

POLITECNICO DI MILANO
Scuola di Ingegneria dei Sistemi



POLO TERRITORIALE DI COMO

Master of Science in
Management Engineering

Public Engagement Practices in Spending Review Processes of the UK, Italy and France

Supervisor: Prof. Marika Arena

Assistant Supervisor: Prof. Deborah Agostino; Prof. Angelo Erbacci

Master Graduation Thesis by: Germain Brugnion Philippe Nelson
777299

Academic Year 2012/13

Germain Brugnion / Master Graduation Thesis (2013)

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Abstract

Since the global financial crisis of 2008, the fiscal situation has remained very challenging. Fiscal consolidation, deficit reduction and fiscal space creation have become priorities across government all over the world. As a result, there has been a renewed interest in the use of spending reviews as a tool to improve the efficiency and effectiveness of public expenditures. At the same time, transparency, new forms of accountability and public engagement have been highlighted as key elements of good governance. Previous studies have discussed spending review processes and cutback reforms. Research has built upon public engagement and its enactment in public administration, often underlining the advantages and risks of the use of ICTs, especially web technologies and social media. Nevertheless, little previous research has linked public engagement to spending reviews. The objective of this paper is to provide an overall view about the use of public engagement in the spending review processes of several countries in order to determine whether countries are using public engagement to increase transparency, accountability and participation. Specifically, this study attempts to answer the following research questions: 1) what are the characteristics of the spending review processes of the three selected countries? 2) What is the level of development of public engagement in the spending review processes of these countries? 3) What instruments were used in order to implement these public engagement initiatives? The results show a significant level of heterogeneity in the use of public engagement in spending review processes. Some governments have almost no use of public communication while in some cases spending reviews benefited from a dedicated public communication campaign. Only the UK and Italy engaged in public consultation. In these cases, web technologies were used to reach easily a large number of citizens.

Sommario

Dopo la crisi finanziaria globale del 2008, la situazione fiscale è rimasta molto impegnativa. Il consolidamento fiscale, la riduzione del deficit e la creazione di spazio fiscale sono diventati le priorità di numerosi governi. Di conseguenza, c'è stato un interesse per l'uso di spending review come strumento per migliorare l'efficienza e l'efficacia della spesa pubblica. Allo stesso tempo, la trasparenza, le nuove forme di responsabilità e di public engagement sono stati evidenziati come elementi fondamentali del buon governo. Precedenti studi hanno discusso i processi di revisione della spesa e delle cutback reforms. Le ricerche sul public engagement e la sua entrata in vigore nella pubblica amministrazione sottolineano spesso i vantaggi e i rischi dell'uso delle nuove tecnologie, in particolare le tecnologie web e social media. Tuttavia, poca ricerca precedente ha collegato spending review e public engagement. L'obiettivo di questo documento è quello di fornire una visione d'insieme sull'uso del public engagement nei processi di revisione della spesa di diversi paesi, al fine di determinare se i paesi stanno usando il public engagement per aumentare la trasparenza, la responsabilità e la partecipazione. In particolare, questo studio cerca di rispondere alle seguenti domande: 1) quali sono le caratteristiche dei processi di revisione della spesa dei tre paesi selezionati? 2) Qual è il livello di sviluppo del public engagement nei processi di revisione della spesa di questi paesi? 3) Quali strumenti sono stati utilizzati per realizzare queste iniziative di public engagement? I risultati mostrano un significativo livello di eterogeneità nell'uso del public engagement in processi di revisione della spesa. Alcuni governi hanno quasi nessun uso della comunicazione pubblica, mentre in alcuni casi, la spending review ha beneficiato di una campagna di comunicazione pubblica dedicata. Solo il Regno Unito e l'Italia hanno usato la consultazione pubblica. In questi casi, le tecnologie web sono stati usati per raggiungere un gran numero di cittadini.

1 Introduction

Since the global financial crisis of 2008, the fiscal situation has remained very challenging. Fiscal consolidation, reducing the deficit and making fiscal space have become priorities across government all over the world. Ministries of finance are increasingly called upon to identify spending cuts and targeting priority spending areas. As a result, there has been a renewed interest in the use of spending reviews as a tool to improve the efficiency and effectiveness of public expenditures. Many notable spending review processes have been launched recently especially in countries such as France, Italy and the United Kingdom (HM Treasury, s.d.; Comité d'évaluation et de contrôle des politiques publiques, 2010; Monacelli & Pennisi, 2011).

At the same time, transparency, new forms of accountability and public engagement have been highlighted as key elements of good governance. In this regard, we will see that various authors (Jones, et al., 2007; Linders, 2012; Sandoval-Almazan & Gil-Garcia, 2012; Moss & Coleman, 2013) have underlined the potential contribution of the new technologies to enhance public engagement.

For these reasons, with this paper spending reviews and public engagement will be the subject of my study. I want to understand what are spending reviews and public engagement, and how spending review processes can be favoured by public engagement.

The remainder of the paper is structured as follows. First we go through a literature review of both spending reviews and public engagement in which I tackle relevant dimension of both topics. From the results of this literature review I describe the objectives and research methodology of the study. Then I present and analyse the results of the research to finally end the paper with conclusions and discussions of the results.

2 Objectives

The objective of this paper is to provide an overall view about the use of public engagement in the spending review processes of several countries in order to determine whether countries are using public engagement to increase transparency, accountability and participation. The paper also aims to identify which spending review characteristics promote the level of development of these public engagement initiatives. For this purpose we first review the academic and scientific literature about spending reviews and public engagement, then we analyse the spending review experiences of countries: The United Kingdom, France and Italy. Specifically, this study attempts to answer the following research questions:

- What are the characteristics of the spending review processes of the three selected countries?
- What is the level of development of public engagement in the spending review processes of these countries?
- What instruments were used in order to implement these public engagement initiatives?

The remainder of this paper is structured as follows. We explain the research methodology adopted. Then we present and analyse the results of the research and, finally, the discussion and conclusions bring the paper to an end.

3 Methodology

3.1 Journals consulted

The journal choices were driven by a keyword search on:

- sciencedirect.com
- emeraldinsight.com
- onlinelibrary.wiley.com
- www.biblio.polimi.it
- scholar.google.com

The following table list the keywords used for the literature review search. On each aforesaid online library website I entered the table’s keywords or a combination of these keywords.

Table 1: literature review keywords

Spending Review Keywords
spending + review
comprehensive + spending + review
government + expenditure
public + expenditure
government + budget
government + budget + deficit
government + budget + cut
public + spending + cut
government + expenditure + cut
cutback + management
Public engagement Keywords
public/citizen + engagement
public/citizen + participation
Public/citizen + consultation

public/citizen + involvement
public/citizen + collaboration
government + public/citizen + collaboration/partnering

The articles found were analysed in the following way in order to determine their inclusion in the literature review:

- Date and language filter
- Title Analysis
- Abstract Analysis
- Full text analysis

In the first step, considering spending reviews, the inclusion criteria related articles from the 90s to 2013, considering that spending review was introduced during the 90s and from that date spending reviews have gained more attention. As for public engagement, no hard date limits were fixed, though I tried to collect the most recent papers considering the apparition of new technologies. During this first screening it was considered only articles written in English.

The second screening was related to the titles analysis, considering valid for inclusion those articles titles that despite of not having the exact keywords, induced to consider that they were related to the research problem.

The third step included a full abstract or introduction analysis, in which it was relevant to detect the presence of the keywords (at least 1 of them) and to have an idea of how the article was structured in order to determine if it was aligned with the object of the study.

Finally, the filtered articles during the last two steps had a fourth screening step that demanded a full text analysis.

Following the articles extraction, the following tables list the different journals consulted and their ABS rankings when available. The theme of the journal consulted varied from public sector, economy, administration, finance, management, politics, technology, information and communication to human sciences.

Table 2: journals consulted

Journal title	ABS	Impact factor
Land Use Policy	1	2.346
Government Information Quarterly	3	1.910
International Journal of Information Management	2	1.843
Journal of Political Philosophy	-	1.609
Public Administration	-	1.062
Social policy & Administration	-	0.976
Public Administration review	-	0.900
Journal of Community & Applied Social Psychology	-	0.763
Local Government Studies	-	0.690
British Journal of Politics and International Relations	-	-
Economic Affairs	-	-
European Journal of Innovation	-	-
international journal of medical informatics	-	-
International Journal of Public Sector Management	3	-
Journal American Institute of Planners	-	-
Journal of Communication Management	-	-
Journal of Finance and Management in Public Services	1	-
La Revue du Trésor	-	-
Management decisions	-	-
National Civic Review	-	-
New Economy	-	-
New Library World	-	-
OECD Journal on Budgeting	-	-

On The Horizon	-	-
Politica Economica	-	-
Radical Statistics	-	-
Revue Française D'Administration Publique	-	-
Science, Technology, & Human Values	-	-
The International Journal of Public Sector Management	3	-
The Lancet	-	-
The Political Quarterly	-	-
Transforming Government: People, Process and Policy	-	-

3.2 Date of publication

The graph below shows that most of the articles consulted were written during the last decade. Indeed, spending reviews are processes that started to emerge in the last part of the 90s and started to develop more significantly after the global financial crisis of 2008. The few papers written before the 90s refers to the concept of cutback management which emerged long before the spending review processes, and especially during the 80s. As for public engagement, most of the papers selected were written during the last decade. The will to identify the current trends and the development of new technologies that has occurred since 2000 explain the distribution observed.

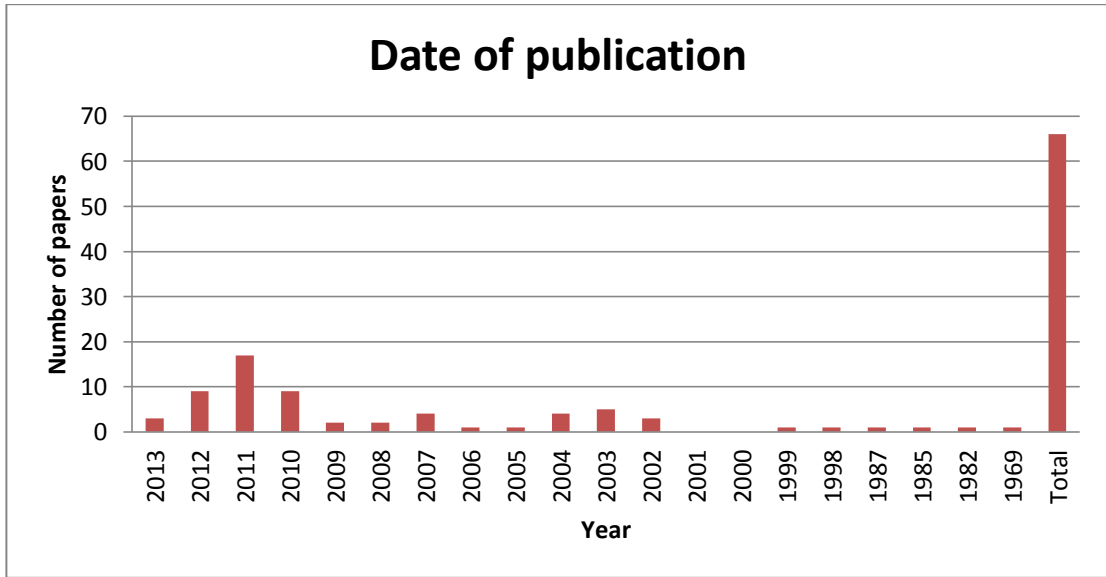


Figure 1: journals' date of publication

3.3 Affiliation of authors

The graph below clearly shows that the contribution selected came from the UK (50%) then to the US (15%). Most of the papers about spending reviews came from the UK, while most of the papers about public engagement came from the USA.

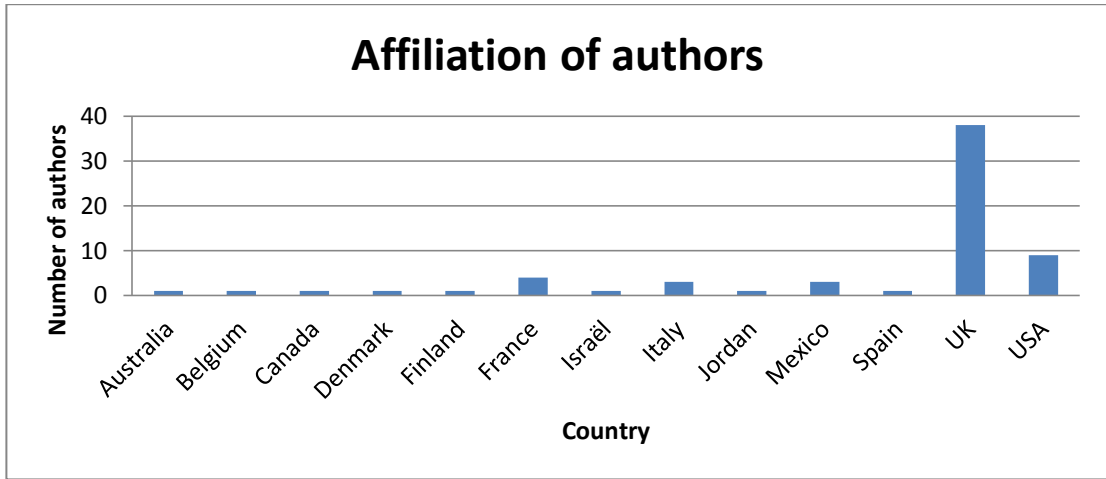


Figure 2: affiliation of authors

3.4 Types of contribution

The following graph shows that most of the contributions were conceptual (60%). Empirical contributions, literature reviews and anecdotal contributions are almost equally distributed.

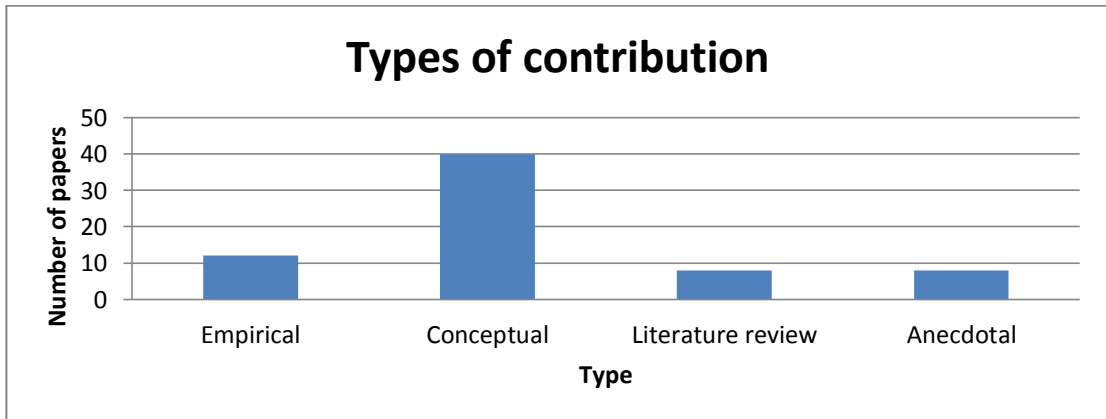


Figure 3: types of contribution

3.5 Case studies methodology

The empirical analysis of this paper is made of three cases of spending review in the United Kingdom (UK), Italy and France. The specific spending review processes considered in this paper are the UK 2010 Comprehensive Spending Review (CSR), the 2012 Italian Spending Review, and the “Révision Générale des Politiques publiques” (RGPP). In each of these countries the considered spending review process represented one of the main government programme at the time. They were all used as the main tools to rationalize government expenditures and improve efficiency of public services. The most recent spending review process was selected for each country since the most recent experiences usually include more technologies and initiatives in terms of public engagement.

For each country, the analysis of the considered spending review was carried out from government documentation and OECD reports about spending reviews (see following table). After retrieving all useful data from these documents I organized them according to the spending review design variables seen in the literature review. In this way, it organizes spending review data in different sections: scope, phases and approach, and cutback strategy.

Table 3: spending review cases' sources of information

The UK 2010 comprehensive spending review
“The Spending Review” document issued 20 October 2010 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/203826/Spending_review_2010.pdf
G-20 Mutual Assessment Process: From Pittsburgh to Cannes – IMF Umbrella Report. Prepared by the Staff of the International Monetary Found http://www.imf.org/external/np/g20/pdf/map2011/umbrella.pdf
Robinson, M., 2013. Spending Reviews. OECD Journal on Budgeting, Issue GOV/PGC/SBO(2013)6.
OECD, 2011. Discussion paper on the typology and implementation of spending reviews.
The Spending Review Framework Presented to Parliament by The Chancellor of the Exchequer by Command of Her Majesty - June 2010
Spending review portal: http://webarchive.nationalarchives.gov.uk/20130405170223/http://www.hm-treasury.gov.uk/spend_index.htm

The 2012 Italian Spending Review
Robinson, M., 2013. Spending Reviews. OECD Journal on Budgeting, Issue GOV/PGC/SBO(2013)6.
Spending review portal: http://www.sitiarcheologici.palazzochigi.it/www.governo.it/aprile%202013/www.governo.it/GovernoInforma/spending_review/index.html
Elements for a public spending review - Giarda Report
D.L. 52/2012 Urgent interventions for the spending review
D.L. 92/2012 Urgent provisions for the reduction of spending on unmodified services
Law of Stability
The French General Review of Public Policies
OECD Public Governance Reviews: France - An International Perspective on the General Review of Public Policies – 21 August 2012
Robinson, M., 2013. Spending Reviews. OECD Journal on Budgeting, Issue GOV/PGC/SBO(2013)6.
OECD, 2011. Discussion paper on the typology and implementation of spending reviews.
RGPP website: http://archive.wikiwix.com/cache/?url=http://rgpp.modernisation.gouv.fr/index.php?id=21&title=Rapports%20d%C3%A9tape
Comité d'évaluation et de contrôle des politiques publiques, 2010. Rapport d'information, s.l.: Assemblée Nationale.
Council of Modernisation of Public Policies (CMPP) n.1 – 12/12/2007
Council of Modernisation of Public Policies (CMPP) n.2 - 04/04/2008
Council of Modernisation of Public Policies (CMPP) n.3 - 11/06/2008
Council of Modernisation of Public Policies (CMPP) n.4 - 04/06/2010
Council of Modernisation of Public Policies (CMPP) n.5 - 03/2011
Council of Modernisation of Public Policies (CMPP) n.6 - 12/2011
« Bilan de la RGPP et conditions de réussite d'une nouvelle politique de réforme de l'Etat » - 09/2012 – Inspection Générale de l'Administration, Inspection Générale des Finances and Inspection Générale des Affaires Sociales

For each country, the analysis of the use of public engagement practices was carried out through an exploratory analysis of official government websites, social media and press and blog articles and other sources of information. While analyzing official government websites I looked for sources of information containing spending review information, such as public announcements, press releases, speeches transcription, legislative texts, government measures and official reports or consultation. Then I looked for any item that indicated any potential presence and activity of government in the most widely known social media platforms. Thus, I paid attention to any

potential link on the government website that linked to social media platforms. When the government used social media as a communication channel, I looked for content related to spending reviews. Apart from the analysis of government websites and social media, the exploratory analysis of press and blog articles was carried out with the intention to look for information about public engagement practices used by governments during spending reviews. After this first phase of exploratory analysis, the content of information related to spending reviews and public engagement was retrieved. Once the necessary amount of content was retrieved it was analyzed in terms of public engagement content and tools. In particular this phase aimed at answering the research questions of this paper:

- What is the level of development of public engagement in the spending review processes of these countries?
- What instruments were used in order to implement these public engagement initiatives?

The results of the research were finally categorized according to spending review phases. In other words, for each phase of spending review public engagement practices are explained in terms of content and results of public engagement and public engagement tools used by governments. The following figure summarizes the process of the methodology.

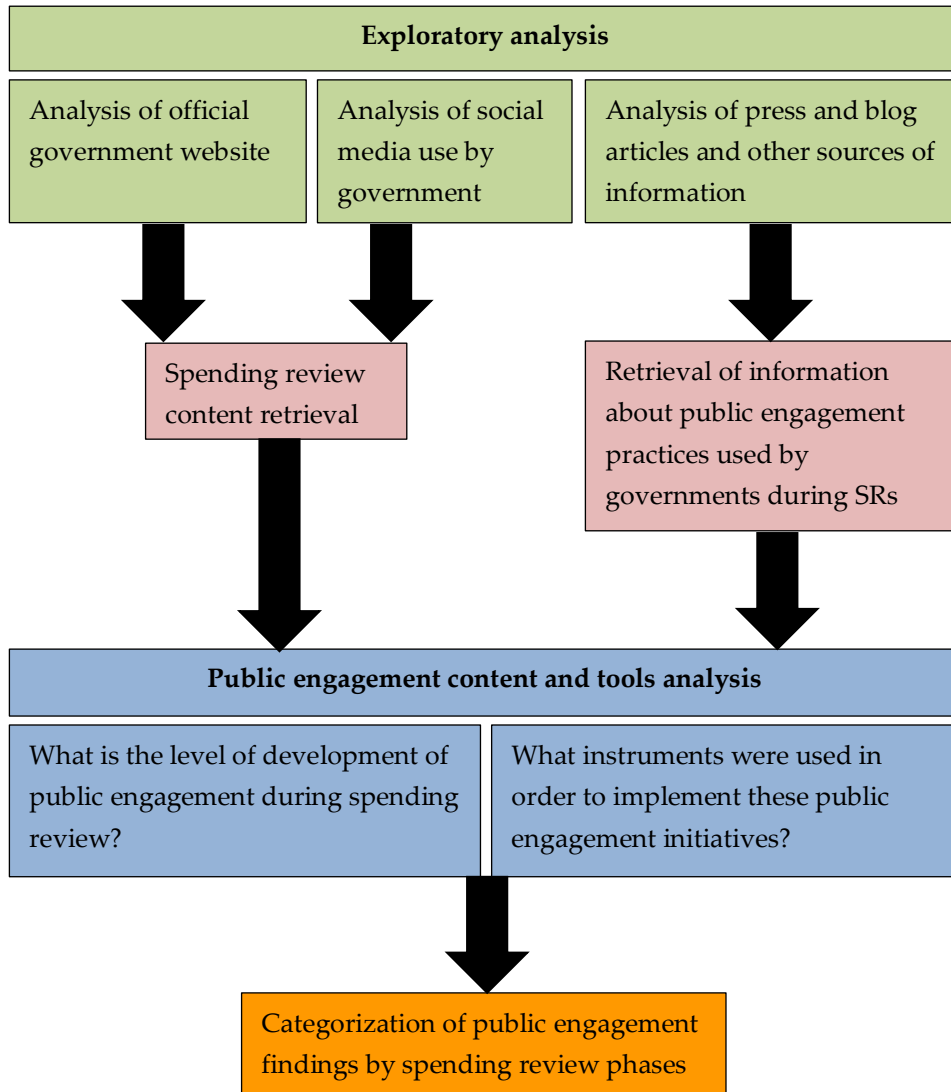


Figure 4: public engagement research methodology process

The results of the first phase of exploratory analysis are listed in the following tables. They represent all the sources of information analyzed in order to retrieve data about spending review and public engagement.

Table 4: public engagement cases' sources of information

Public engagement UK
Publications and announcements made on government website
Spending review portal: http://webarchive.nationalarchives.gov.uk/20130405170223/http://www.hm-treasury.gov.uk/spend_index.htm
HM Treasury's website: https://www.gov.uk/government/organisations/hm-treasury
25 May 2010 - Speech - Queen's Speech – Reducing the deficit
8 June 2010 - Press release - Spending Review 2010 – the Government's approach
17 June 2010 - Press release - Action to tackle poor value for money and unfunded spending commitments
24 June 2010 - News story - PM and Deputy PM letter to public sector workers
24 June 2010 - News story - Public sector - 'Spending Challenge' launched
9 July 2010 - News story - The Chancellor launches the Spending Challenge
15 July 2010 - Press release - Ministers meet to discuss financial challenges of future
19 July 2010 - News story - Communities Minister Andrew Stunell brings spending challenge to Woking
30 July 2010 - News story - Minister listens to money saving ideas from frontline workers
9 August 2010 - News story - Baroness Hanham takes the 'spending challenge' to Sheffield
9 August 2010 - News story - PM's article for Sunday Times on Spending Review
13 August 2010 - Press release - Sir Philip Green to lead Government Efficiency Review
7 September 2010 - Press release - Number 10 Press Briefing
10 September 2010 - Press release - Government implements saving ideas submitted through the Spending Challenge
23 September 2010 - Announcement - Provisional agreement with the treasury on spending Review settlement
11 October 2010 - News story - Government Efficiency Review published
20 October 2010 - Press release - Information from the Transport Spending Review 2010
20 October 2010 - Press release - A description of how budgets for the Department for Education will be affected by the spending review
20 October 2010 - Announcement - Statement by the Secretary of State for Scotland on the Comprehensive Spending Review
20 October 2010 - Press release - The Cabinet Office has announced today that it will reduce its core resource budget by 35% in real terms by 2014-15
20 October 2010 - Announcement - The Department for Business Innovation and Skills Spending Review Settlement
20 October 2010 - News story - Spending Review 2010
20 October 2010 - Press release - Cabinet Office announces Spending Review settlement
20 October 2010 - Announcement - Spending Review – HMT press release
20 October 2010 - Announcement - The Spending Review 2010
20 October 2010 - Press release - Comprehensive spending review: Department for Environment, Food, and Rural Affairs

20 October 2010 - News story - The Spending Review
20 October 2010 - News story - Spending review plans announced by Chancellor
21 October 2010 - News story PM and Deputy PM take public's questions on the Spending Review
21 October 2010 - News story - Council Tax bills frozen in spending review
21 October 2010 - News story - Prime Minister and Deputy Prime Minister take public's questions on Spending Review
21 October 2010 - Announcement - Foreign Office Spending Review settlement ensure UK maintains its global reach
22 October 2010 - Announcement - Foreign Secretary: Britain's spending review
23 October 2010 - Speech - Transcript of the PM's podcast on the Spending Review
27 October 2010 - Authored article - Sarah Teather article in 'Nursery World' on the Spending Review
List of Spending Challenge ideas taken forward: http://webarchive.nationalarchives.gov.uk/20130405170223/http://www.hm-treasury.gov.uk/spend_spendingchallenge_ideas_taken_fwd.htm
HM Treasury website – Spending Challenge FAQ: http://webarchive.nationalarchives.gov.uk/20130405170223/http://www.hm-treasury.gov.uk/spend_spendingchallenge_faq.htm
Government's Flickr channel
http://www.flickr.com/photos/hmtreasury/
Spending Challenge contributors meet the Chancellor – photo set: http://www.flickr.com/photos/hmtreasury/sets/72157624456682436/
David Gauke visits Oldham police station – photo set: http://www.flickr.com/photos/hmtreasury/sets/72157624564787556/
Economic Secretary visits tax credits office – photo set: http://www.flickr.com/photos/hmtreasury/sets/72157624759122804/
Spending Review 2010 document charts and graphs – photo set: http://www.flickr.com/photos/hmtreasury/sets/72157625078086829/
Government's YouTube channel
HM Treasury's channel: https://www.youtube.com/user/hmtreasuryuk/videos
Number 10's channel: https://www.youtube.com/user/Number10gov/videos
PM and Facebook co-founder Mark Zuckerberg – video: http://www.youtube.com/watch?v=b5Bbzi7s1Ko
What is the Spending Round - video: http://www.youtube.com/watch?v=1E7faf7yat4
Danny Alexander on Spending Review day - video http://www.youtube.com/watch?v=YGHFmJVLqjA
Twitter
HM Treasury's Twitter account: https://twitter.com/hmtreasury
Press and blog articles
The Guardian: http://www.guardian.co.uk/politics/2010/jun/08/nigel-lawson-osborne-cuts-consultation

Times: http://www.timesonline.co.uk/tol/comment/columnists/anatole_kaletsky/article7146360.ece
Techpresident.com: http://techpresident.com/blog-entry/britains-cameron-and-facebooks-zuckerberg-talk-deficit-reduction
Blogs.gartner.com: http://blogs.gartner.com/andrea_dimai/2010/07/09/uk-government-goes-social-for-budget-cuts-do-not-hold-your-breath/
The Register: http://www.theregister.co.uk/2010/07/09/facebook_coalition/
Taxpayersalliance.org: http://taxpayersalliance.org/news/spending-challenge-back-with-a-whimper

Public engagement Italia
Publications and announcements made on government website
Spending review section: http://www.sitiarcheologici.palazzochigi.it/www.governo.it/aprile%202013/www.governo.it/GovernoInforma/spending_review/indin.html4
Government's website: http://www.sitiarcheologici.palazzochigi.it/www.governo.it/aprile%202013/www.governo.it/index.html
27/01/2012 - Press release - Council of Ministers n.12
30/04/2012 - Government action - DIRETTIVA per il coordinamento dell'azione del Governo e le politiche volte all'analisi e al riordino della spesa pubblica (spending review).
30/04/2012 - Government action - DECRETO-LEGGE: Disposizioni urgenti per la razionalizzazione della spesa pubblica.
08/05/2012 - Press release - Spending review: dai cittadini oltre 95mila messaggi
28/05/2012 - Press release - Spending review, presentato il Cronoprogramma
15/06/2012 - Government action - DECRETO DEL PRESIDENTE DEL CONSIGLIO DEI MINISTRI: Rideterminazione delle dotazioni organiche dirigenziali e delle qualifiche dei ruoli della Presidenza del Consiglio dei Ministri.
15/06/2012 - Government action - DECRETO-LEGGE: Misure urgenti in materia di efficientamento, valorizzazione e dismissione del patrimonio pubblico. di razionalizzazione dell'amministrazione economico-finanziaria, nonché misure di rafforzamento del patrimonio delle imprese del settore bancario.
05/07/2012 - Press release - DECRETO-LEGGE: Disposizioni urgenti per la revisione della spesa pubblica (spending review)
23/07/2012 - Government action - Circolare n.24
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4 Literature Review

4.1 Spending Reviews

4.1.1 Definition, objectives and relationship to budgeting

There are many definitions of SR and the process varies across countries and over time. The following table shows various definitions of the term “Spending Review”.

Table 5: spending review definitions

Spending Review definition	Author
The terms Spending Review and Expenditure Review usually refer to a series of procedures and institutions related to the decisions, the management and the control of public expenditure.	Monacelli & Pennisi, 2011
Spending Reviews set firm and fixed three-year Departmental Expenditure Limits and, through Public Service Agreements (PSA), define the key improvements that the public can expect from these resources.	HM Treasury, 2008 (UK)
Extraordinary program of analysis and evaluation of expenditure.	Camera dei deputati, 2012 (Italia)
Ongoing commitment to better manage government spending. This system ensures value for money for all government spending.	Government of Canada, 2007 (Canada)
To review all public policies to determine the measures to modernize and savings that can be achieved	Conseil des ministres du 20 Juin 2007 (France)

It can be noticed that these definitions vary across countries and through time. Yet, the idea of better managing spending and make savings seems present in every definition. In this regard, a generalization of the definition was given by Marc Robinson in a paper of the OECD as “the process of developing and adopting savings measures, based on the systematic scrutiny of baseline expenditure” (Robinson, 2013). This definition has the merit to generalize the concept of Spending Review while its specific implementation can vary from country to country. For this reason, from now on while using the term “Spending Review” we will systematically refer to Robinson’s definition.

SRs are used as a tool to reduce deficit, give the government better control over the level of expenditure, and/or make fiscal space to improve expenditure prioritization (Robinson, 2013; Monacelli & Pennisi, 2011). The OECD, in particular depicts three main characteristics of SRs. Firstly, they “do not only look at programme effectiveness and efficiency under current funding levels, but also examine the consequences for outputs and outcomes of alternative funding levels.” Secondly, “the [SR] procedure is under the responsibility of either the Ministry of Finance or the Prime Minister’s Office”. Finally, “the follow-up of spending reviews is decided in the budget process” (OECD, 2011).

SR has been widely used by the countries of the OECD. In particular, the OECD 2012 Performance Budgeting Survey shows that 16 out of 34 countries surveyed conduct SRs.

Table 6: spending review in the OECD countries

Countries	Number
Responded: Yes Australia, Canada, Denmark, Finland, France, Ireland, Italy, Korea, Mexico, Netherlands, New Zealand, Russian Federation,	16 (50%)

Spain, Sweden, Switzerland, United Kingdom.	
Responded: No Austria, Belgium, Chile, Czech Republic, Estonia, Germany, Greece, Hungary, Japan, Luxembourg, Norway, Poland, Portugal, Slovak republic, Slovenia, Turkey.	16 (50%)
Lacking response: Iceland, United States	2

(OECD, 2013)

Two main types of savings measure are distinguished in the scholarly literature (Robinson, 2013; OECD, 2011) – efficiency savings and strategic savings. Efficiency savings are expenditure reductions achieved by making public services delivery more efficient, in other words by delivering the same quantity and quality of services at lower cost. On the other hand, strategic savings are expenditure reductions achieved by dropping or scaling back services or welfare benefits (Pollitt, 2010) (Robinson, 2013). So this kind of measures concern effectiveness of services rather than efficiency of services.

Based on these distinctions, the OECD provides us with a typology of SRs. If a SR is mainly focused on efficiency savings then it is referred to as an efficiency review. On the other hand, if a SR is focused on both types of savings then it is referred to as a strategic and efficiency review.

Table 7: typology of spending reviews

<i>Primary objective</i>				
Analysis: analyse management, structures and/or policy to improve efficiency and effectiveness	Reallocation: reallocate and/or reduce government expenditure for programmes or organisations			
Performance reviews (programme, policy or organisational evaluation)	Spending Reviews			
	<table border="1" style="width: 100%;"> <tr> <td style="width: 50%;">Efficiency review</td> <td style="width: 50%;">Strategic and efficiency review</td> </tr> <tr> <td><i>Primary criteria:</i> efficiency -</td> <td><i>Primary criteria:</i> efficiency &</td> </tr> </table>	Efficiency review	Strategic and efficiency review	<i>Primary criteria:</i> efficiency -
Efficiency review	Strategic and efficiency review			
<i>Primary criteria:</i> efficiency -	<i>Primary criteria:</i> efficiency &			

	<p>Identify how the existing policies can be conducted with less resource</p> <p><i>Examples:</i></p> <ul style="list-style-type: none"> • Finland “Productivity Programme”(2005-15) • Greece “Functional review of central ministries” (2010- 11) 	<p>prioritisation - Identify what the government should or should not do</p> <p><i>Examples:</i></p> <ul style="list-style-type: none"> • Australia “Comprehensive expenditure reviews”; “Strategic review” (2007) • Canada “Programme Review”(1994); “Strategic Review” (2009) • Denmark “Spending review” (on-going) • Netherland “Interdepartmental Policy review” (1982; 2009 present) • UK “Spending Review”(1998-present)
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(OECD, 2011) (Robinson, 2013)

Thus, while both type of review are aimed at efficiency savings, only the second type – strategic and efficiency review – deals with savings achieved through the evaluation of programme and services effectiveness. It seeks to prioritize programmes and services which most favour society. This typology helps to differentiate SRs on the basis of their objectives.

Conventional budget processes fails to prioritize programmes and services. They tend to focus too much on new spending proposal without reviewing the baseline expenditure. Consequently, too often, it favours resources to be wasted on ineffective or low-priority programmes or services rather than reallocate them in ways that effectively address today’s challenges and priorities. In this regard, Marc Robinson underlines that “the disproportionate focus upon new spending is a central feature of the well-recognized problem of budgetary incrementalism” (Robinson, 2013). Among the reasons that explain this issue, stand the fact that central decision-makers

often lack the considerable necessary information about programs efficiency and effectiveness, and that reallocation decisions often involves resistance from spending ministries (Pollitt, 2010; Robinson, 2013). Moreover, experience teaches that incremental budgeting shows its limits as conditions changes overtime and growth become uncertain (Ferry & Eckersley, 2011).

Spending reviews are not necessarily part of the budget preparation process. However, it seems that most of the OECD countries who conducted Spending Reviews did so. Thus, savings options were made available in time for the budget preparation process. In this regard, Robinson suggests that Spending Review should be integrated into the budget preparation process. Firstly, because it enables to consider high-priority new spending as savings options are decided and make space for new spending to be made (Robinson, 2012). Finally, because in time of need for deep expenditure cuts in the budget, it enables to identify appropriate savings measures (Robinson, 2013).

4.1.2 The development of spending review

Prior to the global financial crisis of 2008 Spending Reviews were not widely used. Among the countries that carried out Spending Reviews at this time are for example the UK, the Netherlands, Denmark and Finland. In these years, Spending Review were not used as an on-going process integrated in the budget preparation process but rather used sporadically to implement fiscal consolidation. Moreover, they were mainly meant to achieve efficiency savings rather than strategic savings (Robinson, 2013).

Since the global financial crisis, Spending Reviews have started to be widely used across countries. As table 3 shows, in 2012, 16 OECD countries declared using Spending Review. Moreover, contrary to the years preceding the global financial crisis, the post-crisis Spending Reviews seem to put more effort towards the search for strategic savings. Also, it appears that the level of

savings objectives is higher (Robinson, 2013). For example, during the 2010 Comprehensive Spending Review carried out in the UK the scale of the public spending cut was unprecedented (Taylor-Gooby & Stoker, 2011). Thus, Spending Review has become a tool to manage austerity and reduce the deficit (Ferry & Eckersley, 2011). Some of the reasons behind such a shift toward a broader use of Spending Reviews are to reduce the deficit of public finances damaged by the crisis, the perception that markets need additional assurance and the pressure to comply with fiscal rules (Robinson, 2013; Reenen's, 2010). Values and ideas such as “value for money”, “doing more with less” are part of the concept of Sending Reviews and of the broader field of Cutback Management, thus it is no surprise that the re-intensification of these ideas after the damages done by the crisis are positively correlated with the greater use of Spending Reviews across countries (Lapsley & Midwinter, 2010; Hood, 2010; Pollitt, 2010).

4.1.3 Scope and timeframe of spending reviews

One of the design elements of Spending Reviews to consider is the scope which comes in three different dimensions. The first dimension considers whether the review is an efficiency review or a strategic and efficiency review. In this regard, the scholarly literature converges to the idea that if there is a need for large scale expenditure cuts, then it is very unlikely efficiency savings alone will generate enough savings. Indeed, in this case, to generate large savings experience teaches that the review needs to target strategic savings as well as efficiency savings (Robinson, 2013; Pollitt, 2010; Hood, 2010). As seen earlier, the cold fiscal climate that has been experienced since the global financial crisis and thus the urge to generate large savings through the predominant use of strategic and efficiency review across OECD countries strengthens this idea.

The second dimension considers what part of government expenditures are covered by Spending Reviews. Indeed, the Spending Review can cover both discretionary expenditures (budget expenditures) and mandatory expenditures (e.g. pensions, health care expenditures). For instance, the 2010 UK Comprehensive Spending review covered both type of expenditures. On the contrary, the RGPP 2008 Spending Review carried in France only focused on discretionary expenditures. According to the same 2012 OECD survey seen earlier, most OECD countries conducting Spending Reviews generally cover both types of expenditures. As for the third dimension, it recognizes whether the review is selective or comprehensive. On this subject, Robinson (2013) defines a selective review as “a review which is limited to a specific list of review topics – programs, processes, and/or agencies - which is specified at the beginning of each round of spending review”. In comparison, he defines comprehensive spending reviews as reviews “the scope of which is not limited by any [...] list of review topics, and in which review teams are asked to look at all ministries with the expectation that they should seek to identify, to the extent practically possible, the most important savings options. A comprehensive spending review is expected to have a greater scope and to yield greater savings, than a selective review”. In addition, considering the three possible types of review topics – programs, processes, and agencies – Robinson (2013) explains that a program or process review can be agency-specific or horizontal. Therefore, a horizontal review focuses on processes across, or programs delivered by, several agencies.

The timeframe of spending reviews varies across countries. They can last from 1 year to 3-5 years (Trosa, 2008). However, in some cases, like in France or in the UK, spending reviews represent a way to shift from a one year-term approach to a multi-period approach over several years, thus allowing longer-term planning (Ferry & Eckersley, 2011; Lapsley & Midwinter, 2010; Flizot, 2008). In addition, the periodicity can be determined in two ways.

Depending on the circumstances, the reviews can be carried out on a systematic basis within the annual budget process, or sporadically, such as exercises to meet specific external factors (Monacelli & Pennisi, 2011).

4.1.4 Roles and processes of spending reviews

Little scholarly literature deals with a generalization of the spending review processes, and is most of the time focused on particular country experiences. However, some of the most notable work concerning the generalization of spending reviews can be found in the OECD journal. Robinson (2013), drawing from experiences of different countries identifies four stages of spending reviews:



Figure 5: four stages of spending reviews

The establishment of the spending review framework dwells on the definition of the scope, the precise assignment of roles in the process and whether or not quantitative savings targets will be set. These general features determine the overall design of the spending review process which can be used for several round of spending review. It determines how the spending review will work. In the next stage – parameters of specific spending review round – specific review topics, criteria to address, “magnitudes of targets” and “key dates of the spending review calendar” are specified. These determine the spending review characteristics which are specific to each round. The development of savings options consist in developing “recommendations and options on

possible savings measures for presentation to those who make the final decision on which savings measures will be implemented". The savings decisions stage "refers to the final decisions on the savings measures which are to be implemented".

Along with the specification of each process stages, Robinson (2013) identifies four key players who play different roles: Political Leadership, Minister of Finance, Spending ministries, and external players. By the term Political Leadership is meant those "elected politicians who exercise dominant power over the content of the budget" (Robinson, 2013, p19). The following table summarizes these roles.

Table 8: roles of spending reviews

	Stage 0	Stage 1	Stage 2	Stage 3
Political leadership	X	X		X
Minister of Finance	X	X	X	
Spending Ministries			X	
External Players			X	

The ways in which savings measures are decided (stage 3) depend on how power is distributed in the Political Leadership. Usually, the President and/or Prime Minister or the Cabinet decide the savings measures to adopt. Depending on the circumstances, the Minister of Finance can also have an important role in this stage of the process. In this regard, Robinson observes that the more the review is strategic the more the decisions are taken at the top level, and the more the review is focused on efficiency savings the more the final decisions are left to the Minister of Finance for example.

The first two stages of the spending review process are generally led by the Political Leadership and the Minister of Finance. The Political leaders generally make sure that the general framework and parameters of the spending review are aligned with their political intentions. In most cases, the role of the Minister of Finance is to define and advise the framework and parameters to the Political Leaders.

The roles in the savings options stage are played by the Minister of Finance, the Spending Ministries and external players. However, in his model Robinson distinguishes three main approaches characterized by the roles played by the Minister of Finance and the Spending Ministries (the role of external players are discussed in a second step).

The first approach is the Bottom-up spending review in which the Spending Ministries are to identify savings options for presentation to the political leaders. In this approach the Spending Ministries constitute review teams which do not include representatives of the Minister of Finance.

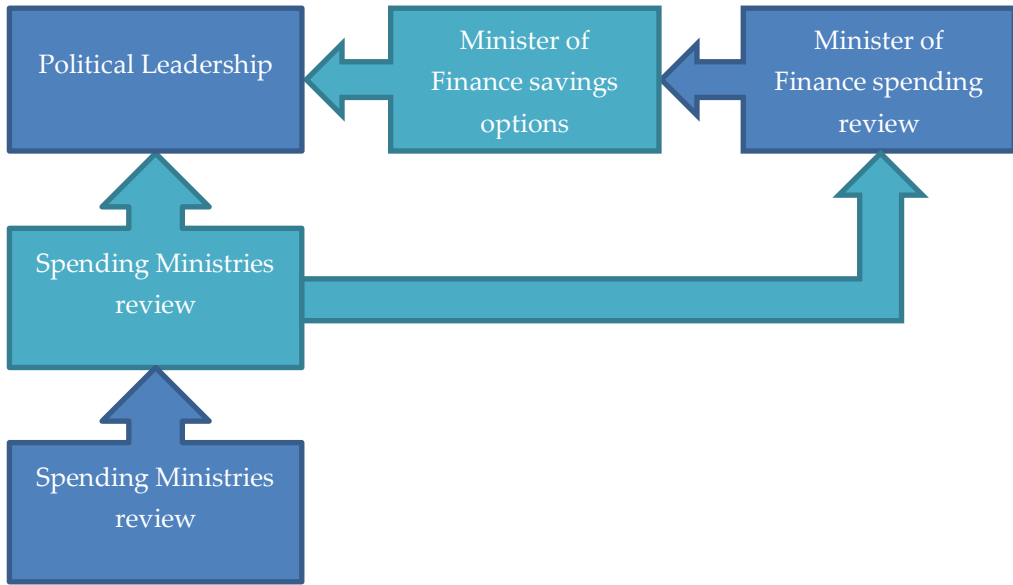


Figure 6: bottom-up spending review

The second approach is the Joint spending review in which spending ministries and the Minister of Finance constitute joint review teams to develop and approve savings options for presentation to the political leadership.

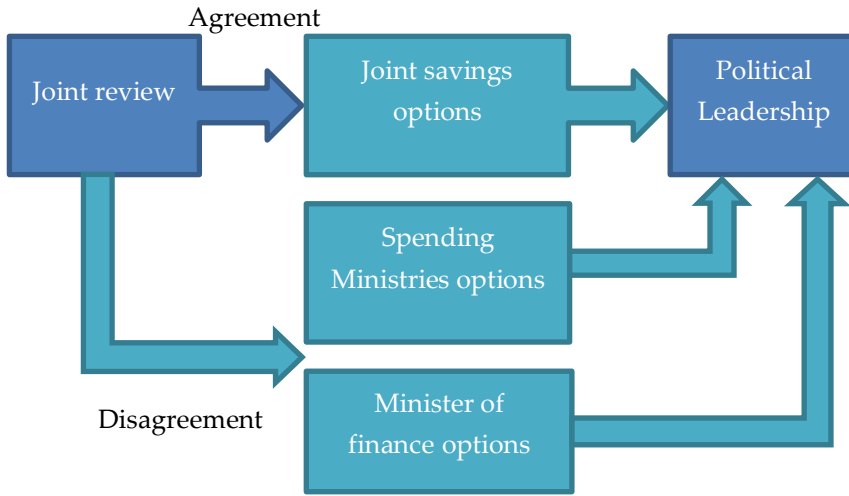


Figure 7: joint spending review

The last approach is the Top-down spending review in which spending review teams are composed of Minister of Finance staff or nominees, and there is little or no participation of spending ministry staff. There is no process for requiring or requesting Spending Ministry endorsement of the savings options which are identified.

In practice, the relationships between actors are not exactly as the models suggest. They represent two polar extremes and real-world approach would be situated somewhere on the spectrum between the two.

The following table presents some examples of countries that adopt these approaches.

Table 9: examples of spending review approaches

	Bottom-up spending review	Joint spending review	Top-down spending review
Countries	Canada, UK, Ireland	Netherlands, Denmark	France (2008-2012)

Most of the time, the role of external players consist in advising the review team. For this purpose, they can either be external to the review team or be part of it. However, the review team remain directed by, and mostly composed of, civil servants (Robinson, 2013). The cases in which external players such as private sector experts can be fruitful are for the search of efficiency savings through the review of processes and implementation of IT systems, mostly because those procedures are similarly applicable in both sectors – public and private sector. Though, Robinson (2013) recommends that, because of “the importance of accumulated knowledge”, civil servants servant should play the main role in conducting the review, and even more when the review is conducted on an on-going basis.

Spending reviews can also draw on public consultation or participation. Like any other player, the general public can make suggestions for saving options through adapted channels. This was the case in the UK for the 2010 comprehensive spending review during which the Coalition government created the “Spending Challenge”. It consisted in a website to which members could submit suggestions for savings options (Coleman & Blumler, 2011). The incentives of collecting public input have been increasing since the global financial crisis and seem to be of interest to build understanding about the needs and priorities of citizens (Lowndes & Pratchett, 2012; Robinson, 2013; Buxton & Radnor, 2012). However, some mechanisms of public consultation such as referendums “often promote short-term self-interest over broader community concerns and can militate against long-term investments which are of wider community benefit” (Lowndes & Pratchett, 2012).

4.1.5 The information base of spending reviews

Scholars and practitioners argue that performance information is necessary to successfully improve the spending review process. Some countries specifically claimed that relevant program evaluations, carried out outside the spending review process itself, are needed in order to provide Ministers of Finance a strong information base. Experience teaches that evaluations have not always been useful to Ministers of Finance, mainly because those evaluations were not relevant for budgeting purposes. Thus, the effort should be on both providing more and more relevant evaluations intended to make budget decisions. Evaluations can be of two kinds: effectiveness evaluations which look for assessing impacts of programs, and efficiency evaluations which look for opportunities of efficiency savings. Another element of spending reviews information base is performance indicators. However, experience shows disappointment with the development of relevant indicators for budget decisions. Also, performance indicators alone are not enough to provide a useful and solid information base to improve spending reviews. The analysis of indicators has to be done in parallel with the analysis of evaluations to become fruitful (Robinson, 2013).

4.1.6 The spectrum of strategies

Institutional processes and economies of state vary across countries. For these reasons, the identification and implementation speed and capacity of savings measures will be different from country to country. Thus, each government needs to “shape and communicate its own strategy” (Pollitt, 2010).

Savings measures are often referred to the field of cutback management which have benefit from high attention from scholars. Levine defined cutback management as “managerial initiatives or interventions in leading organizational change toward lower levels of resource consumption and organizational activity” (Levine, 1979). Many authors described in detail different approaches to cutbacks. In particular, three authors – Pollitt (2010),

Hood (2010) and Jørgensen (1982, 1985, 1987) - present three categories of cutback management strategies each, which closely resemble each other's categories. The first two categories mainly concern efficiency savings, while the third category concern strategic savings.

Table 10: three categories of cutback management strategies

Cutback Strategies	Pollitt	Hood	Jørgensen
Category 1	Cheese slicing	Resetting recent reforms	Incremental style
Category 2	Efficiency gains	System redesign	Managerial style
Category 3	Centralized priority setting	'East of Suez' Moments	Strategic style

With the cheese-slicing approach, every public service entities must reduce their budget by a predetermined decrement. Efficiency gains consist in making savings while maintaining the quality and quantity of services. As for centralized priority setting, it consists in making savings from prioritizing cost-effective programs and cut back less effective ones. Table 8 shows the advantages and disadvantages of each approach.

Table 11: advantages and disadvantages of each Pollitt's cutback strategy

APPROACH	ADVANTAGES	DISADVANTAGES
Cheese slicing	Sounds egalitarian ("everyone must meet his share"). Ministers avoid directly choosing which programmes will be most hurt. Detailed decisions delegated to programme specialists who probably know what they are doing (and can be blamed if their decisions turn out to be unpopular or hurtful)	Programme specialists may make politically very unpopular choices/. And/or they may make self-interested choices which hurt effectiveness whilst protecting service providers (themselves). May also incentivize budget holders to pad their budgets so that there will be 'fat' to be cut next time round.

Efficiency gains	Sounds less threatening/more technical-‘doing more with less’. So It may be claimed that savings can be made without too much pain. Also sounds ‘modern’ and ‘managerial’ and may thus appeal across party or ideological lines	Usually requires considerable innovation –organizational and technical changes which may not work. Or may not work for some time. Probably will not yield enough by itself to correct the present fiscal imbalances.
Centralized priority setting	Looks more strategic and leaves politicians directly in control. Enables the government to protect the most effective programmes (if they have reliable data on effectiveness)	Ministers become visibly and directly responsible for painful choices. And, unless they consult carefully they may make choices with consequences they do not fully foresee, but they are unlikely to understand the internal complexities of the services which are being cut.

Hood’s first approach consists in taking recent reform measures and re-engineering them for the current climate. It has the “advantage of building on recent effort and experience”. And “some of the change could probably be achieved without elaborate and costly restructuring of the organisational machinery”. Hood’s second approach consist in a “basic re-shaping of public services that radically alters provision structures or creates more incentives for providers to save rather than to spend, or to balance service quality and effectiveness against tax or borrowing costs. [...] They typically involve heavy upfront costs in transaction and negotiation”. Hood’s third approach consists in “withdrawing state provision from some existing domains of public services altogether so that the diminished resources can be concentrated more effectively on a narrower range of concerns”.

By incremental cutbacks, Jørgensen means “choosing quick wins with low search costs, such as pruning budgets at the edges, hiring freezes, deferring capital or maintenance spending”. Managerial cutbacks consist in a “more

basic re-engineering of public organisations and their relationship with their clients to increase productivity, often involving shifting burdens at the margin between providers and recipients of services". Finally, Strategic cutbacks consist "in focusing on priorities rather than on efficiency and on choosing which activities, programmes and agencies to retain rather than re-engineering provision systems".

In practice, it is always possible to find approaches that would be place somewhere on the spectrum between two strategies (Pollitt, 2010). Jørgensen argued that in time of cold fiscal climate, ministers may first begin with 'incremental' cutbacks then to 'managerial' style cutbacks. When these two approaches do not yield enough savings, then, cutbacks have to be conducted in a strategic way. The information base required at each stage becomes more and more sophisticated as we move from the top to the bottom of table 7 (Pollitt, 2010; Jørgensen, 1982; Jørgensen, 1985; Jørgensen, 1987). However, Hood (2010) argues that the phasing, as presented by Jørgensen, "may conflict with political logic in some cases" suggesting that the time needed for the delivery of strategic changes is not necessarily longer than system redesign strategies, "and electoral cycle considerations may also favour early use of the former". Thus it is possible that the phasing of strategies goes from the first category via the third category to the second category. As system redesign may have a central role in of adapting public services to a cold fiscal climate in the long term, the policy challenge is to prevent the more quickly deployable first and third options from undermining the pursuit of the second in the medium term (Hood, 2010).

4.1.7 Political consideration

The literature seems to converge to the idea that cutback management needs to embrace a holistic and long-term perspective in order to avoid falling into reductionist measures (Pandey, 2010; Niemietz, 2010). Also, there is general

concordance that the crisis politicizes decision-making, with many countries adopting an extensive fiscal response largely driven by politicians (Cepiku & Savignon, 2012). If the reforms are driven primarily by tactical political concerns, it is very likely that the government will adjust its policies to meet indications of discord, possibly restoring some of the highest profile cuts for electorally significant groups and stretching out the timescale for deficit reduction (Taylor-Gooby & Stoker, 2011). In addition, considering scaling back and prioritization, particular attention is required on any possible knock-on impact. Cuts in some areas may mean that other areas will face additional demands and increasing costs (Ferry & Eckersley, 2011). Spending reviews are not only about choosing reforms that make sense; it is also a question of convincing parliaments and publics that there are and relevant things to do. Therefore, it is required to explain and convince that reforms are part of a general strategy which can be justified as something more than just a desperate search for any old cuts (Pollitt, 2010). There is always the political danger that spending review will be attacked as a "small government" exercise. Consequently, it should be emphasized publicly that the objective is to prioritize rather than reduce aggregate government expenditure (OECD, 2012). As stated in a paper of the OECD, "creating an effective spending review process requires a clear political mandate at level of the chief executive. Spending reviews must be seen as a solution to a political problem, rather than a technical bureaucratic exercise" (OECD, 2012). In this regard, Lowndes & Pratchett (2012) add that conflicting ideological commitments inside the political leadership (e.g in the case of a coalition government like in the UK) may undermine the effectiveness of the strategy employed. Ambiguity in the goals of the political leadership may filter down to the public organizations in the form of public organization goals (Pandey, 2010).

The timing of savings options implementation is one consideration that needs attention. Most scholars suggest that carrying deep cuts or reform at very

high speed is very likely to result in mistakes, waste and involve resistance (Pollitt, 2010). It may have negative effects on services, at least in the short term, and it is unlikely that the public accept to settle fewer services of lower quality. In this case, protests from trade unions and citizens are inevitable (Ferry & Eckersley, 2011). Moreover, expediency of budget cuts promotes a short-termism that is unlikely to be compatible with longer term goals (Lowndes & Pratchett, 2012). Such intense measures often create the fear of a second dip recession. The effect of efficiency savings measures may only appear after a few years succeeding their implementation. Thus, it is important that the timeframe of spending reviews take this point into account in order to avoid renegotiating effects of spending review measures and consequently limit their impact. Also, "because cuts to existing programs usually create some political resistance, the best time to carry it out with substantial impact may be when there is a change in leadership, which is often related to an election (but not necessarily)" (OECD, 2012).

Pollitt (2010) underlines that when making cutbacks, sometimes decision makers pretend that they will not hurt. However, given the scale of the savings required in some cases, this kind of claim becomes simply improbable. Moreover, the focus of attention should also be the deficit discourse itself. In this regard, Walker & Walker (2011) warn that the "political discourse may be designed to perform the important political functions of both legitimisation and diversion from fundamental questions of causation and just desserts in financing the deficit" (Walker & Walker, 2011). In other words, the political discourse employed could try avoiding questioning the significance of the deficit in order to legitimize high-speed and deep cuts. Citizen audiences have to be convinced that there is some kind of rationality and social justice to the spending review process (Pollitt, 2010). It is important to closely scrutinize the evidence assembled for the scale and speed of the actions being taken to reduce the deficit, for example about the

significance of the deficit. Moreover, a reinforced attention must be on the social consequences of the Government's strategy (Walker & Walker, 2011) (Horton & Reed, 2010). For instance, many scholars denounced the regressive distributional effect of the 2010 UK Comprehensive Spending Review.

These last paragraphs underline a problem of lack of democracy or legitimization of the process of spending review. It has been seen that the budget cuts are often ultimately decided at the highest level, this is to say the political leadership. This raises the issue of legitimization of budget cuts and of the body who decide them. In order to legitimate budget cuts, the operative involvement of citizens, who are supposed to be represented by the political leadership, could be beneficial. Consequently, here we underline the importance of consultation with citizens for deciding legitimate budget cuts. In the next part will focus on the concept on Public Engagement.

4.2 Public Engagement

4.2.1 Definition

In recent times, there has been global trend toward increased involvement of the public in the affairs of public institutions. It is often referred to as public participation (Barnes, et al., 2004; Bovaird, 2007; Coleman & Blumler, 2011; Rowe & Frewer, 2005), public engagement (Rowe & Frewer, 2005; Panagiotopoulos, et al., 2012), citizen coproduction (Nabatchi, 2012; Bovaird, 2007; Linders, 2012) and other synonyms. However, there is a lack of clear definitions of the concept of public engagement and the instruments (or tools, methods, techniques, etc.) enabling it. Consequently, the concept or method meant under one denomination may vary from one researcher to another (Rowe & Frewer, 2005). The following table shows various definitions.

Table 12: public engagement definitions

Definition	Author
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<i>Public Engagement</i>	
Public engagement describes the myriad of ways in which the activity and benefits of higher education and research can be shared with the public. Engagement is by definition a two-way process, involving interaction and listening, with the goal of generating mutual benefit.	National Co-ordinating Center for Public Engagement
The involvement of specialists listening to, developing their understanding of, and interacting with, non-specialists.	England's university funding agency, HEFCE, 2006
Public engagement is a process that brings people together to address issues of common importance, to solve shared problems, and to bring about positive social change.	Public Agenda
<i>Public Participation</i>	
Public participation is the process by which an organization consults with interested or affected individuals, organizations, and government entities before making a decision. Public participation is two-way communication and collaborative problem solving with the goal of achieving better and more acceptable decisions.	International Association for Public Participation, 2007
<i>Citizen Coproduction</i>	
Any positive action by anyone outside the government agency which produces value and is prompted by the agency.	The Australia and New Zealand School of Government, 2011
The public sector and citizens making better use of each other's assets and resources to achieve better outcomes and improved efficiency.	Bovaird and Löffler, 2011, "From Engagement to Co-production: How Users and Communities Contribute to Public Services"

All these definitions share the idea of achieving mutual benefit and making better decisions. Yet, it is not clear which is the nature of the interaction and the direction of the flow of information. In this regard, the work of Rowe and Frewer (2005) on the attempt to define public engagement/public participation and defining its mechanisms by means of a typology is notable. They use “three different descriptors to differentiate initiatives that have in the past been referred to as public participation, based on the flow of information between participants and sponsors. There are public communication, public consultation, and public participation”. From now on, following Rowe and Frewer definition, these three descriptors in combination are referred to as public engagement, and the methods intended to enable this as engagement mechanisms (generically), initiatives or exercises (specifically). In public communication, “information is conveyed from the sponsor of the initiative to the public [...] in public consultation, information is conveyed from members of the public to the sponsors of the initiative, following a process initiated by the sponsor [...] in public participation, information is exchanged between members of the public and sponsors” (Rowe & Frewer, 2005). The following figure summarizes the three types of public engagement.

Public communication



Public consultation



Public participation



Figure 8: three types of public engagement

4.2.2 Public engagement, government and public sector

Scholarly literature has recognized the merit of enhanced collaboration and partnership among governance and public administration agencies, citizen and other social players. Since the 1980s, government policies aimed to increase responsiveness to citizens as clients, modernise and render more effective the public sector in order to represent user's interests more adequately, notably by involving market-type mechanisms such as customer service (Simmons & Birchall, 2005). An overview of the literature shows that the expanding orientation of public agencies toward responsiveness to citizen's request is often referred to as "New Public Managerialism" (Vigoda,

2002). Nevertheless, some authors argue that increasing responsiveness is frequently accompanied by lower willingness to share, participate, collaborate, and partner with citizens. It encourages a passive orientation of citizens toward governance and public administration agencies, consequently failing to effectively represent citizen's interest (Vigoda, 2002). Thus, it has increasingly been argued that there should be a collaborative relationship between service users and public agencies. The arrangement in which citizens are considered not as customers but as partners is often referred to as coproduction.

Participation has been increasing mainly for two reasons. The first is that public engagement provides policy-makers with more suggestions, ideas and perspectives, and therefore increases the performance of public services by shaping better-informed decisions and meets more efficiently and effectively service user's priorities (Simmons & Birchall, 2005; Hennala, et al., 2011; Harwood, 2004; Moss & Coleman, 2013). In this case, public engagement can be seen as mean for coproduction between citizens and governance and public administration agencies. In this regard, Bovaird (2007) along with Linders (2012), taking together references from recent literature, illustrate that the concept of coproduction is not only relevant to the service delivery phase of services management but also can extend across the full value chain of service planning, design, commissioning, managing, delivering, monitoring, and evaluation activities. The second reason is that participation can be put forward to improve communication and build trust, help reduce conflict, and smooth the process of policy implementation. In this regard, public engagement plays a role in legitimizing public sector areas (Simmons & Birchall, 2005).

4.2.3 Public engagement design

In this part we discuss elements of participatory design or structural variable. Rowe and Frewer's typology seen previously enables us to make the transition since their typology is especially based on structural features of engagement mechanisms (mechanism variables). Scholarly literature offers a vast content referring to design choices concerning public engagement. Fung (2003, 2006), in particular describes eight possible design choices which notably resembles Rowe and Frewer's structural variables of engagement mechanisms. Drawing from these two works we can have a quite complete list of possible design choices for public engagement mechanisms. The following table illustrates these design choices and their different levels

Table 13: design choices of public engagement mechanisms

Design choice	Levels
Communication mode	Communication/consultation/participation
Level of cooperation between government and citizens	From adversarial to collaborative
Level of shared decision authority	Inform/consult/involve/collaborate/empower
Public selection method	Controlled/uncontrolled
Elicitation facilitation	With/without
Information input	Present/absent and/or set/flexible
Medium of information transfer	Face-to-face/non face-to-face
Response mode	Open/close
Facilitation of aggregation	With/without and/or structured/unstructured
Recurrence and iteration	One-time event/longer-term, on-going endeavour

For more details about the levels of the design elements, please see Nabatchi (2012) and Rowe & Frewer (2005).

4.2.4 Factors affecting public engagement in practice

First of all, it is obvious that the design choices will have an impact on the effectiveness of the public engagement initiative. Considering government and public administration initiatives in particular, according to Nabatchi (2012) and other scholars and practitioners, for any given policy conflict, participatory processes are more likely to help administrators identify and understand all of the relevant public values when they are designed to be collaborative rather than adversarial, use deliberative communication modes, have moderate to high-levels of shared decision authority, use small table format with trained facilitators, provide informational materials, select participants from members of the public, use recruitment strategies that minimize participant bias, and have more than one session. Also, interactive face-to-face discussion is more satisfying than one-way techniques such as written comments. Believing the decisions makers take citizens comments seriously and that the resulting decisions reflect their consideration can also increase satisfaction (Halvorsen, 2003).

Citizens' perception of public services is often seen by scholarly literature as a determinant factor for public engagement effectiveness. Exposure to high-quality engagement exercises tends to positively affect citizens' trust in the performance and responsiveness of the agency, consequently building greater support from citizens to the agency (Halvorsen, 2003).

The question of who takes part in public engagement mechanisms requires attention, especially in the case of deliberative/ participation exercises such as forums. Assuming that the selection method employed is appropriate, issues of representation and representativeness will depend on rules and structures defined by sponsors. For example, the basis of membership definition, the formal rules of dialogue, and the agenda setting automatically create exclusion that undermine the representativeness of the public (Barnes, et al.,

2004). A variety of processes can serve to exclude people from public participation. The way in which the public is constituted for the purposes of public participation can have a significant bearing in determining whether particular individuals or groups are able to take part. Competence may create exclusion too. Indeed some people might not be competent to contribute in the same way. For example, persons who have become physically frail may not be able to become a member of a group. There might also be the perception amongst participants that particular skills are necessary, which might exclude people who either do not want or are not interested in developing those skills (Barnes, et al., 2003).

There are several reasons which can prevent citizens to participate to engagement exercises. A negative view of the public bodies and government, sometimes based on personal experience or delivered as 'common sense' can be a reason. A lack of awareness about opportunities to participate is another one. The perception that the sponsor will not respond to consultation appears to prevent citizens to participate. Finally, issues of social exclusion can undermine willingness to participate (Lowndes, et al., 2001). On the contrary, according to Mannarini et al. (2010), what makes individuals willing to get involved depends on the perceptions of costs and benefits, on the opportunity for a satisfactory experience built through sense of community and positive emotions, and on the openness to new information. In addition, exposure to high-quality engagement exercises tends to positively affect citizens' trust in the performance and responsiveness of the agency, consequently building greater support from citizens to the agency, (Halvorsen, 2003).

4.2.5 Instruments to enable public engagement

Instruments to enable public involvement can range from surveys to more deliberative approaches involving public taking part in group debates. Rowe

and Frewer (2005) observed that a great number of mechanisms are available for engaging the public and that there is confusion as to what each does and does not entail, and how each differs from the others. The following figure shows a list a several participation mechanisms.

<ul style="list-style-type: none"> - Act Create Experience (ACE) (1) - Action Planning (1, 2) - Appraisal (Community, Public), e.g., village/parish/ environmental. (Also "Monitoring," e.g., citizen monitors and scrutiny.) (1, 2) - Arbitration (Mediation) (3, 4) - Broad-Based Organizing (1) - Cable Television (Not Interactive) (2) - Cable Television (Interactive) (3) - Charette (3) - Choice Methods (1, 2) - Citizens' Advisory Committee (CAC) (3, 5, 6, 7, 8, 9) - Citizen Advocacy (1) - Citizen Employment (3) - Citizen Honoraria (3) - Citizens' Jury (1, 2, 6, 10, 11, 12, 13) - Citizens' Panel (Research) (2) - Citizens' Panel (Standing) e.g., Health Panel (2, 10, 14, 15) - Citizen Review Board (3) - Citizen Training (3) - Community Dinners (16) - Community Forum - of: Place (e.g., Neighborhood); Issues; Service Users; Shared Interest (2, 10) - Community Indicators (1) - Community Plans/Needs Analysis (10) - Community Site Management Plans (1) - Community Strategic Planning (1) - Community Technical Assistance (3) - Complaints/Suggestion Schemes (10) - Computer-Based (IT) Techniques (2, 3) - Conference (generic term, often with qualifier e.g., "planning," "deliberative," "visualization") (3, 10, 17) - Consensus Building (1, 2) - Consensus Conference (2, 6, 18, 19, 20) - Consultation Document (Consultation) (10) - Consultative Panel (2) - Coordinator or Coordinator-Catalyst (3) - Co-option (Citizen Representatives on Policy making Bodies) (3, 10) - Deliberative Opinion Poll (2, 21) - Design-In (3) 	<ul style="list-style-type: none"> - Drop-In Center (also Neighborhood Office, One-Stop/First-Stop Shop) (2, 3) - Enspirited Envisioning (1) - "Finding Home" ("Visualizing our future by making maps") (1) - Fishbowl Planning (3) - Focus Group (3, 6, 10) - From Vision to Action (1) - Future Search (1, 2) - Game Simulation (3) - Guided Visualization (1, 2) - Hotline (3) - Human Scale Development Initiative (1) - Initiatives (Citizen Initiated Petition) (2, 22) - Imagine! (1) - Interactive Web-Site (10) - "Issues, Aims, Expectations, Challenges & Dialogues in a Day" (1) - Learning Service Team (2) - Local Sustainability Model (1) - Maps/Mapping (Village, Parish) (1, 2) - Media-Based Issue Balloting (3) - Meeting-Community Sponsored (3) 	<ul style="list-style-type: none"> - Meeting-Neighborhood (location-based) (3) - Meeting-Public ("Open Informational," generic) (3, 10, 23, 24) - Meeting-Town (New England Model) (2) - Meeting-Town (Electronic) (2) - Negotiated Rulemaking (6, 22, 25, 26) - Neighborhood Planning Council (3) - Ombudsman (3) - Open Door Policy (3) - Open House (2) - Open Space (1, 2) - Opinion Metres (2) - Opinion Polls (2, 10) - Participatory Appraisal (1) - Participatory Strategic Planning (1) - Participatory Theatre (1) - Planning Balance Sheet (3) - Planning Cell (27) - Planning For Real (1, 2) - Policy Capturing (3) - Policy Delphi (3) - Priority Search (2) - Priority Setting Committee (3) - Public Hearing (3, 6, 22) - Public Information Programs (3) 	<ul style="list-style-type: none"> - Publicity (Leaflets, Newsletters, Exhibitions) (2) - Question and Answer Session (10) - Random Selected Participation Groups (3) - Real Time Strategic Change (1) - (The) Recall (2) - Referendum (generic; compulsory response) (2, 3, 6, 10) - Referendum-Petition (2) - Referendum-Preferences (Referendum) (10) - Roundtable (2) - Social Audit (1) - Study Circles (2) - Surveys (e.g., Community; Tenants' (Service) Satisfaction) (2, 3, 6, 10, 16, 22) - TalkWorks (1) - Task Force (3, 28) - Team Syntegrity (1) - Tele-Polling (2) - Tele-Voting (2) - Time Dollars (1) - User Management of Services (10) - Value Analysis (3) - Visioning Exercises/Conferences (10) - Workshops (generic, may include: Action Planning; Design; Information Exchange) (1, 2, 3, 29, 30) - Whole System Development (2)
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SOURCES: (1) New Economics Foundation (1999); (2) Democracy Network (1998); (3) Rosener (1975); (4) Baughman (1995); (5) Lynn and Busenberg (1995); (6) Rowe and Frewer (2000); (7) Plumlee, Starling, and Kramer (1985); (8) Hannah and Lewis (1982); (9) Pierce and Doerksen (1976); (10) Lowndes et al. (1998); (11) Barnes (1999); (12) Cooto and Lenaghan (1997); (13) McIver (1998); (14) Dowswell et al. (1997); (15) Kathlene and Martin (1991); (16) Carr and Halvorsen (2001); (17) Rowe, Marsh, and Frewer (2004); (18) Einsiedel, Jelseo, and Breck (2001); (19) Guston (1999); (20) Joss (1998); (21) Fishkin and Luskin (1999); (22) Florino (1990); (23) Rosener (1982); (24) Sinclair (1977); (25) Coglianesse (1997); (26) Susskind and McMahon (1985); (27) Dienel and Renn (1995); (28) Stewart, Dennis, and Ely (1984); (29) Lundren and McMakin (1998); and (30) Twight and Carroll (1983).

Figure 9: several participation mechanisms

Several attempt of categorizing engagement mechanisms have been developed. Arnstein (1969) categorized engagement mechanisms according to the degree to which publics are empowered. Glass (1979) categorized engagement mechanisms according to their structures and objectives. Rowe and Frewer (2005), once again, after a preliminary categorization of engagement mechanisms according to the three descriptors seen earlier, proposed a more extensive typology in which mechanisms are classified on the basis of their similarities and differences on a number of key variables

related to their structure. Moreover, these “between-mechanism variables”, as they name it” are ones that might hypothetically affect engagement exercise effectiveness. In this regard, they note that effectiveness essentially allude to two main concepts: the “fairness of the mechanism/exercise” and the “competence/efficiency of the mechanism/exercise in achieving its intended purpose”. Fairness deals with the “perceptions of those involved in the engagement exercises and/or the wider public, and whether they believe that the exercise has been honestly conducted with serious intent to collect the views of an appropriate sample of the affected population and to act on those views”. As for the concept of competence/efficiency, it essentially refers to the appropriate elicitation, transfer, and combination of public and/or sponsor views. In other words, the effectiveness of public engagement will depend on the particular mechanism chosen and the way in which this mechanism is applied in the specific exercise. The following figure shows Rower and Frewer’s summary of key mechanism variables (structural features) and their link to different aspect of effectiveness. The complete typology is shown in the appendix.

<i>Mechanism Variable</i>	<i>Levels of Variable</i>	<i>Aspect of Effectiveness Potentially Influenced</i>	<i>Relevant Type of Engagement</i>
Participant selection method	Controlled Uncontrolled	Maximize relevant participants	Communication Consultation Participation
Facilitation of information elicitation	Yes No	Maximize relevant information from participants	Consultation Participation
Response mode	Unlimited/open Limited/closed	Maximize relevant information from participants	Consultation Participation
Information input	Set information Flexible information	Maximize relevant information from sponsors	Communication
Medium of information transfer	Face-to-face Non face-to-face	Maximize transfer and processing of relevant information	Communication Consultation Participation
Facilitation of aggregation	Structured combination Unstructured combination	Aggregation of participant information	Consultation Participation

Figure 10: key public engagement mechanism variables

4.2.6 Enactment of new technologies in Public Engagement

Social media, the internet, mobile connectivity and web2.0 interactivity can be used to promote public participation and engagement outside election times (Moss & Coleman, 2013). It can, with an active government policy, support greater participation. Social media offers people the chance to express their views at very little cost and generate national debate at the click of a mouse. It can enable tapping into “the wisdom of crowd” and “crowdsourcing” aspects to policy and decision-making. Moreover, making public information and data more widely available contributes to increase transparency and accountability in government, allowing individuals and groups to monitor and evaluate policies, services, and the performance of government in general. Greater transparency is presented as a means for citizens to scrutinize government spending and so improve efficiency as well as accountability of government (Moss & Coleman, 2013; Bonson, et al., 2012). Scholars see in the new interactive channels the potential to rethink traditional boundaries between the citizen and the different levels of the government. The concept of citizen co-production becomes more relevant with advances in technology, and it enables it on an unprecedented scale. This re-emergence of citizen co-production challenges the prevailing public administration paradigm of the New Public Management – leaving little room for active citizen participation - seen earlier (Linders, 2012). To summarize, among the benefits of the use of social media in public engagement are efficiency, user convenience, transparency, accountability, citizen involvement, and improved trust and democracy (Picazo-Vela, et al., 2012).

E-democracy and e-government (Jones, et al., 2007; Sandoval-Almazan & Gil-Garcia, 2012; Linders, 2012) can be seen as direct utilization of new technologies, and in particular social media, in public engagement and policy-making in general. Definitions of e-democracy and e-government vary from paper to paper; however, one point seems to stand out in each

definition. Indeed, e-democracy is seen to be dealing with increasing representation of citizens, accountability and transparency, while e-government is seen to be dealing with increasing efficiency of public services delivery. Sometimes e-democracy is seen as a representative form of e-government. E-government activities maybe succinctly noted as follows (Heeks, 1999):

- E-administration. Improving government processes by reducing costs, managing performance, making strategic connections and creating empowerment
- E-citizens. Connecting citizens to government by consulting and engaging with citizens, supporting accountability, listening to citizens, supporting democracy and improving public services.
- E-services. Improving services to citizens by providing online services to citizens.
- E-society. Building interactions beyond the boundaries of government by working better with business, developing communities, building government partnerships and building society.

Specific public engagement implementations of e-democracy are for example, online deliberative forums, open government, e-petitioning and crowdsourcing. In the UK the implementation attempts of each of these e-democracy activities have been numerous. Discussion forums on the Downing Street website, "Speaker's Corner" and "Policy forum" in 2000 are examples of online deliberative forums. Concerning open government, "mySociety" has been used for civic purposes; "Where Does My Money Go?" as well, aims to promote transparency and citizen engagement through the analysis of information about UK public spending (Moss & Coleman, 2013). The "Road Pricing" e-petition of 2007 was used to abandon a proposed policy of taxing road users in order to address road congestion and pollution. As for

crowdsourcing, it refers to attempts to solve problem and complete tasks by drawing upon the distributed knowledge and expertise of people – the so-called “wisdom of the crowd”- beyond the confines and cramped optics of bureaucratic organizations (Brabham, 2008). The “Spending Challenge” website for example, which ran in August 2010, allowed users to suggest ways in which the Coalition government could make spending cuts and to rate ideas submitted by others. It was suggested that the best ideas would be taken forward by the government as part of its spending review later in the year (Moss & Coleman, 2013; Coleman & Blumler, 2011). As an example, the following ideas were taken forward:

- To reduce the number of CRB checks for Junior Doctors, by taking a more common- sense approach across the NHS, so that junior doctors are not checked repeatedly over a short space of time. This will save up to a £1 million a year and cut administrative burdens for the NHS;
- To distribute National Insurance numbers to people with a letter rather than a plastic card, saving Government up to a £1 million per year;
- Increase the selling of surplus and second hand Government equipment by expanding the use of the MoDs eDisposals service for use across all Government departments and the piloting of an online auction site. (HMTreasury, 2010)

A table listing savings options taken forward during The Spending Challenge is presented further in this paper (Table 17).

None of these activities is the panacea, and it would be a mistake to limit the democratic potential of the internet to deliberation and ignore the contributions that non-deliberative practices can make to enacting democratic ideals (Moss & Coleman, 2013).

The different categories of activities of e-democracy seen earlier constitute in itself a first classification of public ICT-facilitated engagement mechanisms. Nevertheless, Linders (2012), placing the “stages of service delivery” dimension (design, day-to-day execution, monitoring) against the “provider versus beneficiary” dimension (citizen sourcing, government as a platform, do it yourself government) classifies the real-world implementations of ICT-facilitated coproduction mechanisms in a more extensive manner (figure 10). The first dimension captures the distribution of power and responsibility, with the government’s role progressively decreasing in favour of the people. The categories are defined as follows:

- Citizen Sourcing (C2G): “the public helps government be more responsive and effective. Government holds primary responsibility, but citizens influence direction and outcomes, improve the government’s situational awareness, and may even help execute government services on a day-to-day basis”.
- Government as a Platform (G2C). “The near marginal cost of digital data dissemination and computer-based services enables government to make its knowledge and IT infrastructure available to the public that paid for their development. In so doing, the state can help citizens improve their day-to-day productivity, decision-making, and well-being. Government is not responsible for the resulting activity, but can leverage its platform and influence to foster greater public value.”
- Do it Yourself Government (C2C). “The ease by which wired citizens can effectively self-organize today has opened up new opportunities for citizen-to citizen coproduction, potentially presenting a substitute for traditional government responsibilities. In this informal arrangement, the government plays no active role in day-to-day activities but may provide a facilitating framework” (Linders, 2012).

Concerning the second dimension, the stages of the service delivery lifecycle are defined as below:

- Design. In the planning and design phase, administrators design government programs and services and plan for its execution; most important strategic decisions occur at this stage.
- Day-to-Day Execution. The delivery and execution phase covers day-to-day operations. This may take the form of a transaction, or it may mean persistent collaboration and negotiation towards the production of a public good.
- Monitoring. The monitoring and evaluation phase involves identifying – and correcting - operational deficiencies as well as evaluating program effectiveness with the goal of identifying opportunities for improvement.

	"Citizen sourcing" (C2G)	"Government as platform" (G2C)	"Do It Yourself Government" (C2C)
Design	<p>Consultation and ideation Citizen consultation enables citizens to share their opinions with government, often in an attempt to improve representation and responsiveness and to help governments best select from among the policy and design alternatives.</p> <p><i>Traditional:</i> Town halls, letters, election board <i>ICT-Facilitated:</i> eRulemaking, IdeaScale, eDemocracy party</p>	<p>Informing and nudging In informing, governments equip citizens with data needed to make informed decisions. In "nudging," government uses behavior economics to design policies and services in such a way that they preserve freedom of choice but encourage the "socially optimal" option (ex: changing "opt ins" to "opt outs").</p> <p><i>Traditional:</i> Brochure, health label <i>ICT-Facilitated:</i> Crime mapping, data mining</p>	<p>Self-organization Citizen to citizen "self-organization" occurs when communities govern themselves with little or no interference from the government.</p> <p><i>Traditional:</i> Neighborhood council <i>ICT-Facilitated:</i> "Smart mob", community portal, virtual world</p>
Execution	<p>Crowd-sourcing and co-delivery In "crowd-sourcing", government turns over a problem or activity for resolution or (co-)execution by citizens so as to tap into the unique skills, talents, and knowledge among the public. At the individual level, this could take the form of personalization whereby the citizen chooses or tailors the service to best fit their needs. At the level of society, this can take the form of funneling public services through social enterprises and volunteer groups.</p> <p><i>Traditional:</i> Crossing guard, park volunteer, charter school <i>ICT-Facilitated:</i> CrisisCommons, Challenge.gov, PeerToPatent, government-run wikis</p>	<p>Ecosystem embedding Government can create an environment more conducive to private (and peer) production via greater "embeddedness" whereby government agents become a part of the community through informal contributions that create public value and build trust, often outside of official mandates (Ostrom, 1996). More widely, this can take the form of openly sharing government knowledge, infrastructure, and other assets for use by the public that originally paid for them.</p> <p><i>Traditional:</i> Academic alliance, embedded community health workers <i>ICT-Facilitated:</i> GPS, Gov Open Sourcing</p>	<p>Self-service Self-service occurs when government expects citizens to essentially provide a "public" service themselves, sometimes within a facilitating framework provided by government. Examples include turning parks over to community volunteers or neighborhood watches. Self-service can also take a collaborative form whereby citizens help one another, as with car-pooling—the 2nd largest commuter transportation system in the US.</p> <p><i>Traditional:</i> Private school, carpool <i>ICT-Facilitated:</i> Open Source, SETI@Home</p>
Monitoring	<p>Citizen reporting In citizen reporting, citizens provide information (i.e. intelligence) to government. Examples include feedback on government services (user satisfaction, etc.); reporting of crimes and potholes; and corruption monitoring.</p> <p><i>Traditional:</i> 311/911, survey, office visit <i>ICT-Facilitated:</i> SeeClickFix, FixMyStreet</p>	<p>Open book government Governments are increasingly moving towards "open book government" (Dunleavy & Margetts, 2010) whereby requests for information regimes are replaced by proactive information dissemination and a presumption of open publication. The goal is to make open and public the inner workings and performance of government to empower citizens to hold their government to account.</p> <p><i>Traditional:</i> FOIA, Fed Register, Bulletin <i>ICT-Facilitated:</i> Data.gov, Recovery.gov</p>	<p>Self-monitoring Self-monitoring takes the form of "online citizen testimonial systems" whereby online customer feedback mechanisms replace "top-down, central controls over and regulation of local delivery in hospitals, schools, and local governments" (Dunleavy & Margetts, 2010).</p> <p><i>Traditional:</i> Word of Mouth <i>ICT-Facilitated:</i> Yelp, NHS Choice</p>

Figure 11: ICT-facilitated coproduction mechanisms

4.2.7 Limitations of public engagement in the age of social media

Linders (2012) drawing from scholars and practitioners, noted that "while the potential impact of social media technologies on the functioning of government is profound, they come with challenges in the areas of policy development, governance, process design, and conceptions of democratic engagement". All this will require substantial changes and it may take some time for government and public administration to really make a difference. Since social media technologies are very recent, the lack of robust theoretical foundation and of systematic evaluation handicaps repeatable success in

practice (Linders, 2012; Bonson, et al., 2012; Sandoval-Almazan & Gil-Garcia, 2012). In this regard, the political and managerial culture within the public sector adds additional degree of complexity. The situation is further exacerbated by the traditional bureaucratic structures that are resistant to change and the diversity of the services provided (Jones, et al., 2007).

Policy in the area of e-democracy activities has been largely unsuccessful, not because using the Internet to promote democracy is a worthless objective, but because successive British government have failed to realize fully the Internet's capacity to support deliberation (Moss & Coleman, 2013).

Digital exclusion and its related forms of social inequality and disadvantage are an increasingly damaging form of political exclusion, and address those problems is critical in fully realizing the Internet's potential contribution to democratic citizenship (Moss & Coleman, 2013). In this regard, Jones, et al. (2007) noted that ICT implementation, such as e-government, often reinforces the existing patterns of social inequality and political scenarios.

Other potential risks in social media implementation are related to security concerns. As social media includes two-way communications, the risk of inserting malware into government's websites exists (Picazo-Vela, et al., 2012).

Now, narrowing the focus on more specific engagement activities, deliberative forums encountered some implementations problem in practice such as inappropriate and abusive postings and allegations of illegitimate censorship stemming from the lack of a well-designed and well-advertised moderation policy. There was a failure to link forums in a credible manner to policy formation and decision-making, in terms of lack of response from public sponsors (Moss & Coleman, 2013).

Being able to access information and public data is one thing, but realizing the benefits of increased openness depends on citizens being able to interpret and understand the meaning of information and data. Computer-mediated transparency is typically de-contextualized and based on structured quantitative data rather than qualitative textual information. This is reliant on how data is structured and presented by those that issue it and how intermediaries (e.g. media and civic organisations) frame and analyse data on behalf of citizens (Moss & Coleman, 2013).

e-Petitioning may contribute to realizing democratic outcomes by allowing citizens to raise new perspectives, put issues on the agenda, and by stimulating public engagement. However, scholars remain sceptical of the values of such initiatives in isolation. The problem is that democratic communication is confined to individualistic inputs, based on close responses mode, without there being scope for citizens to contest, refine, or combine one another's ideas. In the absence of inclusive deliberation, petitioning is in danger of falling prey to unreflective groupthink (Moss & Coleman, 2013).

Crowdsourcing, as well, encountered problems in practice, eliciting potentially inflammatory responses as well as frivolous and repetitive ones. It is not entirely clear what impact, if any, public suggestions elicited through crowd sourcing initiatives sites have (Moss & Coleman, 2013).

4.2.8 Challenges for future successful implementations

The previous part illustrates that implementing successful public engagement does not only require identifying technological and organizational capabilities. "It must also address a comprehensive set of dimensions such as culture, regulation, policy, leadership, processes, outcomes, challenges, opportunities metrics, and best practices" (Lee & Kwak, 2012, p493).

ICT-facilitated public engagement may require non-trivial investment and commitment on the part of public bodies as they need to acquire new skills, train employees, purchase technologies, and upgrade network infrastructure. Therefore, huge stakes are involved in such implementations. Moreover, there is a strong tendency for agencies to stretch themselves too thin, compromising the success of their efforts, and possibly undermining the performance of their initiatives. Failure can have serious consequences such as monetary loss, damaged reputations, and reduced public trust on government. In this regard, Lee & Kwak (2012) argues that there is a logical sequence for advancing public engagement and that, by following this sequence, agencies minimize risk and harness the power of social media effectively in order to increase public engagement. A maturity model can prevent government agencies from pursuing ineffective or disorderly engagement initiatives (Lee & Kwak, 2012).

Although there is a growing recognition of the need to consider stakeholder perspectives, most research to date has tended to focus on the interests of one or two key stakeholder groups. Successful e-government requires the engagement of all stakeholders, and that a preliminary to that engagement is a shared understanding of the interests, perspectives, value dimensions, and benefits sought from e-government by the various stakeholder roles (Rowley, 2011). Thus, ICT-facilitated public engagement must pay attention to that aspect too.

Still regarding the fact that ICT-facilitated public engagement initiatives should address several dimensions, Panagiotopoulos et al. (2012), explored the business model concept with its power to link theory and practice as an approach to “create opportunities and foster sustainability in public sector technological initiatives. The underlying principle behind the business model concept is that it is not technology per se which can determine success, but

rather the way in which the business model of technological artefact is configured so that strategic objectives can be achieved and aligned with practice. The business model concept represents a holistic view useful for connecting internal structure and functions with the external environment and associated interactions”.

Now, narrowing the focus to more specific public engagement mechanisms, experience suggests that the most successful online discussion are usually those that are clearly structured around particular issues, are well moderated and facilitated, and which are clearly linked to policy formation and decision making. In addition, where forums are designed with deliberation in mind, and managed and facilitated in a balanced and transparent way by skilled moderators, online deliberation has often proven successful. Indeed, online deliberation researchers have been able to report positive results of how online discussions can widen participants’ repertoire of arguments, introduce them to new perspectives, and lead to some shifts in preferences. Also, compared with large-scale, all-purpose discussion forums, smaller and more structured deliberative initiatives have proven more successful (Moss & Coleman, 2013).

As research demonstrated, online deliberation in practice is still skewed towards higher-status groups, who are more likely to participate and make their voices heard. Many citizens prefer to remain spectators in forums, rather than active participants. Online deliberation needs considerable support, investment, and outreach work if it is to be socially inclusive and diverse to offer a meaningful platform for voices that would not normally be heard. Ongoing efforts to ensure participatory parity and the inclusion of diverse and subordinate voices are crucial to the development of e-democracy (Moss & Coleman, 2013).

4.3 Analysis of the literature gaps

Significant academic literature has been written about spending review experiences specific to countries. In particular, many scholars tackled the series of spending reviews implemented in the UK from 1998 to 2010. Yet, few endeavours generalized the concept of adopted a more global approach. In this regard, most of the generalizing and categorization attempts can be found in the OECD journal of budgeting. Nevertheless, literature concerning specifically savings measures or the so-called cutback management is significantly more extensive and appeared long before the spending review academic literature. One of the main reasons to the lack of literature in this domain is probably that spending reviews has started to substantially developed and spread recently, and mainly after the global financial crisis. Most of the literature found focused on strategies results and impact of spending reviews. However, little academic literature carried out in-depth analysis of how reforms were defined, decided and implemented. In particular, almost no research was found on how public could be engaged in the process.

Public engagement has been the focus of numerous scholars and practitioners. Even if some definitional issues remain, especially with the advent of new technologies and social media in the field, scholars and practitioner seem to converge to the same understanding on public engagement. Extensive literature can be found on factors hypothetically influencing the effectiveness of public engagement initiatives. Researchers seem to agree with the potential benefits that more public engagement, participation and coproduction could bring to policy-making and service delivery as well. Yet, recent contribution underlined the lack of holistic theories, models and frameworks that enables to harness the potential of new technologies in order to guarantee successful implementation. It is

understood that the internet and web2.0 can bring significant benefits, but it is the way to implement them which is still not mastered. Many researchers suggested going further along these lines. Finally, almost no scholarly literature could be found about the specific applications of public engagement in the process of spending review. It remains to be further investigated.

In light of these literature gaps, why would governments invest in public engagement for spending reviews?

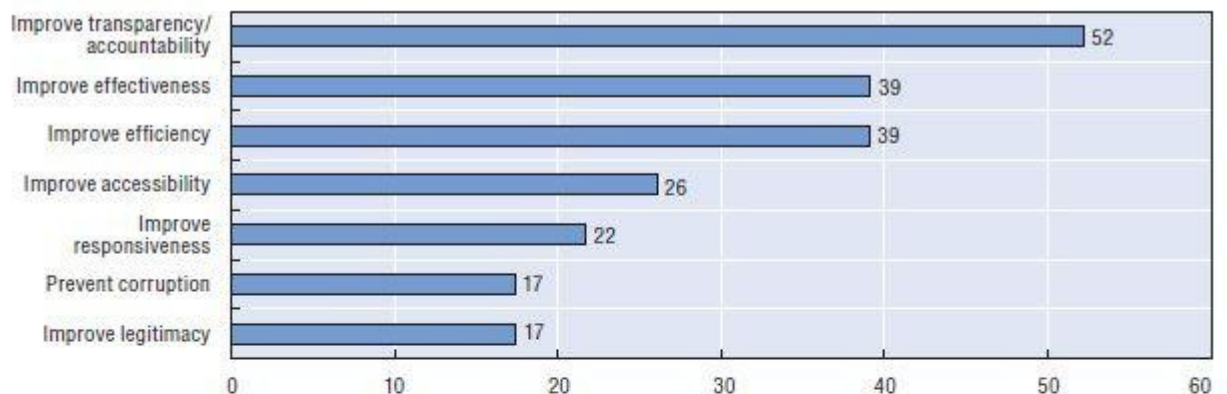
“Crises are considered to be opportunities for reform, creating a state of shock which facilitates bolder intervention. And public managers are aware that decisive executive leadership and broad public support are essential” (Cepiku & Savignon, p.434, 2012). And indeed, since the global financial crisis of 2008, the fiscal situation has remained very challenging. Fiscal consolidation, reducing the deficit and making fiscal space have become priorities across government all over the world (Lapsley & Midwinter, 2010; Monacelli & Pennisi, 2011; OECD, 2011; OECD, 2013; Robinson, 2012; Robinson, 2013). Ministries of finance are increasingly called upon to identify spending cuts and targeting priority spending areas. As a result, there has been a renewed interest in the use of spending reviews as a tool to improve the efficiency and effectiveness of public expenditures. Many notable spending review processes have been launched recently especially in countries such as France, Italy and the United Kingdom (HM Treasury, s.d.; Comité d'évaluation et de contrôle des politiques publiques, 2010; Monacelli & Pennisi, 2011). Therefore, as a matter of fact, spending review and cutback reforms in general are some of the main political programmes across countries (Bozeman & Pandey, 2004).

In recent years, scholars have witnessed that there has been a radical reinterpretation of the role of policy making and service delivery in the public domain. Policy making is no longer seen as a purely top-down process but rather as a negotiation among many interacting policy systems. Similarly, services are no longer simply delivered by professional and managerial staff in public agencies but are coproduced by users and their communities (Bovaird, 2007). Therefore, public engagement has been highlighted as key elements of good governance and is widely promoted as a feature of administrative reform strategies (Vigoda, 2002). Service providers are often keen to consult users. Meanwhile, users themselves often want to make their voices heard. In other words, the need to place citizens in the centre of decision-making has been emphasized (Simmons & Birchall, 2005; King, 2007; Fryer, et al., 2009; Goldfinch & Wallis, 2010; Nabatchi & O'Leary, 2005).

In this regard, scholars and practitioners have recommended public engagement because it promotes better-informed decision making and better usage of limited resources to meet citizens' priorities (Bovaird, 2007). Indeed, Governments need to understand the preferences of their citizens, if they are to successfully solicit their contribution (Nabatchi, 2012). And moreover, co-design and delivery of policies, programmes and services with citizens offers the potential to tap a broader reservoir of ideas and resources (Moss & Coleman, 2013). At the same time, citizens are judging their governments on the degree to which government decision-making processes live up to democratic principles and their ability to deliver tangible positive outcomes for society. If the government delivers tangible and measurable outcomes then it generates credibility. On the other hand, if the government's decision-making process is fair and democratic then it generates legitimacy. Public engagement can contribute to reinforcing both (Barnes, et al., 2004; Halvorsen, 2003; Lowndes, et al., 2001; Mannarini, et al., 2010). A study carried out in 2008 by the OECD reveals what were the main objectives of

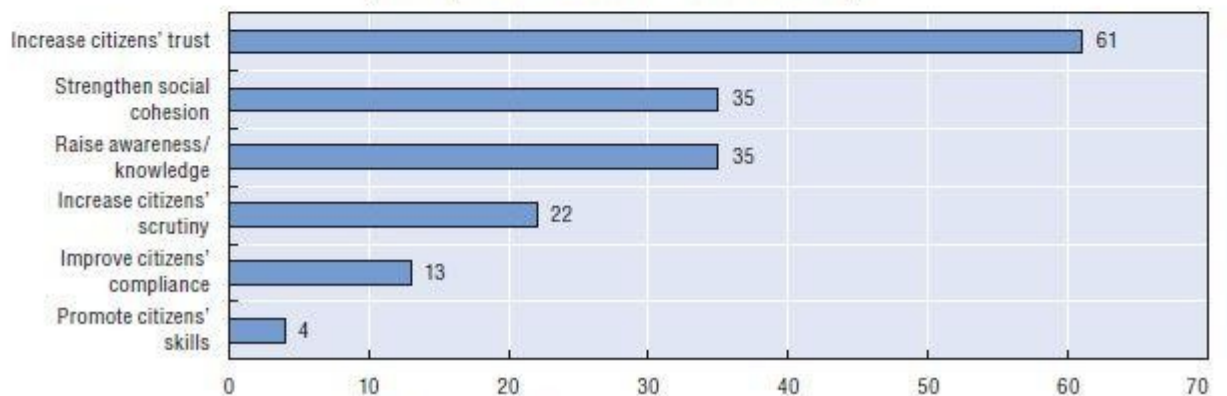
OECD countries when pursuing public engagement. The results of the study suggest that these goals are aligned with the aforesaid benefits of public engagement witnessed in the academic literature. The following figures illustrate the results (OECD, 2009).

**What are OECD countries' goals with respect to government?
(% respondents, n = 25 countries)**



(% respondents ranking the option as "important" or "very important".)

**What are OECD countries' goals with respect to citizens?
(% respondents, n = 25 countries)**



(% respondents ranking the option as "important" or "very important".)

Spending review measures directly impact citizens' life. Indeed, it questions the efficiency and effectiveness of public services and ultimately decides what the services to keep and eliminate are. In the particular case of strategic cutback reforms, ministers become visibly and directly responsible for painful choices. And, unless they consult carefully and understand the internal complexities of the services which are being cut they may make choices with consequences they do not fully foresee (Pollitt, 2010). Moreover, the information base available to carry out spending reviews is often insufficient or incomplete (Robinson, 2013). Therefore public engagement could help improving the spending review information base and grasping the maximum available information in order to take the best decisions by collecting citizens' input and evaluation of public services effectiveness.

In addition, spending reviews are not only about choosing reforms that make sense; it is also a question of convincing the general public that there are and relevant things to do. Therefore, it is required to explain and convince that reforms are part of a general strategy which can be justified as something more than just a desperate search for any savings (Pollitt, 2010), because there is always the political danger that spending review will be attacked as an exercise of doing less with less. Consequently, in the light of what has been witnessed in the academic literature, we can safely argue that public engagement would have a useful role in legitimizing spending review decisions.

The academic literature reports very few cases of public engagement in the framework of spending reviews. In this regard, a report from the OECD (OECD, 2009) which illustrates different cases of public engagement reveals different areas of intervention of public engagement. Among the different areas of intervention – regional and urban development, national participatory programmes, building capacity and tools for engagement – the

reports does reveal an area similar to the one of spending reviews. It consists in participatory budgeting. The OECD report exposes two case of participatory budgeting in which government meant to enables to understand public resource allocation and contribute ideas about spending priorities, choices and trade-offs. The following figure shows the main characteristic of these two participatory budgeting initiatives.

Participatory budgeting		
	Turkey	Korea
Topic	Participative budgeting in Çanakkale municipality	Participative budgeting in Buk-gu municipality
Costs	TRY 35 000 (of which TRY 25 000 for projects)	Approx. EUR 17 700/year
Risks	<ul style="list-style-type: none"> - Limitations in (financial) resources - Delays in implementation due to lengthy financial processes - Difficulties in management of project and participants 	<ul style="list-style-type: none"> - Time consuming and inefficient budgeting processes - Increased administrative burdens - Increased citizen expectations/ demands
Benefits	<ul style="list-style-type: none"> - Increased awareness among public - Relevant input to substantive issue at hand - Better intra-institutional evaluation 	<ul style="list-style-type: none"> - Budget information to citizens has improved - Increased number of consultations - Citizens put more trust in government
Inclusion	<ul style="list-style-type: none"> - Approx. 0.6% of the total population participated in 2007 	<ul style="list-style-type: none"> - Over 1 000 stakeholders from private, public sector, academia, NGOs etc. - Risk of exclusion due to digital divide
Evaluation	<ul style="list-style-type: none"> - Evaluation carried out by a joint group of participants 	<ul style="list-style-type: none"> - Evaluation carried out by joint group of participants and civil servants

In these two cases we can see the benefits of public engagement. Considering that spending review processes are closely related to budgeting processes - as we saw in the literature review – it gives us one more reason to argue that extend public engagement from budgeting to spending reviews would of

interest. Moreover, given that these two participatory budgeting initiatives were carried out at the local level, it would be interesting to see how that would be done at a national level in the cases of spending review. In addition, since public administrations are increasingly adopting web technologies and social media and that the concept of citizen co-production becomes more relevant with advances in technology (Moss & Coleman, 2013; Bonson, et al., 2012); it would be relevant to see how governments adopt technologies in large-scale public engagement initiative.

5 The United Kingdom Case Study

5.1 Design of the spending review¹

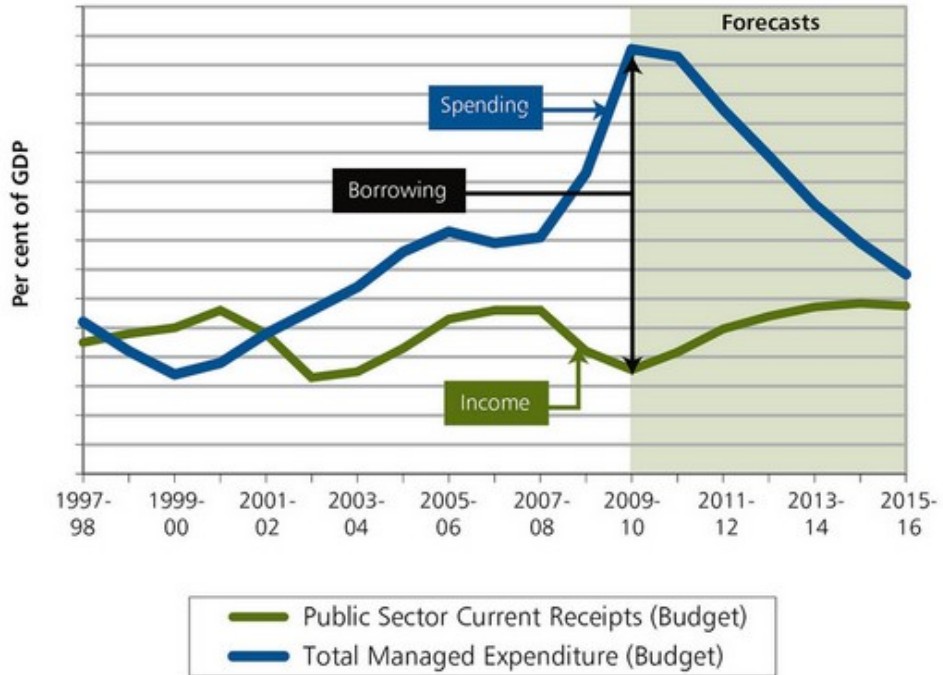
Scope

In 2010 reducing the budget deficit (11% of GDP) was the most urgent issue facing Britain (see figure below). According to the International Monetary Fund (IMF), the UK had the highest budget deficit in the G7 and G20². The current Prime Minister is David Cameron, leader of the Conservative Party, who was appointed in May 2010. A coalition government was formed on 12 May between the conservatives and the Liberal Democrats.

¹ Data found from “The Spending Review” document issued 20 October 2010

² G-20 Mutual Assessment Process: From Pittsburgh to Cannes – IMF Umbrella Report. Prepared by the Staff of the International Monetary Found

Government receipts and expenditure to 2015-16



Source: Budget 2010, Chart 1.2

Figure 12: UK public sector deficit

The UK 2010 Comprehensive Spending Review (CSR) was aimed at achieving large reductions in public expenditure for fiscal consolidation purposes. It was an efficiency and strategic review. UK’s coalition government distributed large-scale expenditure cuts planned over a five-year period across the various ministries. It covered nearly all government expenditure as well as tax expenditures. Indeed, the Spending Review has for the first time covered key areas of Annually Managed Expenditure (AME) in addition to Departmental Expenditure Limits (DELs) for each government department and for the devolved administrations.

Phases and approach

The CSR process adopted was a bottom-up one, in which the main source of savings options were developed by spending ministries themselves.

The first phase (June 2010) consisted in establishing the main priorities and objectives of the spending review. Then, over the summer, the government engaged with experts (Independent Challenge Group) through a series of events to discuss and debate various aspects of public spending. In autumn 2010, they conducted their own internal spending reviews and then to present formal savings options to Treasury. Treasury officials also injected saving options of their own and provided guidance to departments. More specifically, department's submission included plans to deliver continuous value for money improvements, as well as proposals to make savings through more fundamental public service reform on the major blocks of spending. The whole process was presided over by the Public Expenditure Committee of Cabinet chaired by the Chancellor of the Exchequer supported by the Chief Secretary. In the end of autumn the PEX analysed and reviewed the departmental proposals and then, in collaboration with the cabinet, gave its final decision on the proposals. The Spending Review was delivered on 20 October 2010.

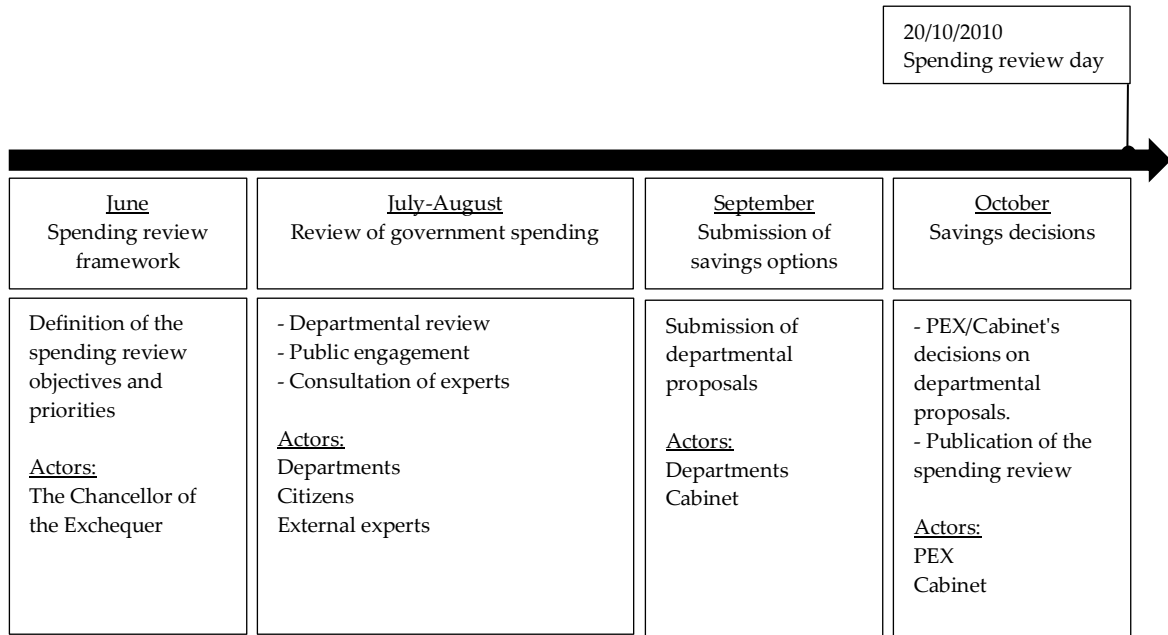


Figure 13: UK 2010 CSR process timeline

Cutback strategy

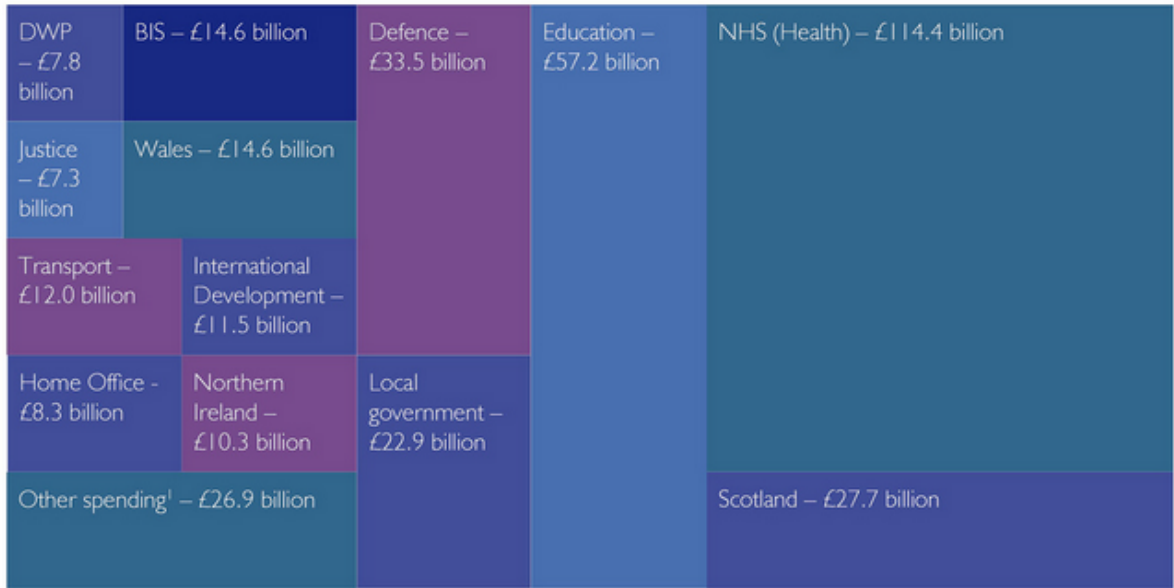
The cutback strategy consisted in driving down the cost of operational delivery as well as simply cutting out waste and lower priorities. Resources were prioritised within tighter budgets, departments were asked to prioritise their main programmes against tough criteria on ensuring value for money of public spending. In particular, departments were asked these questions:

- Is the activity essential to meet Government priorities?
- Does the Government need to fund this activity?
- Does the activity provide substantial economic value?
- Can the activity be targeted to those most in need?
- How can the activity be provided at lower cost?
- How can the activity be provided more effectively?
- Can the activity be provided by a non-state provider or by citizens, wholly or in partnership?

- Can non-state providers be paid to carry out the activity according to the result they achieve?
- Can local bodies as opposed to central government provide the activity?

In the end, the spending Review set DELs for every Government Department (see figure below).

Total Departmental Expenditure Limits, 2014-15



Source: Spending Review 2010, Table A.9 Total Departmental Expenditure Limits. Total Departmental Expenditure is the sum of Resource DEL (excluding depreciation) and CDEL.

¹ Other spending comprises: Energy and Climate Change, Special Reserve, HMRC, Communities, Reserve, EFRA, Single Intelligence Account, Foreign Office, Small and Independent Bodies, DCMS, Law Officer’s Departments, Cabinet Office, HM Treasury, Olympics.

Figure 14: UK 2010 CSR DELs

These generated savings of £81 billion (€93 billion) over the four-year period to 2014-2015. The Government indicated publicly that this corresponded to cuts in departmental budgets (other than health and overseas aid) averaging

19 per cent. The cuts varied across departments and some departments such as NHS and the schools received less cuts than other departments (-3.4% for Education), even little increases (+1.3% for NHS). The Spending Review also covered AME which consists of spending on social security, tax credits and public service pensions.

The following table summarizes the different variables of the UK 2010 CSR.

Table 14: UK 2010 CSR summary

The UK 2010 Comprehensive Spending Review	
Typology	Strategic and efficiency spending review
Expenditure type coverage	Budget expenditure and mandatory expenditure
Expenditure area coverage	Comprehensive
Timeframe	Four year period: 2010-2011 to 2014-2015
Approach	Bottom-up
Cutback strategy	Prioritisation and efficiency gains

5.2 Spending Review Framework phase

Main results

The following table lists the different announcement made on the Spending Review portal during the first phase of the process.

Table 15: UK spending review portal publications 1

Date	Publication type	Title
25 May 2010	Speech	Queen's Speech – Reducing the deficit
8 June 2010	Press release	Spending Review 2010 – the Government's approach
17 June 2010	Press release	Action to tackle poor value for money and unfunded spending commitments

The first phase of the spending review was marked by public communication about the state of the UK budget deficit, the necessity to take action for value

for money and by the publication of the Spending Review Framework. The Queen's speech stated that the first priority of the government is to reduce the deficit and restore economic growth and announced the spending review as the way to solve the deficit problem. The Spending Review framework set out the timetable for the review, the process and guiding principles that underpinned the Government's approach to setting spending limits. Also during this first phase, spending commitments taken by the previous government were re-evaluated in light of the spending review framework.

Tools of public engagement

During the first phase of the spending review the main tools of public communication used by the government were the online publication of press releases and transcript of speeches on the Spending Review portal³, where information about the spending review objectives, framework and measures being taken were provided through downloadable reports. Especially, during the first phase, The Spending Review Framework was published on the portal and available for download. The following picture shows the home page of the spending review portal from which different content of public communication can be accessed.

³ http://webarchive.nationalarchives.gov.uk/20130405170223/http://www.hm-treasury.gov.uk/spend_index.htm

Spending Review

22 November 2010



Government announces spending plans – find out what it means for you and view the document in full

The Chancellor, George Osborne, presented the Government's Spending Review on 20 October 2010, which fixes spending budgets for each Government department up to 2014-15.

The Spending Review comes at a time when the State is spending significantly more money than it raises in taxation, and is having to meet the gap – called the deficit – by borrowing at record levels.

Last year, the Government **borrowed one pound in every four** that it spent; and the interest payments on the nation's public debt each year are more than the Government spends on schools in England.

Reforming public services

The Spending Review set a clear direction for reform, focused on shifting power away from central government to the local level. The Government will announce further details of its reform programme in a White Paper in early 2011.

You are invited to contribute your views to help inform the development of the Government's reform proposals.

- Find out more about how to share your suggestions on public service reform

The Spending Review announcement

Spending Review documents

- Main documents
- Press notices
- Chancellor's statement

The Spending Review announcement

- Key announcements
- Your region
- Government spending in pictures
- Follow our coverage

About Spending Review

- Introduction to Spending Review
- Spending Challenge
- Glossary of terms

Related links

- Our Twitter channel
- Our Youtube channel
- Our Flickr channel
- Directgov
- Business Link
- HM Revenue and Customs
- Info4local

Figure 15: UK spending review portal homepage

Figures and graphs illustrating the economic situation of the UK and its public deficit (government spending and receipts) were uploaded on the HM Treasury's Flickr channel. The spending review photo sets collected around 22,000 views in total.

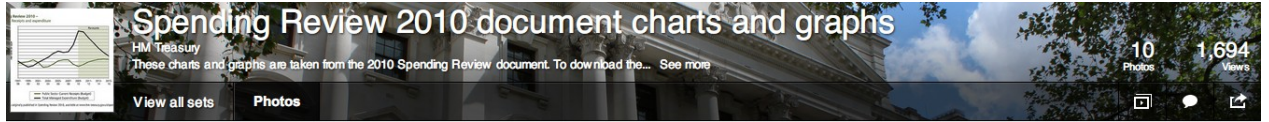


Figure 16: HMT's flickr channel

HM Treasury has a Twitter channel which provided updates on Spending Review news, events, including highlights of the Chancellor's speech. The HM Treasury's Twitter channel has about 103,000 followers.



Figure 17: HMT's Twitter account

5.3 Review of Government's spending phase

5.3.1 Public communication

Main results

The second phase of the spending review was the one with the highest level of engagement and the largest array of public engagement tools. The government made public announcements, consulted public sector workers and members of the public. They also took the initiative of meeting directly some public sector workers in order to deliberate on money-saving ideas related to their sector.

Some of the key public announcements were the launch of The Spending Challenge via a letter addressed to the Public Sector workers and the members of the public. In these announcements the government explained the rationale for the public consultation and the role that public sector

workers and citizens would have. The government also announced the visits carried out by political figures in order to discuss spending review ideas. Chancellor George Osborne met with some of the public sector workers who submitted ideas to the first phase of the Spending Challenge. The Chancellor discussed their ideas with them in the State Dining Room of Number 11 Downing Street⁴. Exchequer Secretary David Gauke visited Oldham police station whilst on a Spending Review regional visit. The minister spoke to staff and learnt about the force's efficiency programme⁵. Economic Secretary Justine Greening MP visited Liverpool on Wednesday 18 August as part of the Spending Review. Whilst at the tax credits office, the EST was told about £17million of efficiency savings⁶. Also, The Prime Minister held a web conference with Facebook co-founder Mark Zuckerberg⁷. The two discussed how Facebook could support the Treasury's Spending Challenge by providing a dedicated space for Facebook users to come up with ideas on how to make savings in public spending.

Tools of public engagement

The following table shows the announcements made by the government on the spending review portal

Table 16: UK spending review portal publications 2

Date	Publication type	Title
24 June 2010	News story	PM and Deputy PM letter to public sector workers
	News story	Public sector 'Spending Challenge' launched
9 July 2010	News story	The Chancellor launches the Spending Challenge
15 July 2010	Press release	Ministers meet to discuss financial challenges of future
19 July 2010	News story	Communities Minister Andrew Stunell brings spending challenge to Woking
30 July 2010	News story	Minister listens to money saving ideas from frontline workers
9 August 2010	News story	Baroness Hanham takes the 'spending challenge' to Sheffield

⁴ <http://www.flickr.com/photos/hmtreasury/sets/72157624456682436/>

⁵ <http://www.flickr.com/photos/hmtreasury/sets/72157624564787556/>

⁶ <http://www.flickr.com/photos/hmtreasury/sets/72157624759122804/>

⁷ <http://www.youtube.com/watch?v=b5Bbzi7s1Ko>

	News story	PM's article for Sunday Times on Spending Review
13 August 2010	Press release	Sir Philip Green to lead Government Efficiency Review
7 September 2010	Press release	Number 10 Press Briefing

The Flickr channel of the Government was used by to illustrate meetings of political figures with public sector workers, discussing ideas of spending review.

During this period the government used its YouTube channel⁸ to make announcement about the launch of the Spending Challenge (see figure below).

⁸ <http://www.youtube.com/user/hmtreasuryuk/videos>

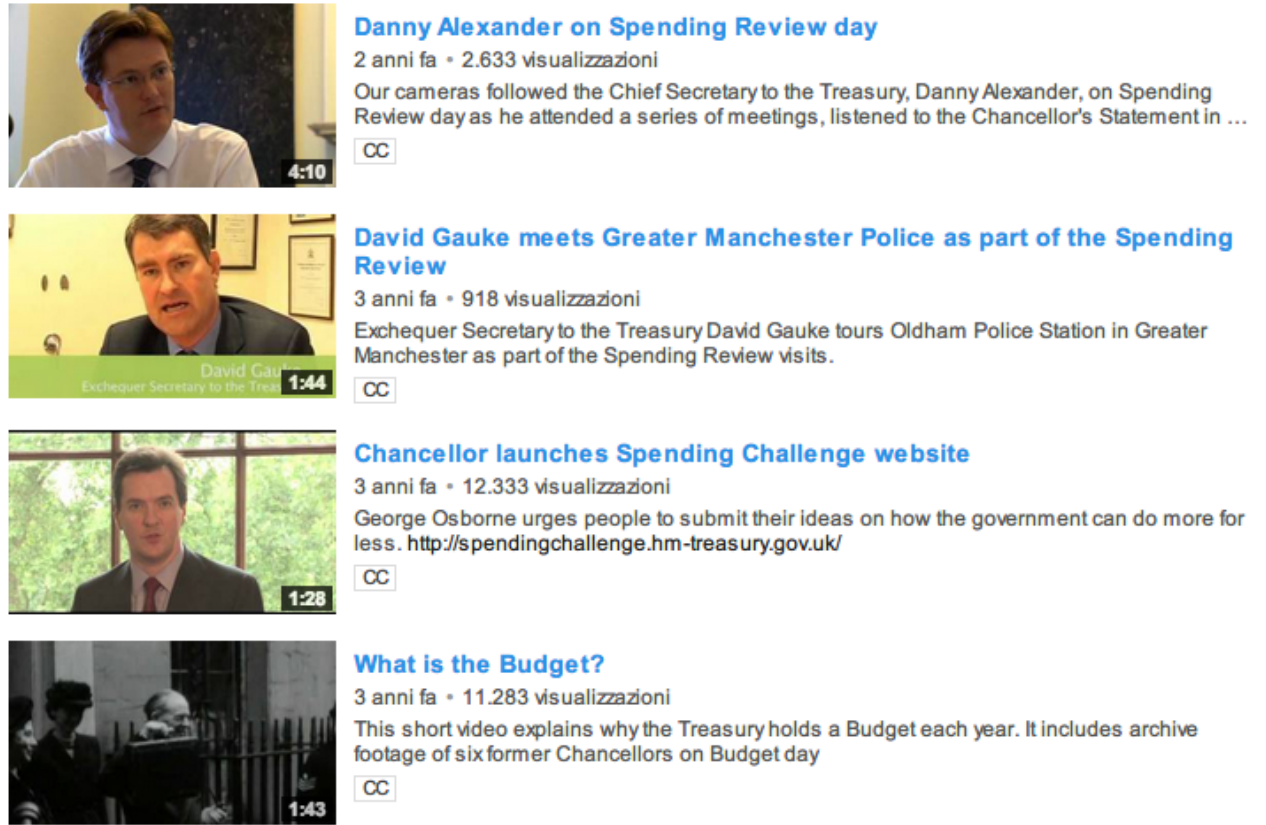


Figure 18: HMT's YouTube videos

The spending review HMT YouTube videos collected a total of about 16,000 views and 17 comments on one of the videos (comments were disabled on 2 of the tree videos).

5.3.2 Public Consultation: The Spending Challenge

The second phase of the spending review was a special one in terms of public engagement because it was the only one to feature a public consultation initiative.

“The Government committed to making this Spending Review as open and transparent as possible – and to be demonstrably different from previous

spending reviews” (HM Treasury website – Spending Challenge FAQ). The Spending Challenge was part of this commitment. The initiative offers public sector workers and members of the public the opportunity to make suggestions on how government could spend money more effectively, how it could save money by stopping some activities, and where it reduce waste by taking practical steps to improve efficiency.

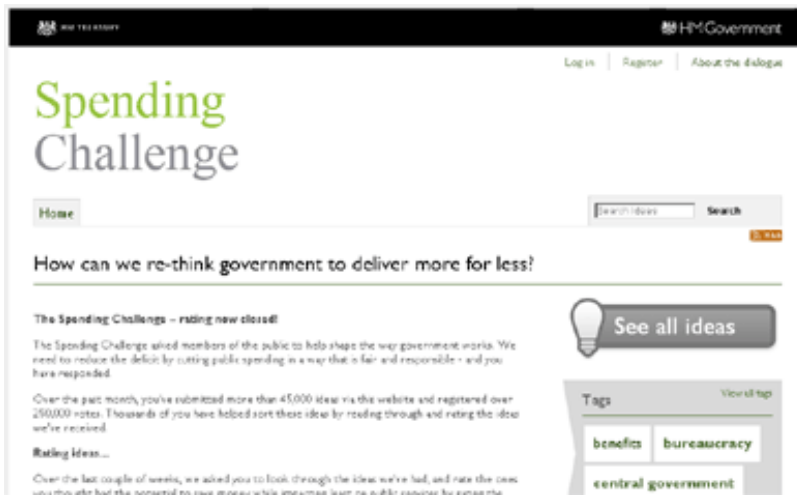


Figure 19: Spending Challenge homepage

Main results

The Spending Challenge generated over 100,000 suggestions, alongside 10,000 suggestions submitted via direct correspondence. Among the 100,000 suggestions 63,000 were submitted by public sector workers and 48,000 were submitted by the wider public.

On October the 20th, the Spending Review announced 25 ideas submitted to the Spending Challenge that were taken forward as policy by the Government. These ideas range from improving procurement processes, potentially saving £400 million a year, to stopping sending out letters along

with back to work or training credits, saving £1.2 million a year. The full list⁹ of reforms is presented below.

Table 17: spending challenge ideas taken forward

Detail	Amount of savings
National Health System (NHS)	
Increase the portability of Criminal Records Bureau (CRB) checks by making greater use of electronic access for employers reducing the need for multiple checks.	£1 million per year
No longer require Primary Care Trusts (PCTs) to deliver hard copies of "Your Guide to NHS Services" to every household.	£2.5 million per year
HM Revenues and Customs	
Stop the distribution of National Insurance numbers to people with a letter rather than a plastic card.	£100,000 in 2010/11 then £1 million per year
Whole Government	
Increase the selling of surplus and second hand Government equipment by expanding the use of the MoD's eDisposals service for use across all Government departments and the piloting of an online auction site.	
Centralise the procurement of commonly used goods and services (including Energy, Office Solutions/Supplies, Professional Services, Telecoms, IT Commodities, Fleet, Print, and Advertising & Media) with more effective sourcing and contracting, buying and paying and continuous supplier management.	£400 million per year
Mandate the consideration and comparison of open-source software for Government IT. The Efficiency and Reform Group in the Cabinet Office will sponsor research to develop the total cost of ownership models for open source software and mandate the consideration and comparison of open source software options in future software procurement.	
Significantly drive down the costs of in-house Government publications. The Efficiency and Reform Group in Cabinet Office will work with all departments to look hard at ways to save money.	£0.5m the first year £0.25 million per year in the future
Implement new standard guidance on Government travel policies, bringing them in line with industry best practice (use of video-conferencing and telephone and eliminating first class travel).	£100 million per year
Improve mobile phone contract provision across Government and continue to negotiate with current suppliers to seek immediate cost savings.	
Roll out a generic business plan template across all Government Departments to improve efficiency and transparency.	
Move overseas Government offices closer to a unified presence, for example through combining locations and support services where appropriate.	
Implement accurate costing of how staff time is used in Government organisations to make sure taxpayers' money is not wasted on unnecessary process and procedures. This policy will realise savings in the long-term by cutting back on wasteful process and procedure.	

⁹http://webarchive.nationalarchives.gov.uk/20130405170223/http://www.hm-treasury.gov.uk/spend_spendingchallenge_ideas_taken_fwd.htm

Department for Communities and Local Government	
Remove the requirement for parish councils to have two signatories on cheques, removing an unnecessary burden and facilitating the move to electronic payments.	
Reform the National Register of Social Housing as part of disbanding the Tenant Services Authority, reducing costs to the taxpayer and reporting requirements on social landlords.	
Department for Work and Pensions (DWP)	
Scrap the weekly letter to say that Back to Work credits or training provisions have been paid.	£3 million per year
Change how Jobcentre Plus measures performance, cancelling at least two target management contracts.	£1.2 million per year
Introduce an E-Auction for DWP's car hire contract.	£1.5 million per year
Department of Ecology and Climate Change (DECC)	
Charge oil companies for work relating to decommissioning undertaken by DECC.	£0.7 million per year
Issue guidance to re-emphasise best practice on heating, cooling and lighting Government buildings.	
Ministry of Defence	
Reduce the use of artificial lighting on the MoD Defence Estate.	£2000 per year per typical office building
Ministry of Justice	
Develop proposals to align Magistrates' expenses with other judicial office holders.	
Outline plans for changes to court business hours, including weekend and evening sessions, in the forthcoming Magistrates Courts Business Strategy.	
Home Office	
Specify the contractual arrangements to be used by the police service to procure equipment and other goods and services.	
Department for Environment, Food & Rural Affairs (DEFRA)	
Further reform the Environment Agency staff car lease scheme.	£3 million per year from January 2011

The ideas announced as part of the Spending Review helped deliver more than £500 million of savings¹⁰. In some cases, it was not possible to specify the level of savings but in each, departments have undertaken cost and benefit analysis to make sure savings will be made.

¹⁰ HM Treasury website – Spending Challenge FAQ
http://webarchive.nationalarchives.gov.uk/20130405170223/http://www.hm-treasury.gov.uk/spend_spendingchallenge_faq.htm

The 2000 individual policy proposals received through the public sector Spending Challenge were published online¹¹.

HM Treasury also committed to publishing every single idea they received, excluding those that failed their moderation policies, as soon as practicable after the Spending Review. The ideas submitted to both the public sector and public Spending Challenge websites (around 75,000 in total) were to be published as data sets on data.gov in the next few months after the Spending Challenge; however it hasn't been done yet.

The public consultation tools

The Spending Challenge was made of two different processes which consisted in submitting ideas on a dialogue application website:

- First, there was the two week public sector Spending Challenge, launched on June 24th, which invited 6 million public sector workers to input their ideas on how to get more from less¹²;
- Following this, on July 9th HM Treasury launched the public Spending Challenge. Inviting suggestions from members of the public, this ran throughout the summer until 10th September¹³.

Alongside the website, Treasury Ministers held a number of roundtable discussions and deliberative events with relevant experts and visited frontline public services in order to discuss money saving ideas face-to-face. Several News story published on the HM Treasury's website relate these

¹¹ http://webarchive.nationalarchives.gov.uk/20130405170223/http://www.hm-treasury.gov.uk/spend_spendingchallenge.htm.

¹² Source: Press Release published by Cabinet Office 24 June 2010 – The Rt Hon David Cameron MP and The Rt Hon Nick Clegg
Press release – Prime Minister and Deputy Prime Minister letter to public sector workers – Published 24 June 2010

¹³ Press release published by HM Treasury 9 July 2010 – The Rt Hon George Osborne MP

visits¹⁴. For example, Ministers met staff at a local community advice centre who advises residents on cutting energy consumption in their homes, schools and businesses. They met local council staff at the civic centre to hear their ideas for cutting back waste and making.

The Government first invited public sector workers, people with direct experience of delivering public services and an understanding of where things could be done better and more efficiently, to submit their money saving ideas to the Spending Challenge from 24 June 2010 to 9 July 2010. To encourage people to be open, the Government committed to not publishing these ideas immediately. After this phase, a cross-whitehall team was set up to undertake a first filter, removing all non-compliant ideas (i.e. those that did not contain a specific money saving idea), and categorising them by departments. Around 35,000 of these were compliant suggestions. Following this, a joint HM Treasury-Cabinet Office team of Spending Challenge Champions read through and summarised the ideas into policy proposals. In total there were over 1800 individual policy proposals. These, along with the original ideas, were sent to departments to consider whether they could be taken forward as part of the Government's efforts to improve efficiency and get more for less.

From July 9th to August 19th members of the public were invited to submit money saving ideas on the Spending Challenge website. In this case, ideas were published online as soon as they were submitted. Then ideas submitted to the public Spending Challenge were dealt with through a different process

¹⁴ HM Treasury - News story - Communities Minister Andrew Stunell brings spending challenge to Woking - Published 19 July 2010

News story – Minister listens to money saving ideas from frontline workers – Published 30 July 2010 by HM Treasury

News story published 9 August 2010 by HM Treasury – Department for Communities and Local government – Baroness Hanham CBE

than the one with the public sector. From August 19th to September 3rd, members of the public were invited to review all ideas submitted that passed the site's moderation policy and to rate them according to their potential for saving money. Only 4,000 ideas did not pass the moderation policy. This included ideas that were offensive, contained political statements or personal information, or contained libellous statements. 250,000 votes were received¹⁵. This process of 'crowd sourcing' enabled the public to help the Government to filter the 48,000 ideas that were submitted so that those with the most potential could rise to the top. Once voting closed at the beginning of September, officials reviewed the top 2000 ideas to identify those with the most potential. These ideas were shared with departments and are reflected in the announcements made at the Spending Review.

The Spending Challenge site also monitored social media as a means of fulfilling its mandate to find innovative ideas for saving money. This represents recognition that some of the most "out of the box" suggestions could be found on social media rather than a newly created government website. In this regard HM Treasury announced¹⁶ a partnership with the social networking website Facebook. The social networking site will support the Treasury's Spending Challenge by providing a dedicated space for Facebook users to come up with ideas on how to make savings in public spending. Comments and suggestions made online in the Spending Challenge shaped the conversations ministers had when meeting front line public services and experts.

¹⁵ Press Release – Public invited to vote on ideas to make savings – Published 18 August 2010 by HM Treasury

¹⁶ News story – Government announces partnership with Facebook – Prime Minister's Office, 10 Downing Street – Published 9 July 2010

Speaking to Facebook co-founder¹⁷, Mark Zuckerberg, the Prime Minister said:

- “We are really excited about having Facebook involved in the Spending Challenge”.
- “There’s enormous civic spirit in this country where people want to take control and do things in a different way. We are giving people an opportunity with Facebook and I am sure that they will take it”.

Comments and suggestions made online in the Spending Challenge shaped the conversations ministers had when meeting front line public services and experts.

The following figure summarizes the Spending Challenge process.

¹⁷ Number10gov’s YouTube Channel - PM and Facebook co-founder Mark Zuckerberg
http://www.youtube.com/watch?feature=player_embedded&v=b5Bbzi7s1Ko#t=111

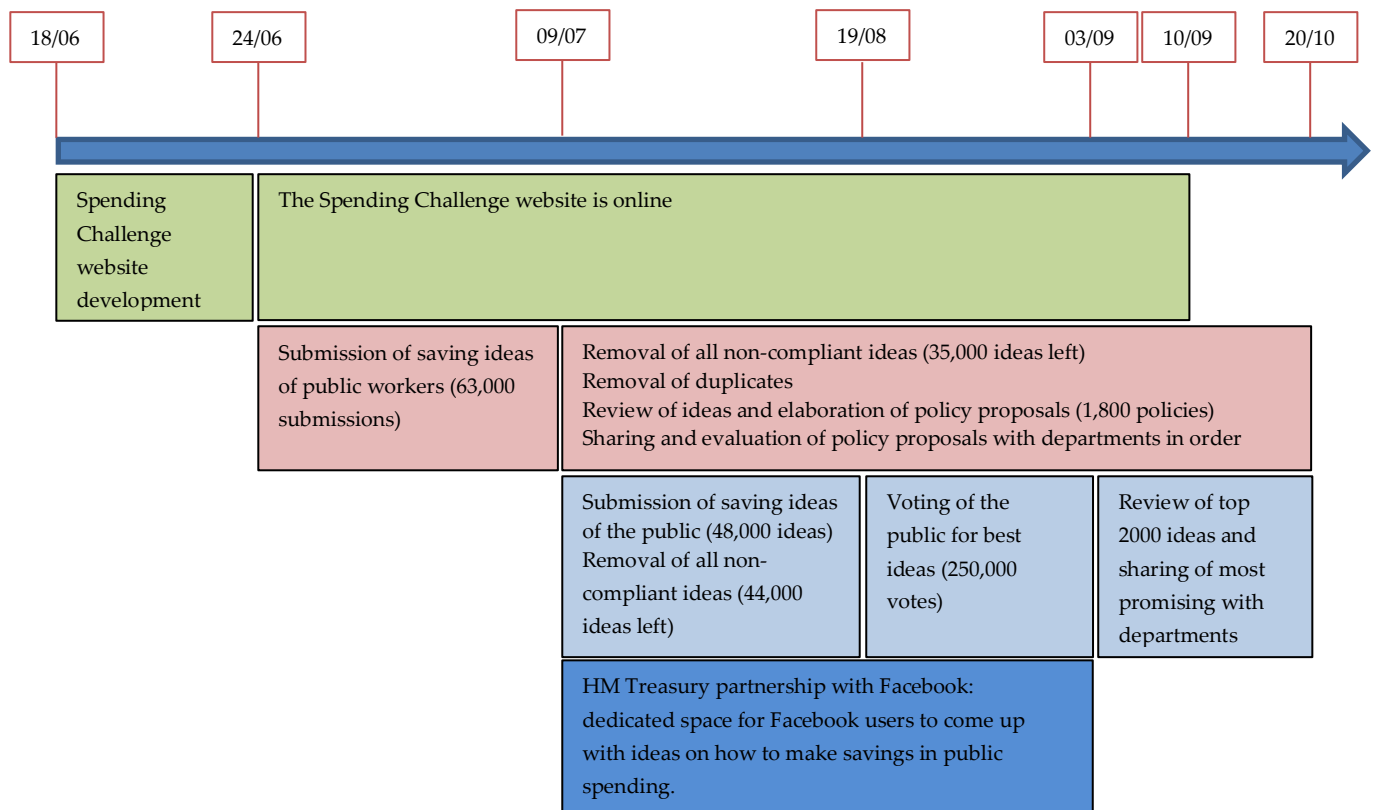


Figure 20: Spending Challenge process timeline

The Spending Challenge website costed £19,300 to design and maintain. This work was undertaken by directgov and delib. The cost of reviewing and processing the ideas were met using existing resources and from existing budgets¹⁸.

Critics and shortcomings

Although the announcement had a generally favourable reaction overall, the proposals for consultation received a much more critical welcome, reflecting considerable cynicism about the Government's true intentions.

¹⁸ HM Treasury website – Spending Challenge FAQ

- Ex-Chancellor Lord Lawson told the BBC's World at One: "Public consultation is essentially a PR ploy and it may be a very good PR ploy but we know perfectly well that the public will have a wide range of different views and anyhow it's the government's job to decide what is to be done"¹⁹.
- Lord Bichard: "One of the problems you face in this country of course is that people are very jaundiced about any kind of consultation exercise. ... partly because, in the past, governments of all colours have tended to use consultation exercises as a way of getting people to agree what they have already decided to do, in other words a validation exercise. I don't think the government wants to do that – but they start from a base where people are pretty jaundiced"²⁰.
- Anatole Kaletsky: "My first piece of advice to the Prime Minister is to stop talking nonsense and remember that he is now running a government, not an election campaign. He should focus on getting his job done, not on spinning, managing expectations, massaging public opinion and other Blair-Mandelson 'black arts'"²¹.
- Simon Heffer: "The Chancellor of the Exchequer's ridiculous invitation to the British people to advise him on where they would like their public spending cut. I presume when Mr Osborne feels ill and goes to his doctor, the doctor asks him to choose what illness he would like to be cured of. The party's obsession with focus groups, and with following public opinion rather than leading it, reaches new depths".
- Paul Valley reminds everyone that: "Consultation, after all, is the word politicians use when they want us to feel we've had our say and then go quietly away".

¹⁹ <http://www.guardian.co.uk/politics/2010/jun/08/nigel-lawson-osborne-cuts-consultation>

²⁰ <http://www.guardian.co.uk/politics/2010/jun/08/nigel-lawson-osborne-cuts-consultation>

²¹ http://www.timesonline.co.uk/tol/comment/columnists/anatole_kaletsky/article7146360.ece

Many commentators have pointed out that partnership with Facebook was rather nebulous and currently very limited. In a blog post on techPresident²², it is noted how the involvement appeared simply to be a link to a government website. Andrea Di Maio, a Gov 2.0 analyst at Gartner, suggests²³ that adding a Facebook channel will not broaden the debate:

- “So at the end of the day Facebook will be no more than a channel to point to the Chancellor’s Spending Challenge site. Whoever believes that the sheer presence on Facebook will broaden and rebalance participation of UK citizens in this contest is wrong”.
- “People who have an interest (and often a vested interest) in participating in the Spending Challenge will do so with or without the Facebook page”.

The Register noted²⁴ the number of “bewildering” comments and “spam posts” the page received.

From July 16th to August 19th, ideas submitted to the public website were not immediately visible. This is because the website was subject to a small number of malicious attacks. The Government took action to prevent malicious use but ensure people could continue to have their say. On August 19th, all ideas that complied with the site’s moderation policy were published online.

Astonishingly you can use the same fictitious email address to register and vote as many times as you like. The system didn’t even check IP addresses to stop multiple voting from the same computer²⁵.

²² <http://techpresident.com/blog-entry/britains-cameron-and-facebooks-zuckerberg-talk-deficit-reduction>

²³ http://blogs.gartner.com/andrea_dimaio/2010/07/09/uk-government-goes-social-for-budget-cuts-do-not-hold-your-breath/

²⁴ http://www.theregister.co.uk/2010/07/09/facebook_coalition/

5.4 Development and submission of savings options phase

Main results

During the third phase of the spending review the Government announced²⁶ 10 September 2010 that three ideas submitted to the Spending Challenge by members of the public and public sector workers would be implemented as policy by the Government. These were the first ideas to be implemented

The three ideas that were introduced were:

- To reduce the number of CRB checks for Junior Doctors, by taking a more common- sense approach across the NHS, so that junior doctors are not checked repeatedly over a short space of time. This will save up to a £1 million a year and cut administrative burdens for the NHS;
- To distribute National Insurance numbers to people with a letter rather than a plastic card, saving Government up to a £1 million per year;
- Increase the selling of surplus and second hand Government equipment by expanding the use of the MoDs eDisposals service for use across all Government departments and the piloting of an online auction site.

Also, the third phase was also marked by the announcement that several departments had reached provisional agreement with the Treasury on their Spending Review settlement. The full details of these agreements were to be provided next in the final spending review document.

Tools of public engagement

²⁵ <http://taxpayersalliance.org/news/spending-challenge-back-with-a-whimper>

²⁶ HM Treasury Press Release published 10 September 2010 – Government implements saving ideas submitted through the Spending Challenge. Available at: <https://www.gov.uk/government/news/government-implements-saving-ideas-submitted-through-the-spending-challenge>

The following table lists the different announcement made on the Spending Review portal during the third phase of the process.

Table 18:UK spending review portal publications 3

Date	Publication type	Title
10 September 2010	Press release	Government implements saving ideas submitted through the Spending Challenge
23 September 2010	Announcement	Provisional agreement with the treasury on spending Review settlement

During this phase, the announcements on the spending review portal were the only tool of communication used by the government.

5.5 Savings options decisions phase

Main results

This phase was first marked by the publication of the Efficiency Review. It consisted in focusing on government spending related to commodity procurement, property and major contracts. The report illustrates inefficiencies and sets out recommendations. Finally, and most importantly, the government published the Spending Review report during the “Spending Review day” the 20th of October 2010. Links to the Spending Review documents are available on the HM Treasury’s RSS feed. The general public can subscribe to news alerts via email. Key and supplementary documents, such as forecasts of spending review impacts and projections of public expenditures that result from decisions made in spending review are available on the HM Treasury website for download. Region-specific information regarding the Spending Review was also published online (spending review portal).

Tools of public engagement

The following table lists the different announcement made on the Spending Review portal during the fourth phase of the process. Most of government’s departments published their respective spending review settlements.

Table 19: UK spending review portal publications 4

11 October 2010	News story	Government Efficiency Review published
20 October 2010	Press release	Information from the Transport Spending Review 2010
	Press release	A description of how budgets for the Department for Education will be affected by the spending review
	Announcement	Statement by the Secretary of State for Scotland on the Comprehensive Spending Review
	Press release	The Cabinet Office has announced today that it will reduce its core resource budget by 35% in reals terms by 2014-15
	Announcement	The Department for Business Innovation and Skills Spending Review Settlement
	News story	Spending Review 2010
	Press release	Cabinet Office announces Spending Review settlement
	Announcement	Spending Review – HMT press release
	Announcement	The Spending Review 2010
	Press release	Comprehensive spending review: Department for Environment, Food, and Rural Affairs
	News story	The Spending Review
	News story	Spending review plans announced by Chancellor
21 October 2010	News story	PM and Deputy PM take public's questions on the Spending Review
	News story	Council Tax bills frozen in spending review
	News story	Prime Minister and Deputy Prime Minister take public's questions on Spending Review
	Announcement	Foreign Office Spending Review settlement ensure UK maintains its global reach
22 October 2010	Announcement	Foreign Secretary: Britain's spending review
23 October 2010	Speech	Transcript of the PM's podcast on the Spending Review
27 October 2010	Authored article	Sarah Teather article in 'Nursery World' on the Spending Review

The following picture shows the downloadable Spending Review documents which were issued October 20 at the end of the spending review process.

Spending Review document

-  [Spending Review 2010: complete document \(PDF 2.1MB\)](#)
-  [Executive summary \(PDF 281KB\)](#)
-  [Chapter 1: Overview \(PDF 496KB\)](#)
-  [Chapter 2: Departmental settlements \(PDF 697KB\)](#)
-  [Annex A: Statistical annex \(PDF 429KB\)](#)
-  [Annex B: Distributional Impact Analysis \(PDF 217KB\)](#)
-  [List of abbreviations \(PDF 61KB\)](#)

Supplementary documents

- [Spending Review 2010 policy costings](#)
- [Funding the Scottish Parliament, National Assembly for Wales and Northern Ireland Assembly: Statement of funding policy](#)
- [Overview of the impact of Spending Review 2010 on equalities](#)
- [Spending Review 2010: Distributional Impact Analysis – data sources](#)

Raw data

-  [Data underlying the charts and tables in Annex B of the main Spending Review document \(Excel 40KB\)](#)

Figure 21: UK spending review portal downloadable reports

During the last phase Flickr was used as tool to support the public communication of the spending review. It set out different illustrations of the spending review impact, budget measures and departmental settlements²⁷. The government also published a video on YouTube relating the Spending Review day as the Chief Secretary to the Treasury, Danny Alexander, attended a series of meetings, listened to the chancellor's Statement in Parliament, and spoke to a wide range of media²⁸.

5.6 Public Engagement overview

²⁷ <http://www.flickr.com/photos/hmtreasury/sets/72157625078086829/>

²⁸ <http://www.youtube.com/watch?v=YGHFmJVLqjA>

The following table describes the levels, tools and main results of public engagement during each of the four phases of the spending review process.

Table 20: UK public engagement overview

PHASE 1	
Level of engagement: public communication	
Tools of engagement	Main results
<ul style="list-style-type: none"> - Spending review portal centralizing the communication content and equipped with news alerts and RSS feed providing: <ul style="list-style-type: none"> o Downloadable reports o Key announcements and speeches o Pedagogical material (glossary, spending review definition etc.) - Social media: <ul style="list-style-type: none"> o Twitter o Flickr 	<p>Announcements, speeches and a report on the state of the UK deficit and the framework on the spending review.</p>
PHASE 2	
Level of engagement: public consultation	
Tools of engagement	Main results
<ul style="list-style-type: none"> - Spending review portal centralizing the communication content and equipped with news alerts and RSS feed providing: <ul style="list-style-type: none"> o Downloadable reports o Key announcements and speeches o Pedagogical material (glossary, spending review definition etc.) - Social media: <ul style="list-style-type: none"> o Twitter o Flickr o YouTube o Facebook - Dialogue Application: The 	<ul style="list-style-type: none"> - Announcement of the launch of the spending challenge. - Announcement of spending review visits of political figures. - Announcement of the Partnership with Facebook. - Over 100,000 money-saving suggestions collected from the Spending Challenge website.

Spending Challenge website – Facebook page: The Spending Challenge	
PHASE 3	
Level of engagement: public communication	
Tools of engagement	Main results
– Spending review portal centralizing the communication content and equipped with news alerts and RSS feed providing: <ul style="list-style-type: none"> ○ Downloadable reports ○ Key announcements and speeches ○ Pedagogical material (glossary, spending review definition etc.) 	– Announcement of the first spending challenge ideas to be implemented. – Announcement that the first provisional agreements on spending review settlements were reached.
PHASE 4	
Level of engagement: public communication	
Tools of engagement	Main results
– Spending review portal centralizing the communication content and equipped with news alerts and RSS feed providing: <ul style="list-style-type: none"> ○ Downloadable reports ○ Key announcements and speeches ○ Pedagogical material (glossary, spending review definition etc.) – Social media: <ul style="list-style-type: none"> ○ YouTube ○ Twitter ○ Flickr 	– Downloadable reports of the spending review deliverable containing all spending review measures and settlements. – Additional reports on public expenditure forecasts and spending review impact. – Reporting of actions being taken in each region of the UK.
Useful links	
Portal: http://webarchive.nationalarchives.gov.uk/20130405170223/http://www.hm-treasury.gov.uk/spend_index.htm YouTube channel: <ul style="list-style-type: none"> • https://www.youtube.com/user/hmtreasuryuk/videos • https://www.youtube.com/user/Number10gov/videos Twitter page: https://twitter.com/hmtreasury	

Flickr page: <http://www.flickr.com/photos/hmtreasury/>

In the UK, many different channels of communication were used. Ministers have been touring the country to hear the public's ideas and opinions. The Chancellor and Chief Secretary have held a wide range of meetings with experts (Independent Challenge Group) on specific areas of Government policy.

In the UK there was no evidence of public participation initiative. The few participative events that occurred during the spending review consisted in ministers visiting first line civil servants during the second phase of the spending review. These were small scale initiatives that did not involve members of the public. Therefore, the UK government did not make use of the third level of public engagement that we saw in the literature review: public participation.

6 Italy Case Study

6.1 Design of the spending review

Scope

After former Prime Minister Silvio Berlusconi was forced to resign in November 2011, former EU-Commissioner Mario Monti took the office with a technocratic government. He set out a broad reform agenda with the objective to reduce the country's fiscal deficit. According to Istat (Istituto nazionale di statistica) the government's debt rose to 120.1 per cent in 2011, from 118.7 per cent in 2010. To ensure the success of the programs of economic recovery and to stimulate growth and competitiveness, the government launched the public spending review.

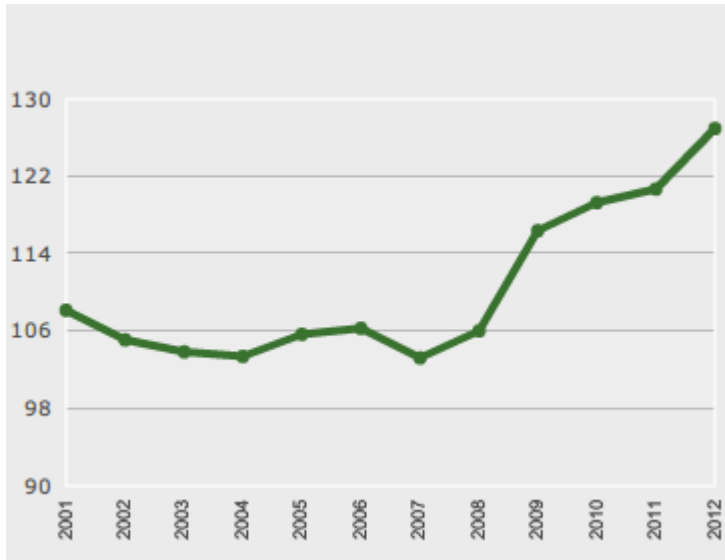


Figure 22: Italian General government debt as percentage of GDP (source: Istat)

Given the strict time constraint the government faces, the spending review was a functional spending review or efficiency spending review. The government tried to increase the efficiencies of the public administration and

limit waste in a relatively short period of time. The spending review considered areas of expenditure managed on the State's budget, therefore without treating expenditures of local authorities and regions, or programs of government transfers in favour of the autonomy system. First, the departments considered by the spending review were the Ministry of Interior, Ministry for Education, the Ministry of Justice, the Ministry of Defence and the Ministry of Regional Affairs. Then the spending review extended to other departments²⁹. The Italian spending review planned savings of € 28.5 billion over the period 2013-2015.

Phases and approach

The Italian process followed a top-down direction where a special committee and some external experts led the review. A committee of ministers was responsible for the review of spending of the selected ministries (Interior, education, Justice, Defence and Regional Affairs). The review was composed of several phases with different outcomes.

On 30 April 2012, a report called "Elements for a public spending review" (Giarda Report), presented by the Minister for Parliamentary Relations and Government Programme, is examined by the Council of Ministers. The report analysed the items of government expenditure. The same day, the decree n.52/2012 called "Urgent interventions for the spending review" was approved. The decree stated the creation of inter-ministerial committee for the spending review aimed at coordinating the overall spending review process. It was composed by the Prime Minister, the Minister for Parliamentary Relations, the Minister for Public Sector, the Deputy-Minister of finance and the Deputy-Secretary of the Council of Ministers and some

²⁹ Rapporto Giarda, available online at:

http://www.sitiarcheologici.palazzochigi.it/www.governo.it/aprile%202013/www.governo.it/GovernoInforma/spending_review/documenti/Revisione_spesa_pubblica_20120508.pdf

experts. On 15 June 2012 the Prime Minister, on autonomous initiative, promulgated a ministerial decree which stated a strong cut of public servants in the council of Ministers administration. The Minister of Finance also adopted the decree and decreased the number of public servants. A decree law named “Urgent provisions for the reduction of spending on unmodified services” (d.l. 95/2012) was approved by the Council of Ministers on 5 July 2012 and gained parliament approval the following week. It encompassed spending cuts for a total of €25.9 billion over the range of three years (4.4 in 2012, 10.3 in 2013 and 11.2 in 2014)³⁰. The reduction of the excess of government expenditure, for the part relating to goods and services, is the result of the analysis of the Special Commissioner for the spending review nominated by the inter-ministerial committee. At that time, a Public Engagement initiative called “esprimi la tua opinione” was launched. It consisted in collecting spending reduction proposals from citizens through a website. Around 130,000 proposals were collected³¹. A few of them were taken forward by the government. The final phase of the spending review took place as part of the law of stability the 9 October 2012 and generated another €3.5 billion savings³² through measures rationalizing public spending, improving the efficiency of government and maintaining the quality of services for citizens.

³⁰ D.l. 95/2012, available online at : <http://www.governo.it/backoffice/allegati/68648-7830.pdf>

³¹

http://www.sitiarcheologici.palazzochigi.it/www.governo.it/aprile%202013/www.governo.it/GovernoInforma/spending_review/documenti/relazione_conclusiva_spending_review_31mag.pdf

³²

<http://www.sitiarcheologici.palazzochigi.it/www.governo.it/aprile%202013/www.governo.it/Presidente/Comunicati/dettagliob3ed.html?d=69433>

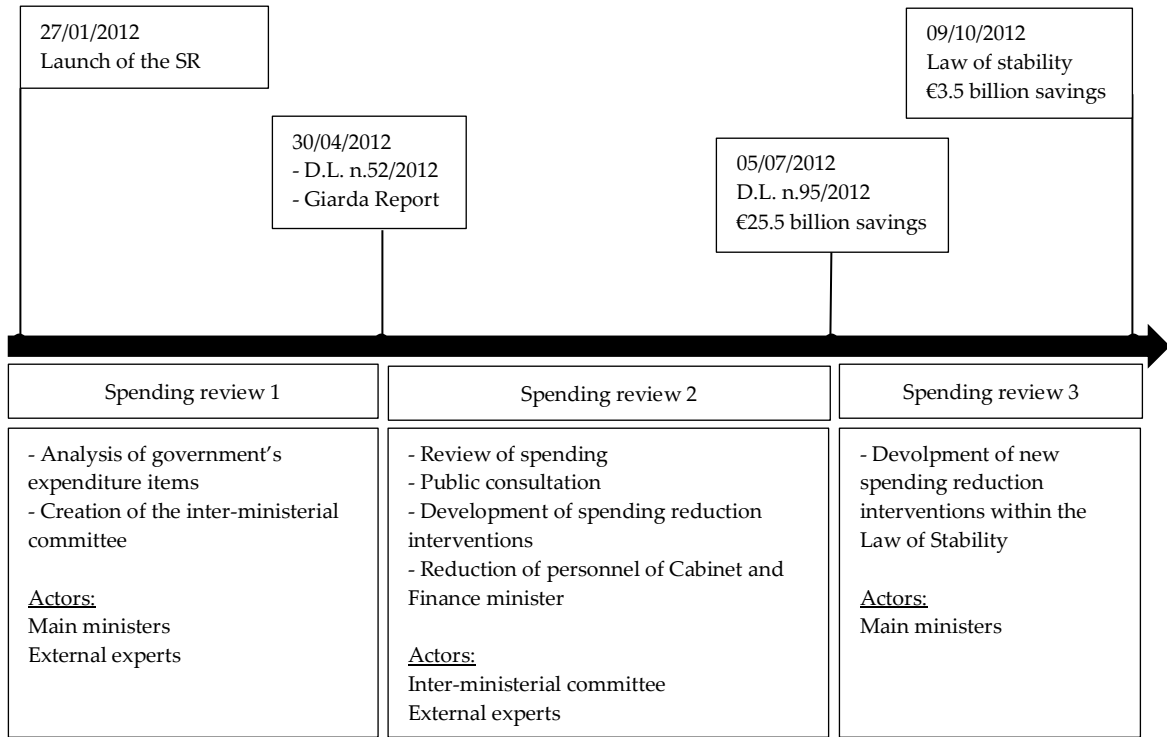


Figure 23: Italian spending review process timeline

Cutback strategy

The strategy used by the government was to reduce waste, reorganize activities and public institutions, rearrange the boundaries of public intervention, and narrowing, with various degrees, the boundaries of the public sector. Consequently, the cutback strategy combined efficiency gains measures and centralized priority setting measures. It did not feature across-the-board cuts, although Italy was faced with pressure from the public and the European Union. However, as said before, the spending review ended up being more functional rather than strategic because of the strict time constraint. The main measures consisted in reducing personnel, centralizing the purchases of goods and services and reduction of public assets.

Table 21: Italian spending review cuts

Cuts ³³	2012	2013	2014
Cuts to government purchasing of goods and services	121.1	615.0	615.0
Cuts to central government		1,528.5	1,574.5
Cuts to healthcare spending	900	1,800	2,000
Cuts to fund assigned to ordinary regions	700	1,000	1,000
Cuts to funds assigned to special status regions	600	1,200	1,200
Cuts to funds assigned to town councils	500	2,000	2,000
Cuts to provinces	500	1,000	1,000
Cuts to funds assigned to research centres	33,1	88,4	88,4

Overview

Table 22: Italian spending review summary

The 2012 Italian Spending Review	
Typology	Efficiency spending review
Expenditure type coverage	Budget expenditure
Expenditure area coverage	Comprehensive
Timeframe	Three year period: 2013-2015
Approach	Top-down
Cutback strategy	Mostly efficiency gains.

³³ Adapted from DL95/2012 of 6 July 2012 and “Debate : Dealing with the spending reviews-Italy” by Marika Arena and Michela Arnaboldi

6.2 Spending review 1

Main results

The following table lists the announcements and government actions made available publicly on the government website.

Table 23: Italian spending review portal publications 1

Date	Type	Title
27/01/2012	Press release	Council of Ministers n.12
30/04/2012	Government action	DIRETTIVA per il coordinamento dell'azione del Governo e le politiche volte all'analisi e al riordino della spesa pubblica (spending review).
	Government action	DECRETO-LEGGE: Disposizioni urgenti per la razionalizzazione della spesa pubblica.

During the first phase of the spending review, the government made the report of the Council of Ministers of 27 January 2012 available to the public. This Council launched the spending review by constituting a committee of minister dedicated to the review of the expenditure of some ministers (Interior, Education, Justice, Defence and Regional Affairs). The government announced as well that the Minister for Relations with Parliament, Piero Guardia, provided the first guidelines on the operation of the spending review. Finally, the government announced the creation of the inter-ministerial committee for the spending review, which is aimed at coordinating the overall spending review process. It was composed by the Prime Minister, the Minister for Parliamentary Relations, the Minister for Public Sector, the Deputy-Minister of finance and the Deputy-Secretary of the Council of Ministers and some experts.

Tools of communication

During the first phase of the spending review the main tool of communication was the website of the government (see picture below) which provided announcements and reports on actions taken by the government.



Figure 24: Italian government website homepage

The website was equipped with RSS feed and provided a section where all statements and press releases made by the government could be retrieved. A section providing press conferences and spots of communication campaigns carried out by the government was also made available. The website also provided a list of the government actions approved by the Council of Ministers. At this point, no specific website or portal was dedicated to the

spending review. Announcement and material related to the spending review were published as part of the general stream of announcement of the government. Moreover the only information sections used by the government were the press release sections and the government actions section as shown in the previous table.

6.3 Spending review 2

6.3.1 Public communication

Main results

The following table lists the government's publication made on its website in terms of public communication.

Table 24: Italian spending review portal publications 2

Date	Type	Title
08/05/2012	Press release	Spending review: dai cittadini oltre 95mila messaggi
28/05/2012	Press release	Spending review, presentato il Cronoprogramma
15/06/2012	Government action	DECRETO DEL PRESIDENTE DEL CONSIGLIO DEI MINISTRI: Rideterminazione delle dotazioni organiche dirigenziali e delle qualifiche dei ruoli della Presidenza del Consiglio dei Ministri.
	Government action	DECRETO-LEGGE: Misure urgenti in materia di efficientamento, valorizzazione e dismissione del patrimonio pubblico. di razionalizzazione dell'amministrazione economico-finanziaria, nonchè misure di rafforzamento del patrimonio delle imprese del settore bancario.
05/07/2012	Press release	DECRETO-LEGGE: Disposizioni urgenti per la revisione della spesa pubblica (spending review)

During the second phase of the spending review the Italian government made four main announcements. First, the government provided an

overview of the first savings options suggested by the citizen via the website “*esprimi la tua opinione*”. Then the government provided an illustration of the roadmap for the rationalization of the expenditures related to the purchase of goods and services. In addition, the government announced the reduction of personnel in the Presidency of the Council of Ministers. Finally, this phase was marked by the publication and presentation of the outcome of the “*spending review 2*”: Urgent provisions for the reduction of spending on unmodified services.

Tools of public communication

During the second phase of the spending review the tools of communication did not change compared to the first phase. In conclusion, during the first two phases of the spending review the government did not take any extraordinary action in terms of public communication of the spending review. In practice, it was considered like any other government actions.

6.3.2 Public consultation : *Esprimi la tua opinione*

As in the UK, the second phase of the spending review in Italy is the only phase that featured public consultation.

Main results

All citizens, through the form called “*Esprimi la tua opinione*” (see following picture) had the opportunity to give suggestions, report waste, helping technicians to complete the work of research and analysis of the ineffective expenditures.

Informazioni personali
Nome*: <input type="text"/>
Cognome*: <input type="text"/>
E-Mail*: <input type="text"/>
Indirizzo: <input type="text"/>
CAP: <input type="text"/>
Luogo di provenienza*: <input type="text"/> ▼
Città*: <input type="text"/>
Provincia: <input type="text"/>

Domanda
Oggetto*: <input type="text"/>
Testo*: <input type="text"/>

Figure 25: Italian public consultation form

The public consultation was opened May 2, 2012 and was closed 29 May 2012 at midnight. In 28 days, the section has registered 550,566 accesses (about 45% of the total visits to the site of the Government). Citizens who wrote to express an opinion or report a waste were 131,536. The citizens of all the Italian regions actively participated in the Spending Review. Entrepreneurs, civil servants, professionals, students, housewives and retired people took part in the consultation process³⁴. The geographical distributions also identified a substantial balance between North and south (with a slight prevalence of the northern regions). The regions from which came the greatest number of reports are: Lombardia, Lazio, Emilia Romagna, Campania and Sicily.

Table 25: Italian public consultation participation distribution

Region	%
Valle d' Aosta	1,53
Piemonte	7,65
Liguria	2,88
Lombardia	11,66
Trentino	2,95
Veneto	6,43
Friuli	1,80
Emilia Romagna	8,09
Toscana	6,38
Umbria	2,85
Marche	7,38
Lazio	9,73
Abruzzo	1,79
Molise	1,57

³⁴ <http://www.grnet.it/politica/3887-spending-review-a-palazzo-chigi-2-3-mila-mail-al-giorno-sugli-sprechi>

Campania	7,39
Puglia	3,37
Basilicata	2,89
Calabria	4,27
Sicilia	5,72
Sardegna	3,64
Total	100,00

Tools of public consultation

The work group dedicated to the consultation examined from the 2nd to the 29th, 80,236 letters (representing 70% of the total). The percentage was considered sufficient to define, in agreement with the indications given by the Commissioner for the spending review, a categorization of the recurrent materials into sub-themes. The following figure shows this categorization.

Table 26: Italian public consultation submissions by theme

Area	%
Auto Blu	36,51
Public Administration	27,32
Health	14,63
Pensions	6,65
Energy Costs	6,51
Statutory Corporations	4,84
Public Administration Employees	2,35
Public Administration Location	0,97
Presidency of the Council	0,22

After categorizing the suggestions made by citizens, the collected data was aggregated with other data, directly coming from central and local administrations, to be presented to the special commissioner. To collect and

categorize the messages from citizens, a work group of eleven members from the “Ufficio Stampa e del Portavoce”, the “Ufficio del Segretario generale”, and from the “Ufficio del Personale” was formed and settled in the “situation room” of the Palazzo Chigi. The work group worked every day of the week and the weekend from 8 am to 8 pm. The work group had the objective of scrutinizing 6000 messages per day³⁵. During the process of collecting and categorizing, the work group was in frequent contact with the special commissioner and ministers in order to report particularly relevant messages to the respective ministers and when possible doing immediate verification or action³⁶.

Critics and shortcomings

The public consultation initiative raised strong concerns and was highly criticized for its dubious usefulness and democratic characteristics³⁷.

Cittadinanzattiva, a non-profit organization founded in 1978, regret the lack of follow-up of the initiative: “the involvement of citizens deserves further methodology and efforts [...] to improve the functionality and quality of the public sector”³⁸.

The secretary of the Cgil (Confederazione Generale Italiana del Lavoro) Susanna Camusso criticized the public consultation initiative underlining its dubious usefulness: «It seems strange to me that we have a government of

³⁵ <http://www.grnet.it/politica/3887-spending-review-a-palazzo-chigi-2-3-mila-mail-al-giorno-sugli-sprechi>

³⁶ <http://www.grnet.it/politica/3887-spending-review-a-palazzo-chigi-2-3-mila-mail-al-giorno-sugli-sprechi>

³⁷ Documento Fp Cgil Spending Review. Available at:
<http://www.fpcgil.it/flex/cm/pages/ServeBLOB.php/L/IT/IDPagina/22845>

³⁸ <http://www.cittadinanzattiva.it/editoriale/attivismo-civico/3814-revisione-della-spesa-e-contributo-dei-cittadini.html>

technicians that nominates technicians and then ask the population to do the work that technicians who nominated technicians should do...It is absurd»³⁹.

On the blog of Beppe Grillo, an article criticizes the public consultation initiative as well: "We pay politicians, technicians and super technicians to rationalize the cost of the government, and they dare asking us advice, while they exactly know where to cut expenditures, starting from their own expenditures" (Paghiamo politici, tecnici e supertecnici per contenere i costi dello Stato e questi hanno la faccia di bronzo di chiedere consiglio a noi, quando sanno benissimo dove tagliare, iniziando da loro stessi")⁴⁰.

Some blogs' articles regretted that the tool used for the public consultation was just a simple form to fill in, and not a more transparent tool that enables citizens to see what has already been posted and vote and comment ideas, which would have made the initiative more viral and collaborative⁴¹.

As opposed to the public consultation carried in the UK, the Italian government did not share with citizens an explicit list of which suggestions that were taken forward and implemented with their respective savings estimation. The government just said that suggestions made by citizens during the consultation would be aggregated with other data in order to develop the first savings measures. Moreover, the tool of consultation used by the Italian government was much less interactive than the one used by the UK government.

6.4 Spending review 3

Main results

³⁹ http://www.corriere.it/economia/12_maggio_02/appello-governo-ai-cittadini-segnalazioni-sprechi-spending-review_9e5918c2-9438-11e1-ae3e-f83a8e51ff45.shtml

⁴⁰ http://www.beppegrillo.it/2012/05/esprimi_la_tua_opinione_al_governo.html

⁴¹ <http://www.lucaperugini.it/2012/05/02/spending-review-la-parola-ai-cittadini/>

Table 27: Italian spending review portal publications 3

Date	Type	Title
23/07/2012	Government action	Circolare n.24
08/10/2012	Press release	Press release Stability Law
	Government Action	DISEGNO DI LEGGE: Disposizioni per la formazione del bilancio annuale e pluriennale dello Stato (Legge di stabilità 2013).

The last phase of the spending review was made of two main announcements. First the government distributed a circular containing guidance for the implementation of the provisions for the spending review. Finally, the government announced the adoption of the Stability Law, outcome of the spending review 3.

Tools of public communication

The government published the spending review portal⁴² on 10 July 2012, shortly after the second outcome of the spending review (DL n. 92/2012).

⁴²

http://www.sitiarcheologici.palazzochigi.it/www.governo.it/aprile%202013/www.governo.it/GovernoInforma/spending_review/index.html

Governo italiano
Presidenza del Consiglio dei Ministri

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» Cerca:

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Spending review

Presentazione

Per garantire il successo dei programmi di risanamento dell'economia e per stimolare la crescita e la competitività, il Governo - consapevole dell'importanza del contenimento dei costi degli apparati burocratici - ha avviato, sin dal suo insediamento con il decreto legge Salva Italia, la revisione della spesa pubblica. Si può affermare che non c'è provvedimento emanato dal governo in carica che non abbia al proprio interno norme sulla riduzione della spesa pubblica. Il processo di revisione della spesa - che viene comunemente denominato, sulla base di analoghe esperienze internazionali, "spending review" - è infatti uno dei pilastri dell'attività del Governo.

Attraverso l'utilizzo di una metodologia sistematica si tende a migliorare il processo di decisione e di allocazione delle risorse e la performance delle amministrazioni pubbliche in termini di economicità, qualità ed efficienza dei servizi offerti ai cittadini. Con tale metodologia si sostituisce la logica dei 'tagli lineari' e il criterio della "spesa storica" con un sistema razionale di valutazione e programmazione che ottimizzi il mix di risorse umane e materiali a disposizione delle pubbliche amministrazioni. La riduzione della spesa non mira a modificare la quantità di servizi erogati dalle pubbliche amministrazioni quanto a colpire gli eccessi e gli sprechi.

Riformare la spesa pubblica non è una missione impossibile considerato che nella gestione della spesa pubblica ci sono ampi margini di risparmi e razionalizzazione. Ci sono sprechi nella produzione dei servizi quando "una macchina costosa e ad alto potenziale viene sistematicamente sottoutilizzata" o quando "si acquistano fattori produttivi pagando prezzi superiori al mercato".

A cosa serve la spending review:

SPENDING REVIEW

» Presentazione
» Le decisioni sulla spesa (chi fa cosa)
» Roadmap

Direttrici azione di governo spending review

» Soppressione enti ed organismi
» Tetto ai compensi dei manager pubblici
» Acquisizione beni e servizi
» Dismissione immobili
» Risparmi di gestione
» Riordino enti territoriali
» Riduzione personale

Figure 26: Italian spending review portal homepage

The website was composed of different sections. One was dedicated to the presentation of the spending review in terms of objectives, actors and chronology. This section set out the framework. Another section presented the government's action related to the spending review more in detail. These actions are:

- agencies and bodies suppression
- Ceiling on remuneration of public managers
- Acquisition of goods and services

- Property disposal
- Savings management
- Local authorities reorganization
- Staff reduction.

Another section provided the legislative texts of all spending measures approved by the Council of Ministers. Similarly, another section provided non-legislative material respective to the spending review (government guidelines, reports on expenditures analysis, instruction etc.). Finally, the website contained a section dedicated to some additional material related to the spending review such as report on the public consultation initiative launched by the government. This initiative will be presented more in detail in the next section of this document.

6.5 Public Engagement overview

The following table describes the levels, tools and main results of public engagement during each of the four phases of the spending review process.

Table 28: Italian public engagement overview

PHASE 1	
Level of engagement: public communication	
Tools of engagement	Main results
<ul style="list-style-type: none"> - Information section of the Italian government’s website equipped RSS feed providing: <ul style="list-style-type: none"> o Downloadable reports and legislative texts o Key announcements 	<ul style="list-style-type: none"> - Announcement of the launch of the spending review - Announcement of the creation of the inter-ministerial committee
PHASE 2	
Level of engagement: public consultation	
Tools of engagement	Main results
<ul style="list-style-type: none"> - Information section of the Italian government’s website - Public consultation section on government’s website to collect 	<ul style="list-style-type: none"> - Around 135,000 submissions were collected through the public consultation - Publication of the first spending review measures generating savings (€25.5 billion) on

savings suggestions	the government website (D.L. n.95/2012)
PHASE 3	
Level of engagement: public communication	
Tools of engagement	Main results
<ul style="list-style-type: none"> - Spending review portal centralizing the communication content and equipped with RSS feed providing: <ul style="list-style-type: none"> o Downloadable reports and legislative texts o Key announcements o Pedagogical material (spending review definition etc.) 	<ul style="list-style-type: none"> - Centralization of all the public communication content on the spending review section of the government website. - Publication of the last package of spending review measures (€3.5 billion) on the government website (Law of Stability)
Useful links	
<ul style="list-style-type: none"> - Spending review section http://www.sitiarcheologici.palazzochigi.it/www.governo.it/aprile%202013/www.governo.it/GovernoInforma/spending_review/index.html - Government's website http://www.sitiarcheologici.palazzochigi.it/www.governo.it/aprile%202013/www.governo.it/index.html 	

In Italy there was no evidence of public participation initiative. Therefore, the Italian government did not make use of the third level of public engagement that we saw in the literature review: public participation.

7 France Case Study

7.1 The Spending Review Process⁴³

Scope

July 10, 2007, the prime minister driven by the President of the Republic initiates the work of the “Révision Générale des Politiques Publiques” (RGPP). The RGPP was first announced during the council of ministers of the 20th of June 2007 with three requirements: (1) a simpler and more efficient administrative organization, (2) to valorise public servants’ work, (3) to decrease the level of public expenditures. In one word, the purpose of the RGPP is developing the best possible public services while decreasing public expenditures. The Debt level of France in 2007 was more than 60% of The GDP.

⁴³ Elaborated with information from « Bilan de la RGPP et conditions de réussite d’une nouvelle politique de réforme de l’Etat » - September 2012 – Inspection Générale de l’Administration, Inspection Générale des Finances and Inspection Générale des Affaires Sociales.

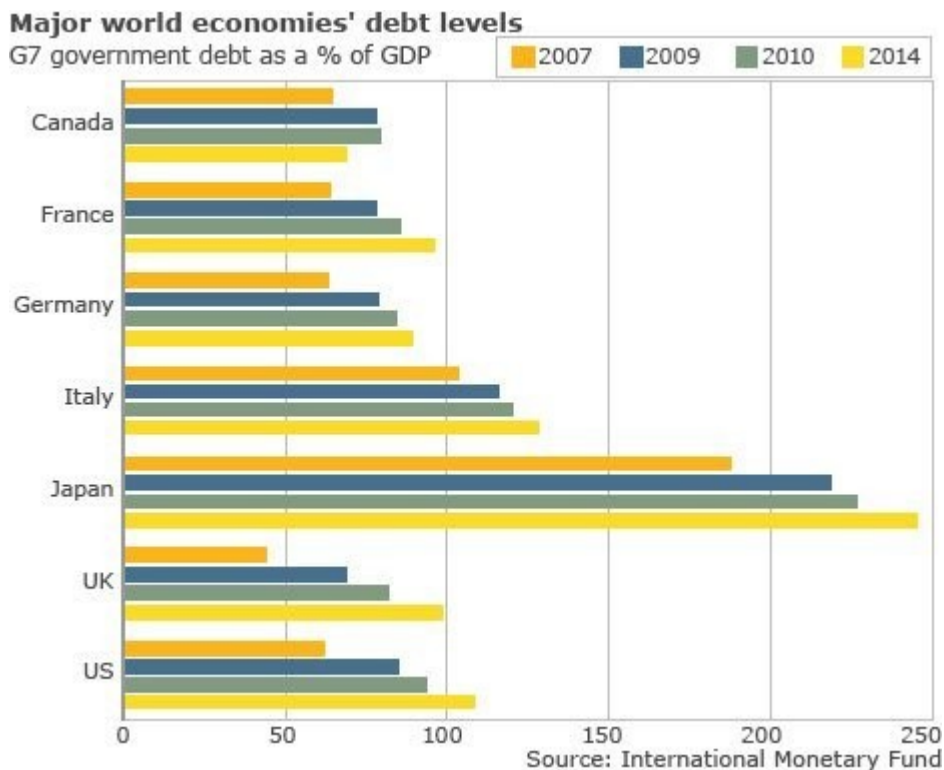


Figure 27: Major world economies' debt levels

The RGPP focused on government operating costs (including personnel). This coverage is narrower than the one of the UK Comprehensive Spending Review and consequently cost reductions achieved by the RGPP were more limited than the UK in comparison with the general government deficit. The RGPP carried out a series of reforms which financial impact is real but difficult to assess. On the fiscal side, the sixth report of the CMPP showed a savings target of € 15 billion over the 2009-2013 period, including € 12.3 billion at end-2012 deadline. According to the management of the budget, the amount of savings at this deadline should finally be 11.9 billion €. In addition, job cuts made in the services of the State during the 2009-2012 periods correspond to 5.4% of the workforce.

Phases and approach

Unlike the UK, the approach adopted by the French government was a top-down approach which involved officials at the highest levels and that allows for great speed of implementation. The reforms were developed, submitted, and decided at the highest level. The line ministries were responsible for the implementation of the reforms related to their department, but had little input on reforms proposed.

The RGPP occurred in two rounds: from mid-July 2007 to mid-2009, and from mid-2009 to mid-2012. Each round was made of two phases: the diagnosis phase and the implementation phase. During the first phase of diagnosis, the public policies were analysed and reform scenarios were proposed by 27 teams of experts, both from the private and public sector, to the “Comité de Suivi” (Monitoring committee). This Monitoring Committee was co-presided by the Secretary General and the Director of the Prime Minister office. It comprised the Minister of Finance, ministers involved in the reform scenarios, the Chairman of the Board of BNP Paribas, representatives from the National Assembly and the Senate. The reform scenarios were ultimately decided by the “Comité de Modernisations des Politiques Publiques” (CMPP) presided by the President of the Republic. The CMPP met three times during each round to decide the reforms and define the steps of their implementation. The Minister of Finance played the role of general rapporteur of the CMPP. During the second phase of implementation Ministers were responsible for steering the implementation and success of reforms within their remit. That is why, in every department, a steering committee was established under the responsibility of the Secretary General. For each decision departments had to formalize a “mandate” designating the project manager responsible for the implementation of each reform, a timetable for implementation, and set of indicators for monitoring reforms and identify the conditions for success. At the inter-ministerial level, the

Monitoring Committee ensured the follow-up to the achievement of outcomes.

All along the RGPP process the Direction Générale de la Modernisation de l'Etat (DGME) presided by the Minister of Finance had a supporting role. In this context, the DGME brought audit teams methodology, analysis resources, and a wealth of expertise to assist in reviewing the existing policies, considering possible transformations scenarios and prepare action plans. This work enabled the Monitoring Committee prepare decisions, which were subsequently adjudicated by the President of the Republic and approved during the CMPP. The DGME was also responsible for ensuring that decisions were realized in practice, that the impact, the achievement of results, the realization of effectiveness improvements, the quality and efficiency of public service were guaranteed.

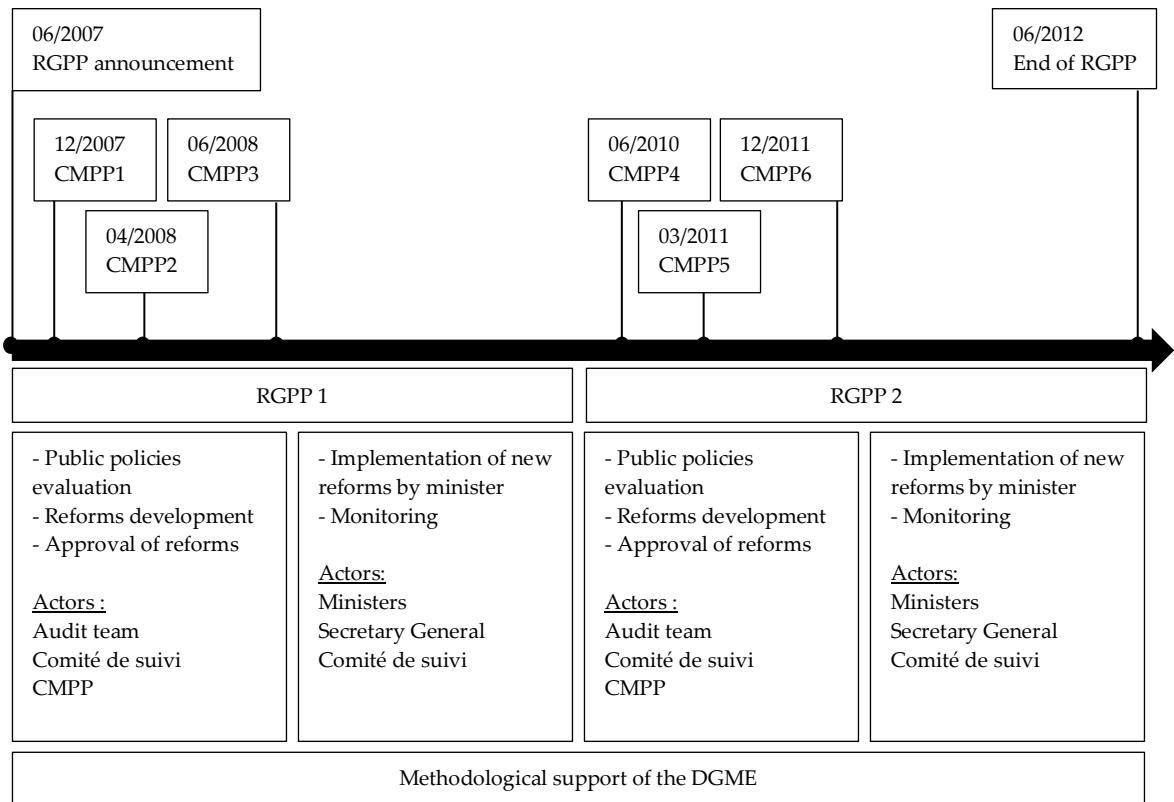


Figure 28: French spending review process timeline

Cutback strategy

In Comparison with UK and Italy, what is original about the RGPP is its comprehensiveness in the sense that the RGPP aimed simultaneously to cut costs, enhance quality and make government more agile⁴⁴. The RGPP was launched before the global financial crisis of 2008 whereas in Italy and the UK the spending review processes were launched because of the financial crisis impact. The difference in timing explains why the UK and Italian spending review were exclusively focused on reducing public expenditures. Therefore, the cutback strategy adopted for the RGPP was efficiency gains. The character given to the review was more functional rather than strategic. In order to generate efficiency gains all public policies were subjected to the following systematic series of question:

- What are the objectives of the public policy?
- What are the needs and expectations of the public?
- Shall we keep going with this public policy or shall it be revised?
- Who should be charge of this public policy?
- Who should be in charge of financing this policy?
- How can we do more with less?
- What are the possible scenarios for change?⁴⁵

Overview

Table 29: French spending review summary

The 2008 RGPP	
Typology	Efficiency spending review
Expenditure type coverage	Government operating costs
Expenditure area coverage	Comprehensive

⁴⁴ OECD Public Governance Reviews : France - 2012

⁴⁵ CMPP1

Timeframe	4 years: 2008-2012
Approach	Top-down
Cutback strategy	Efficiency gains.

7.2 RGPP 1

Main results

The following table lists the articles concerning the RGPP 1 from a website of The Directorate of Legal and Administrative Information (DILA) which is a branch of the central administration of the Prime minister. The website, <http://www.vie-publique.fr/>, aims at providing citizens information and documentation about the public sector.

Table 30: French spending review portal publications 1

Publication date	Type of content	Title of the article
24.09.2007	News	Révisions générale des politiques publiques : un "coup d'accélérateur" pour la réforme de l'Etat
14.12.2007	News	Réforme de l'Etat : les premières orientations
04.04.2008	News	Réforme de l'Etat : 7 milliards d'économies prévues
05.05.2008	News	Réforme de la fonction publique : de la réduction des effectifs à la redéfinition du statut ?
12.06.2008	News	Réforme de l'Etat : un nouveau train de mesures
23.07.2008	News	Défense : priorité au renseignement, effectifs en baisse, retour dans la structure militaire de l'OTAN
03.12.2008	Public documentation	CMPP 1 report
12.12.2008	News	Révision générale des politiques publiques : 1 ^{er} bilan d'étape
13.05.2009	Public documentation	Révision générale des politiques publiques – RGPP : 2 ^{ème} rapport d'étape
02.06.2009	News	Réforme de l'Etat : vers l'accentuation de la Révisions générale des politiques publiques
11.12.2009	News	Réforme de l'Etat : la RGPP s'étend aux opérateurs de l'Etat
22.12.2009	News	La réforme de l'Etat en débat
10.02.2010	Public documentation	Révision générale des politiques publiques – RGPP : 3 ^{ème} rapport d'étape
25.02.2010	News	Révision générale des politiques publiques : bilan et évolutions

There are three different types of articles in list above:

- news which follows public sector events, news and stories day by day;
- pedagogical information (synthetic and thematic content);

- And public information (selected public reports, speeches, consultation etc.).

The documents of interests for public communication practices are those published directly from the government (public documentation). Therefore, during the first phase of spending review (RGPP1) the only public communication results are the publication of the first three CMPP, this is to say spending review measures approved at high political level and ready to be implemented. These reports are quite dense and present all the new measures decided during the CMPP and the status or progress of the implementations of measures. These first three reports also contain sections presenting the spending review framework and some methodological points on the modernization of ministries.

Tools of public communication

The RGPP benefited from a dedicated website – www.rgpp.gouv.fr – which is not online anymore.



Figure 29: French spending review portal homepage

Source: Wikipedia's cached version of the RGPP website.

The RGPP website served as the main information portal for the citizen. An analysis of the different sections of the website shows different type of information made available for the public. The content of public communication was made of:

- Rationale and objectives of the RGPP
- The monitoring of actions
- Information about the actors of the RGPP
- Information about ministries' actions.

A section of the website provided reference material and documents. In this section the citizen could access to reports (for example the reports of the CMPP), records, legislative and regulatory texts and press releases.

The RGPP website offered the possibility to subscribe to a documentary watch distributing information made available to the public. It also offered the possibility to subscribe to the Modernisation of the State’s newsletter. Modernisation of State is a web portal dedicated to government actions to modernize the public sector. The RGPP website was equipped with RSS feeds.

Reports were published regularly during the process. However, the national audit office criticized those reports underlining their lack of credibility⁴⁶.

7.3 RGPP 2

Main results

The following table lists the articles concerning the RGPP 2.

Table 31: French spending review portal publications 2

Publication date	Type of content	Title of the article
05.03.2010	News	Réforme de l’Etat, évaluation des services publics et indicateurs
25.05.2010	News	Déconcentration : la révision générale des politiques publiques remodèle la présence territoriale de l’Etat
01.06.2010	Public documentation	Révision générale des politiques publiques – RGPP : 4 ^{ème} rapport d’étape
01.07.2010	News	Budget de l’Etat : 150 mesures pour 10 milliards d’économies
09.07.2010	News	Réforme de l’Etat : de nouvelles économies
13.10.2010	Public documentation	Rapport d’information fait au nom de la commission des finances sur la mise en oeuvre de la révision générale des politiques publiques (RGPP) dans les préfetures
20.10.2010	News	RGPP : quel bilan au niveau des préfetures ?
25.11.2010	News	RGPP et administration électronique : quel bilan ?
15.12.2010	News	Opérateurs de l’Etat : accentuation des mesures de RGPP
09.03.2011	Public documentation	Révision générale des politiques publiques - RGPP : 5 ^{ème} rapport

⁴⁶ Rapport d’information N° 4019 publié par l’Assemblée nationale – 01/12/2011 – available online at : <http://www.assemblee-nationale.fr/13/pdf/rap-info/i4019.pdf>

		d'étape
11.03.2011	News	RGPP : un nouveau bilan d'étape
29.06.2011	Pedagogical information	RGPP : quel impact sur les collectivités territoriales ?
14.10.2011	News	RGPP : quels bilans ?
14.10.2011	News	Non remplacement d'un fonctionnaire sur deux : quel impact ?
01.12.2011	Public documentation	Rapport d'information déposé par le comité d'évaluation et de contrôle des politiques publiques sur l'évaluation de la révision générale des politiques publiques (RGPP)
09.12.2011	Pedagogical information	Révision générale des politiques publiques : des limites avérées
14.12.2011	Public documentation	Révision générale des politiques publiques - RGPP : 6ème conseil de modernisation des politiques publiques
13.09.2012	Pedagogical information	Qu'est-ce que le Comité d'évaluation et de contrôle des politiques publiques ?
24.09.2012	Public documentation	Bilan de la RGPP et conditions de réussite d'une nouvelle politique de réforme de l'Etat
27.09.2012	News	RGPP : une méthode contestée
28.09.2012	News	Quelle modernisation de l'action publique après la RGPP ?
22.11.2012	Public documentation	Rapport d'information déposé (...) par le comité d'évaluation et de contrôle des politiques publiques sur la mise en oeuvre des conclusions du rapport d'information (n° 4019) du 1er décembre 2011 sur l'évaluation de la révision générale des politiques publiques (RGPP)

As for the first round of the spending review, the second round of the spending review was marked by the publication of the three last CMPP (spending review measures decided by political leadership and ready to be implemented). These reports are quite dense and present all the new measures decided during the CMPP and the status or progress of the implementations of measures. These last three reports also contain sections presenting the first results of the spending review.

Tools of public communication

As for the first round of the spending review, the last three CMPP reports were made publicly available online on the spending review portal.

7.4 Public Engagement overview

The following table describes the levels, tools and main results of public engagement during each of the four phases of the spending review process.

Table 32: French public engagement overview

PHASE 1	
Level of engagement: public communication	
Tools of engagement	Main results
<ul style="list-style-type: none"> – Spending review portal centralizing the communication content and equipped with news alerts and RSS feed providing: <ul style="list-style-type: none"> ○ Downloadable reports ○ Pedagogical material (glossary, spending review definition, presentation of actors and their roles) 	Publication of the first three CMPP reports
PHASE 2	
Level of engagement: public communication	
Tools of engagement	Main results
<ul style="list-style-type: none"> – Spending review portal centralizing the communication content and equipped with news alerts and RSS feed providing: <ul style="list-style-type: none"> ○ Downloadable reports ○ Pedagogical material (glossary, spending review definition, presentation of actors and their roles) 	Publication of the last three CMPP reports
Useful links	
Spending review portal (offline) : www.rgpp.modernisation.gouv.fr Directorate of Legal and Administrative Information website: http://www.vie-publique.fr/	

Audit teams were given the task of preparing, in just a few months, an analytical report with proposal for each ministry, which was kept confidential. Therefore, consultation of stakeholders was limited, particularly in the first phase of the RGPP. The audit teams were tight-lipped about their work, and there were a few ministries where it was possible, at any level below director or deputy director, to glean opinions from the teams

concerned or to sound out the ideas of the personnel. The reforms have thus been seen as imposed from on high, without consultation of civil servants, trade unions and the members of the public. This lack of consultation during the RGPP did not facilitate the task of the directors in implementing and winning acceptance for the reforms, which they themselves have often seen as imposed⁴⁷. One might conclude in retrospect that the reduction in transaction costs of negotiation in the decision-making process has been in part offset by the costs of negotiation, the identity problems of staff in the reform implementation phase, and the occasional failure to foresee difficulties in the organizational reforms resulting from the limitations of the consultation process.

In a report of the OECD⁴⁸ it explains that the criticism often leveled against the RGPP, that it was reform imposed from on high, may have its origins, in part, in a lack of communication about the “meaning” of the reforms. In other words, it would have been useful to compensate the lack of public

⁴⁷ - L'Expansion - La MAP hollandaise est-elle vraiment différente de la RGPP sarkozyste ? – published 18/12/2012 – available online at http://lexpansion.lexpress.fr/economie/la-map-hollandaise-est-elle-vraiment-differente-de-la-rgpp-sarkozyste_365605.html

- Libération – La RGPP est morte, vive la MAP ! – published 18/12/2012 – available online at : http://www.liberation.fr/economie/2012/12/18/la-rgpp-est-morte-vive-la-map_868495

- Rapport d'information N° 4019 publié par l'Assemblée nationale – 01/12/2011 – available online at : <http://www.assemblee-nationale.fr/13/pdf/rap-info/i4019.pdf>

- Le livre noir de la RGPP – Force Ouvrière – available online at : <http://www.fets-fonction publique/Livre%20noir%20FO.pdf>

- Le Point – Bilan de la RGPP : très négatif sur la forme, plus nuancé sur le fond – published 25/09/2012 – available online at : http://www.lepoint.fr/economie/bilan-de-la-rgpp-tres-negatif-sur-la-forme-plus-nuance-sur-le-fond-25-09-2012-1510099_28.php

- France Info – Le gouvernement « rompt » avec la RGPP, bête noire des fonctionnaires – 25/09/2012 – available online at : <http://www.franceinfo.fr/economie/le-gouvernement-rompt-avec-la-rgpp-bete-noire-des-fonctionnaires-749619-2012-09-25>

⁴⁸ OECD Public Governance Reviews: France - An international perspective on the General Review of Public Policies

consultation through a communications strategy that would give “meaning” to the reforms in the eyes of employees. Instead, the reforms have, in fact, often been understood as a way of reducing the number of staff.

In France there was no evidence of public participation initiative. Therefore, the French government did not make use of the third level of public engagement that we saw in the literature review: public participation.

8 Conclusion

Table 33 shows the main characteristics of the spending reviews in the UK, France and Italy. Those three dimensions were selected drawing from the literature review. The typology determines whether the spending review was an efficiency or strategic spending review (Robinson, 2013; OECD, 2011). The expenditure type coverage determines which kind of expenditure is reviewed (Monacelli & Pennisi, 2011; Lapsley & Midwinter, 2010; Robinson, 2013). The expenditure area coverage determines whether the spending review is comprehensive or selective (Robinson, 2013). The timeframe discusses the duration sequencing of the process (Lapsley & Midwinter, 2010; OECD, 2011). The approach determines whether the spending review was top-down or bottom-up (Robinson, 2013). Finally the cutback strategy determines how gains were achieved (Cepiku & Savignon, 2012; Jørgensen, 1982; Jørgensen, 1987; Pollitt, 2010).

Table 33: spending review characteristics comparison

	UK	Italy	France
Typology	Strategic and efficiency spending review	Efficiency spending review	Efficiency spending review
Expenditure type coverage	Budget expenditure and mandatory expenditure	Budget expenditure	Government operating costs
Expenditure area coverage	Comprehensive	Comprehensive	Comprehensive
Timeframe	Four year period: 2010-2011 to 2014-2015	Three year period: 2013-2015	4 years: 2008-2012
Approach	Bottom-up	Top-down	Top-down
Cutback strategy	Prioritisation and efficiency gains	Mostly efficiency gains.	Efficiency gains.

To conclude, the spending review carried out in the UK was a strategic and efficiency review, as opposed to the spending reviews carried out in France and Italy which were efficiency reviews. There may be several reasons which explain these differences. First of all, the French RGPP was launched before the global financial crisis, and therefore didn't feature strategic cuts that are, as explained in the literature review, often motivated by urgency and the need to generate savings very quickly. On the contrary, the Italian spending review was launched in 2012 after the global financial crisis. So the Italian spending review, as for the UK spending review, was a reactive intervention to the critical economic situation of the country undermined by the cold fiscal climate. However, at this time the political context on Italy was rather instable (Silvio Berlusconi's demission) and Monti's government ("Governo tecnico") was faced with strict time constraint. In the UK, the spending review was launched just after the regular elections of 2010 and the apparition of a new government (coalition government). For, these reasons, the cutback strategy adopted by France and Italy was rather efficiency gains and managerial reforms whereas in the UK it was a combination of strategic cuts (or centralized priority setting) and efficiency gains. As opposed to France and Italy, the expenditure type coverage of the 2010 CSR was broader. It included budget expenditures and mandatory expenditure whereas in France and Italy it only considered budget expenditures (operating costs). One of the main differences lies in the approach adopted by governments. France and Italy adopted a top-down approach whereas the UK adopted a bottom-up one. Therefore, in the UK the ministries had an important role in the development of savings options. The huge efforts required by the 2010 CSR (broad coverage, and comprehensive spending review; generation of €93 billion savings) may be the rationale for the adoption of this approach. Italy's and France's approaches were motivated by the fact that they allow for great speed of implementation.

The following table summarizes and conclude the empirical case studies. Since the real effectiveness of public engagement in the case of spending review is very difficult to evaluate, this table aims at providing my first qualitative conclusions on the degree of involvement of governments in public engagement. Therefore, this table only compares governments' public engagement practices on the basis of government's involvement, tool sophistication and other criteria. It does not compare the effectiveness of public engagement on spending review.

Table 34: public engagement criteria comparison

	United Kingdom	Italy	France
<i>Public communication</i>			
Spending review information portal	Yes	Only during the last phase	Yes
Presence Social media	Facebook page YouTube channel Twitter account Flickr channel	None	None
Variety of information content	Government actions: legislative texts, reports Spending review presentation: rationale and objectives of spending review, actors, process overview and timeframe Informational content tracking and relating spending review actors' actions and movements (use of	Government actions: legislative texts, reports Spending review presentation: rationale and objectives of spending review, actors, process overview and timeframe	Government actions: legislative texts, reports Spending review presentation: rationale and objectives of spending review, actors, process overview and timeframe

	social media essentially)		
Frequency of update	High: synchronized with spending review actors 'movements and actions	Mostly synchronized with delivery of important spending review outcomes	Mostly synchronized with delivery of important spending review outcomes
<i>Public consultation</i>			
Scale	100,000 suggestions	135,000 suggestions	N.a.
Duration	48 days	28 days	N.a.
Tool sophistication	'Dialogue application' enabling viewing of other citizens submissions and voting of ideas	Online form to fill in on the government website (simple e-mail system)	N.a.
Follow-up/public consultation outcome impact	Explicit list of citizens' suggestions retained for implementation Estimation of citizens' savings suggestions (£0.5 billion)	None	N.a.
Shortcomings	Technical issues due to malicious attacks Some design flaws Criticized for its dubious usefulness	Very poor user experience and transparency Criticized for its dubious usefulness	Lack of consultation highly criticized

In terms of public communication, the approaches adopted by France and Italy are quite similar. Both government informed citizens via the official government website, and to a larger extent the spending review portal featuring RSS feed (a government website section dedicated to the spending review). The information communicated to governments mainly consisted in reporting important spending review outcomes such as new reforms and official reports generated in the framework of the spending review.

Therefore, the frequency of public communication was quite low, and happened every time important spending review results were generated. Both spending review portal provided sections explaining the rational and objectives of spending review, and presenting the actors and the process or roadmap. In both cases, the spending review was presented by governments as one of their main programmes. The approach adopted in the UK included all the aforesaid characteristics but with significantly more involvement. First of all, the government put some real effort to inform citizens as often and consistently as possible about spending review actors' actions and movements. So the spending review public communication did not boil down to the publication of official reports and new measures, like in France and Italy, but also related the "work in progress" phase and actions done (ministers visiting civil servants, announcement of the first measures agreed by ministers and the PEX) in order to develop the spending review measures. In addition, as opposed to the Italian and French governments, the UK government was present on social media. It posted videos on YouTube, photo sets on Flickr, a Spending Challenge page on Facebook, and a Twitter account. All these social media were used as a communication tool to update citizens about the 2010 CSR. To conclude, in terms of public communication, The UK government put more efforts on being present online, providing a higher variety of content and updating citizens as often as possible. The UK approach was much more transparent and accountable.

Only the UK and Italian government used public consultation in the spending review process. In both cases, the public consultation took place during the savings options development phase to help politicians develop spending review measures. Therefore both governments involved citizens in the development phase of policy making rather than during the implementation phase. Consequently, it indicates the will from both governments to promote accountability and democracy. Both events collected

a quite large and similar amount of suggestions but were different in terms of features. The Italian public consultation consisted in a simple form to send to the government via e-mail, while the UK public consultation consisted in a website where citizens could submit their ideas, see other citizens' ideas and vote for the best ideas. Therefore the UK approach was more collaborative and transparent than the Italian one. In addition, the event was twice longer in the UK. Also, as opposed to the Italian government, the UK government took the commitment to literally take the best citizens' suggestions forward and implement them. To do so, the UK government published a list of 25 policies devised directly from citizens' suggestions. Moreover, the government estimated the total contribution of citizens' suggestions on the total savings generated by the 2010 CSR. Once again, the UK government seemed much involved in collaborating with citizens and being more transparent. Italy, instead having the initial idea of involving citizens in the process didn't really go further and deeper in its commitment. Both in Italy and the UK, the public consultation event was criticized and questioned about its usefulness and design. That said, in France the government was highly criticized for not having engaged in better public communication and consultation. This had an impact on the implementation of the measures; trust in government and legitimacy because the spending measures were felt as imposed and anti-democratic. Therefore, these issues raise the question of how to genuinely listen to citizens and collaborate with them.

Table 35 provides an overview of the different public engagement tools used by governments and classified according to if they belong to web 1.0 or web 2.0 technologies. An observation of the tables confirms that UK had a much more interactive approach since they used web 2.0 tools the most. However the diffusion of these tools is still low or very low and demonstrates that the UK government could not interact with large populations of citizens. We could also assume that the government could not really take benefit from

those technologies and leverage significant citizen involvement in the process. The observations also show that governments need to gain in maturity and innovation in order to engage the public in participation through web 2.0 tools. Moreover most of web 2.0 tools are still used for the lowest level of engagement – communication – as well. Table 36 provides a summary of all public engagement tools used through spending review phases by governments. It demonstrates that citizen did not extensively reply to public engagement practices and that therefore the impact on the spending review decision is limited as well. The most significant reply and impact were experienced in the UK during the spending challenge. The consultation experience carried in Italy was similar in terms of reply but did not show any actual evidence of impact on the spending review decisions. It confirms once more that the real effectiveness of public engagement in spending reviews is difficult to evaluate. Table 37 provides the internet links of the various public engagement tools used by governments.

Table 35: web 1.0 and web 2.0 public engagement tools

Country	Web 1.0				Web 2.0			
	Instrument	Diffusion	Tool manager	Level of engagement achieved	Instrument	Diffusion	Tool manager	Level of engagement achieved
UK	Government's website	n.a.	government	Communication	Twitter	103,000 followers	government	Communication
	Spending review portal	n.a.	government	Communication	Flickr	22,000 views	government	Communication
					YouTube	2 channels 4 videos 16,000 views 17 comments	government	Communication
					Dialogue App – Spending challenge	100,000 suggestions	Delib	Consultation
					Spending challenge Facebook page	100 followers	government	Consultation
					RSS feed	n.a.	government	Communication
Italy	Government's website	n.a.	government	Communication	RSS feed	n.a.	government	Communication
	Spending review portal	n.a.	government	Communication	Online consultation form	550,000 accesses 130,000 suggestions	government	Consultation
France	Spending review portal	n.a.	government	Communication	RSS feed	n.a.	government	Communication

Table 36: public engagement instruments summary

Phases		UK						Italy		France
Framework (UK) Spending review 1 (IT) RGPP 1 (FR)	Instrument	Spending review portal	Twitter	Flickr				Government's website		Spending review portal
	Type of engagement provided	Communication	Communication	Communication				Communication		Communication
	Reply by citizens	No	103,000 followers in total	22,000 views in total				No		No
	Impact on the spending review decision	n.a.	n.a.	n.a.				n.a.		n.a.
Review of spending (UK) Spending review 2 (IT) RGPP 2 (FR)	Instrument	Spending review portal	Twitter	Flickr	YouTube	Dialogue application	Facebook	Government's website	Online consultation form	Spending review portal
	Type of engagement provided	Communication	Communication	Communication	Communication	Consultation	Consultation	Communication	Consultation	Communication
	Reply by citizens	No	103,000 followers in total	22,000 views in total	Yes: less than 20 comments in total	Yes: 100,00 submissions	Yes: 100 followers 500 comments	No	Yes: 130,000 submissions	No
	Impact on the spending review decision	n.a.	n.a.	n.a.	n.a.	25 measures taken forward	n.a.	n.a.	No actual evidence	n.a.
Savings options design (UK) Spending review 3 (IT)	Instrument	Spending review portal						Spending review portal	Government's website	
	Type of engagement adopted	Communication						Communication	Communication	
	Reply by citizens	No						No	No	
	Impact on the spending review decision	n.a.						n.a.	n.a.	
Savings options decision (UK)	Instrument	Spending review portal	Twitter	Flickr						
	Type of engagement adopted	Communication	Communication	Communication						
	Reply by	No	103,000 followers	22,000 views in						

	citizens		in total	total						
	Impact on the spending review decision	n.a.	n.a.	n.a.						

Table 37: public engagement tools internet link summary

Country	Tool	Link
UK	YouTube	https://www.youtube.com/user/hmtreasuryuk/videos https://www.youtube.com/user/Number10gov/videos
	Spending review portal	http://webarchive.nationalarchives.gov.uk/20130405170223/http://www.hm-treasury.gov.uk/spend_index.htm
	Facebook	http://www.facebook.com/pages/HM-Treasury-Spending-Challenge/131377053565194
	Twitter	https://twitter.com/hmtreasury
	Flickr	http://www.flickr.com/photos/hmtreasury/
Italy	Government website	http://www.sitiarcheologici.palazzochigi.it/www.governo.it/aprile%202013/www.governo.it/index.html
	Spending review portal	http://www.sitiarcheologici.palazzochigi.it/www.governo.it/aprile%202013/www.governo.it/GovernoInforma/spending_review/index.html
France	Spending review portal	www.rgpp.modernisation.gouv.fr

The critics about public engagement practices carried out in the three countries somewhat underline discrepancy between democratic rhetoric and apparent failure to partner with citizens. The case of France shows that engaging in spending review supported by political discourses promising better value for money and better public service delivery for citizens is not enough to boost democracy. RGPP reforms were felt as imposed and therefore anti-democratic by public sector workers and trade unions. Citizens and public sector's frontline staff want to be consulted, trusted and to be heard. The case of the UK and Italy seem to show that simplistic dependence upon communication technologies as guarantors of government citizen connections doesn't ensure fully accepted and useful consultation. It takes more than YouTube videos, Facebook pages, and large-scale web public consultation to convince citizens and effectively partner with them. Indeed, governments should devise a social media and new technologies strategy to engage with the public in order to make reach more citizens and make the whole experience more attractive and interactive. Social media are, I think, a crucial element that governments should be able to leverage in order to reach those people that are unable or unwilling to participate. Also, could it be that the case better collaboration with citizens and democracy are best reach through the introduction of small-scale projects related to particular issues or communities rather than mass public consultation? "Could it be the case that neither deep listening nor rich deliberation are compatible with a political communication system that can only register winners and losers; policy triumphs and humiliations; black and white" (Coleman & Blumler, 2011) ? Finally, the limited success of public engagement may also come from some kind of resistance from citizens or experts to act as equal partners with governments. Citizens might be unwilling to be considered as simple voters

but also as practical owners of the State. There is also maybe the fact that experts have suspicions about engaging citizens in process as complex as spending reviews. They may worry that citizens don't have the sufficient specialized knowledge to take wise decisions or correctly level their expectations of what is possible to reach in terms of outcome. Therefore it is important to find the right balance of expertise and public engagement in order to correctly devise the right level of engagement to adopt for spending reviews.

I want to acknowledge the limitations of this study and indicate avenues for further research.

The approach adopted for the web content analysis about spending review and public engagement was qualitative (or exploratory). Consequently, the web content analysis could be further improved by adopting a quantitative and more systematic approach and extending the population from which data are drawn. Generally, as a matter of fact, data collection could be improved.

Quantitative Statistical methods could be used to evaluate in a more precise way what is the actual degree of usage of social media for public communication.

In addition to the degree of involvement of governments in public engagement, an analysis of the actual impact of public engagement practices on spending review effectiveness could be further explored. Moreover, In addition to simply perform an analysis of public engagement tools used by governments during spending review, further research could focus on providing guidelines and recommendation on what are the most effective public engagement tools to use in the case of spending reviews.

Finally, in an attempt to generalize some principles and draw best practices in terms on public engagement during spending reviews, the sample of country for the study could be further increased.

Appendix A: typology of public engagement mechanisms

<i>Mechanism Classes</i>	<i>Examples</i>	<i>Characteristics</i>	<i>Descriptions</i>
Communication type 1 (traditional publicity)	Information broadcasts ("publicity" via television, newspaper, and/or radio)	Controlled selection Set information Non-FTF	These are traditional communication mechanisms, typically used as part of public information programs, through which a particular population is targeted with set information, via a variety of (non-FTF) media. They are regularly used by councils in the UK to publicize aspects such as how council tax is spent.
Communication type 2	Public hearings Public meetings (with questions and answers)	Uncontrolled selection Flexible Information FTF	These mechanisms rely on the public to come to the information rather than vice versa. As such, the involved public is largely self-selected and biased in terms of those most proactive and interested. Information is communicated face-to-face by sponsors to those involved and is variable, depending to some degree (often small) on what participants ask. Public hearings are often required when some major government program is about to be implemented or prior to the passage of legislation; public meetings may be initiated by a local authority or convened in response to citizen concerns.
Communication type 3	Drop-in centers Cable TV (not interactive) Internet information	Uncontrolled selection Set information Non-FTF	These mechanisms rely on the public to come to the information. Drop-in centers (frequent in most UK authorities) involve staffed information distribution points at which citizens can stop to ask questions, review literature, or look at displays or exhibitions concerning a project in the area. More modern methods supply information via the Internet (e.g., council plans on a Web site) or cable TV (e.g., the Parliamentary Channel in Britain). The information is set in that the public can only acquire what sponsors make available, although it is variable in depending on what is sought and when. Although there may be FTF contact with drop-in center staff, these tend to be representatives of decision makers directing the public to appropriate information rather than significant information sources in themselves.
Communication type 4	Hotline	Uncontrolled selection Flexible information Non-FTF	As with type 3 mechanisms, these rely on public initiative. Information is flexible, however, and supplied in response to individual query. Information is not provided FTF but via some other medium, such as the phone. A hotline allows citizens to phone in questions on a particular project and receive either a direct answer or an answer by return call.
Consultation type 1	Opinion poll Referendum Survey Telepolling/voting	Controlled selection No facilitated elicitation Closed response mode Non-FTF Structured aggregation	These mechanisms are essentially highly controlled ways of acquiring answers to specific questions from large samples. Quantity of data is more important than quality (there is no facilitation of the elicitation process, responses are closed/limited, and there is no FTF interaction). Notable sources of within-mechanism variance include whether there is direct impact of elicited responses (yes for referenda; no for surveys, opinion polls, and advisory referenda, or "preferenda") and the precise medium of transmission (i.e., whether postal or over the phone; e.g., telepolling/voting). ^a
Consultation type 2	Consultation document	Controlled selection No facilitated elicitation Open response mode Non-FTF Unstructured aggregation	This class aims to attain open responses on a significant issue. The typical mechanism is the consultation—in which a document is sent to a list of potentially interested people (often, representatives of interest groups and other organizations) with limited time available for open commentary. Potentially, nonselected others may contribute but may find it difficult to do so if they are outside of the information loop. See type 3 for consultations that deliberately aim for wider input.

<i>Mechanism Classes</i>	<i>Examples</i>	<i>Characteristics</i>	<i>Descriptions</i>
Consultation type 3	Electronic consultation (interactive Web site)	Uncontrolled selection No facilitated elicitation Open response mode Non-FTF Unstructured aggregation	As type 2, but with uncontrolled selection. Some local authorities in the UK have intranet sites inviting e-mail messages from citizens on particular local issues or service matters.
Consultation type 4	Focus group	Controlled selection Facilitated elicitation Open response mode FTF Unstructured aggregation	This type of consultation emphasizes quality of information over quantity, with effort expended to facilitate the information elicited with FTF interaction. It is typified by the focus group, which may involve as many as a dozen people facilitated in discussion of a general issue. Because there is no significant sponsor information, this may be seen as a consultation rather than participation mechanism.
Consultation type 5	Study circle Open space	Uncontrolled selection Facilitated elicitation Open response mode FTF Unstructured aggregation	This type is similar to type 4 except that participant selection is uncontrolled (participants self-selected). It is typified by the study circle (frequent in Sweden and the US). In this, a group of 5-20 people meets to discuss an issue or study a series of books: they come together for at least three sessions with a volunteer facilitator/group discussion leader. Guidelines are laid down for the conduct of the discussion. Open space involves large assemblies of self-selected participants who identify issues, which are discussed in smaller workshops before participants come together for a final plenary session.
Consultation type 6	Citizen panel—group based (e.g., health panel)	Controlled selection Facilitated elicitation Open response mode FTF Structured aggregation	The main example of this type is the standing citizen' panels (e.g., health panel). This is characterized by the choice of representative participants who meet in a facilitated group setting. Unlike the focus group, the panel may meet several times a year to debate different topics (i.e., views may be traced throughout time), with members rotated off after a while. At the end of meetings, opinions are usually aggregated via some form of vote/secret ballot. Consultations may also take place via mail (i.e., non-FTF, a different mechanism class).
Participation type 1	Action planning workshop Citizens' jury Consensus conference	Controlled selection Facilitated elicitation Open response mode Flexible information FTF Unstructured aggregation	The mechanisms of this type are characterized by the controlled selection of participants, facilitated group (FTF) discussions, unconstrained participant responses, and flexible information input from the sponsors, often in the form of "experts" who are available for questioning by the public participants throughout a number of days. The group output is not structured as such and may depend on social and psychological group factors (dogmatic individuals, and so on). ^b
Participation type 2	Negotiated rule making Task force	Controlled selection No facilitated elicitation Open response mode Flexible information FTF Unstructured aggregation	This class of mechanisms is structurally similar to type 1 but with the difference that there is no facilitation of the information elicitation process. In many ways, they are simple group processes with no specific facilitation—of input from group members, or aggregation of opinions. The examples noted here use small groups of participants (public representatives), with ready access to all pertinent information, to solve specific problems. ^c

<i>Mechanism Classes</i>	<i>Examples</i>	<i>Characteristics</i>	<i>Descriptions</i>
Participation type 3	Deliberative opinion poll Planning cell	Controlled selection Facilitated elicitation Open response mode Flexible information FTF Structured aggregation	This class is also similar to type 1 but with the essential difference that structured aggregation takes place. In the case of deliberative opinion polling, the selected participants are polled twice, before and after deliberation on the issue (and questioning of experts); and in this process, structured aggregation of all participant opinions is attained. In the case of planning cells (a German mechanism), these tend to use various decision aids to ensure structured consideration and assessment, and hence aggregation, of opinions.
Participation type 4	Town meeting (New England model)—with voting	Uncontrolled selection No facilitated elicitation Open response mode Flexible information FTF Structured aggregation	This mechanism class differs from the others on a number of dimensions. Importantly, selection is uncontrolled, and there is no facilitation of information elicitation, although aggregation is structured. The archetypal exam is the town meeting (New England model), in which voting (aggregation) takes place after debate between self-selected participants. ^d

NOTE: FTF = face-to-face.

a. Doorstep or street surveys are FTF and might be considered a separate mechanism.

b. The ostensible aim of specific mechanisms may be to gain consensus (e.g., consensus conferences), and facilitators may work toward this, although formal aggregation mechanisms are not specified.

c. This is not to say that meetings are not chaired and that there is no control at all of the group process, but rather that control is limited, with emphasis on solving a problem rather than gaining fair consideration of all views.

d. The presence of public input differentiates this participation mechanism from the normal public meeting, which is a communication mechanism.

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