

Learning to Become an e-Citizen: The European and Italian Policies

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Abstract. It is almost generally acknowledged that the application of ICTs may represent a strong vehicle for social innovation and progress in the hands of governments, of political representatives and of citizens. So, when the focus is on *e-Democracy*, which nowadays represents one major strategic approach of ICT applications, it must be interpreted and explored in connection with the more general, traditional and philosophical concept of *Democracy*. In the World Wide Web context the citizen becomes an *e-Citizen*: this means that citizens must learn how to turn real citizens of an electronic community and how to use the Internet possibilities in order to become aware of what *e-Citizenship* implies.

1 Democracy in Modern Societies

It is almost generally acknowledged that the application of ICTs may represent a strong vehicle for social innovation and progress in the hands of governments, of political representatives and of citizens. So, when the focus is on *e-Democracy*, which nowadays represents one major strategic approach of ICT applications, it must be interpreted and explored in connection with the more general, traditional and philosophical concept of *Democracy*.

The consideration whether or not *e-Democracy* shall be a natural extension of representative and liberal democracy, as practiced today in most western countries is not to be neglected. Before debating on the possibilities and prospects of *e-Democracy* implementation, it is necessary to understand the meaning of *Democracy* and what it nowadays implies.

Theories on democracy are numerous. Throughout the centuries, democracy has undergone many changes, as the size of the citizenry has evolved from a narrow, exclusively defined body that participated in a collective will within small city-state (*direct democracy*), to a universal suffrage system (*representative and liberal democracy*).

Conceptually democracy may be defined in relation with political participation, representation and the citizens' capacity to choose freely¹ [10].

According to James Fishkin [9], four conditions are necessary for citizens' political participation and engagement: political equality, deliberation, participation, and non-tyranny².

According to the philosopher Alain Touraine [13], representative democracy takes place when "there is a democratic will to enable those who are subordinate and dependent to act freely and to discuss rights and guarantees on equal terms with those who possess economic, political, and cultural resources."³ So, the concept of citizenship is based on a guarantee that all citizens of a country have the same legal and political rights, regardless of their social, religious, or ethnic background and implies that individuals are actively responsible⁴.

Since it is becoming apparent that the emergence of *e-Democracy* is starting to have some impact on both governments and society, a few questions need to be posed if we are moving to a new form of democratic participation. Does the evolution of *e-Democracy* practices enhance the democratic system currently present in societies or is this change able to bring to new forms of democracy?

2 e-Citizenship in the Knowledge Society

A citizen is an active member of a community or society provided with rights and duties conferred by that community. In the Information Society and the World Wide Web context the citizen becomes an *e-Citizen*: this means that citizens must learn how to turn real citizens of an electronic community and how to use the Internet possibilities in order to become aware of what *e-Citizenship* implies. Generally speaking the concept is integrated with aspects specifying it significantly: they are *e-Democracy* and *e-Government*.

e-Democracy refers principally to the participation in a government or democratic activity online or to using the Internet to further a cause or express an opinion, that is online participation in an *e-Society* [4]. It is widely believed that the Internet enables people to connect from all over the world who share the same beliefs and principles through websites or e-mail discussion groups and this would result in the changing of government policies. In this way existing communities will be altered and new ones might emerge with new relationships and new citizenship scopes.

The notion of *e-Government* is very recent and covers the possibility of public administrations to offer services and information through new media or interactive tools, taking advantage from the innovative prerogatives brought about by ICT.

¹ David Held, *Models of Democracy*, 2nd Ed., Stanford, CA: Stanford University Press, 1996: xi

² James Fishkin, *The Voice of the People*, New Haven and London: Yale University Press, 1995: 34–41

³ Alain Touraine, *What is Democracy?* Translated by David Macey, Boulder, Colorado: Westview Press, 1997, p. 11.

⁴ Ibid, 1997, p.19

e-Democracy and *e-Government* issues are therefore key factors for the development of *e-Citizenship*.

In order to take advantage of new *e-Democracy* and *e-Government* resources, individuals need to attain an interdisciplinary basic education giving attention to those issues referring specifically to the implementation of *e-Government* policies and to the new citizens' possibilities arising from an *e-Democracy* prospect. This may include an understanding of how change can be brought about and what individuals can do in relation to these issues.

The creation of an *e-Democracy* system will allow citizens to participate more actively in politics, subsequently bringing greater clarity to the decision-making process of their elected political representatives and taking part to local government's activities through online tools, or using the Internet for expressing their opinion or suggesting new important initiatives. On the other side, citizens will have the opportunity to access any kind of information of interest for them at a convenient time and place through websites which are rich of updated and relevant information.

Within this general framework attention is to be focused on those features of *e-Government* and *e-Democracy* which are essential for developing and implementing *e-Citizenship*, starting from a consideration of European and Italian official documents where these approaches are identified as priorities for the realization of the Knowledge Society.

3 e-Democracy Definition and Features

In recent years, when dealing with *Electronic Democracy* and the new communication space offered by telematics networks, reference is made to those aspects which identify computer-aided democracy with direct democracy, that is the access to politically relevant information (*teleconsulting*), the availability of pluralistic discussion places (*electronic conferences, newsgroups and e-forums*) and the possibility for all to intervene in decision-making (*e-voting, permanent polls, televoting*). Therefore, *e-Democracy* means that citizens will not only use technology to inform themselves about current events, but will also use it as a voting tool in both their national and local elections or administrations and as a means for active participation.

According to the OECD Public Administration Group (PUMA) that has been conducting extensive studies on *e-Government* and *e-Democracy*, three main components are required for implementing online interactions between governments and the citizens: information, active participation and consultation.

A Scottish organization, the International Teledemocracy Centre, aiming at strengthening democracy through the use of innovative ICTs stressed the attention on two relevant types of relationships between governments and citizens, the one where citizens are given the opportunity to give feedback on specific issues; and the other, based on partnership where citizens are actively engaged in the policy-making process.

According to the definition given by Steven Clift [2], an expert in this field, *e-Democracy* means the use of information and communications technologies and

strategies by *democratic actors* within the political practices of national, regional and local communities: they can be identified as governments, elected officials, media and major online portals, political parties or interest groups, civil society organizations, international governmental organizations or citizens/voters. However, nowadays only citizens can experience *e-Democracy* as a whole.

Other theoreticians such as Coleman & Gotze [3], Van Selm & Hollander, argue that *e-Democracy* implies the use of ICTs and of computer-mediated communication to favour active citizens' participation; it also supports a collaboration between the actors of policy decision-making without the limits of time and space whether acting as citizens, or as elected representatives, or on behalf of administrations, parliaments or associations within the political processes of all stages of governance.

According to Tsagariousianou, electronic democracy consists of three components: information provision, deliberation, and participation in decision-making.

In more digitally developed countries democracy is experimented as *e-Citizenship* at some level of governance and public life, while in the majority of the other countries the impact of *e-Democracy* reaches actually most of the public only through its influence on traditional media.

By giving emphasis to *e-Democracy* and *e-Citizenship*, some benefits are to be expected. When governments make information and policy available online, citizens may become more aware of public affairs and when participating in the decision-making process, better choices and decisions will be taken. When governments establish an online presence (*civic nets* or *portals*), they may take full advantage of ICTs enabling an open dialogue between policy-makers and civil society and receiving citizen comments and feedback. In addition, political groups can run online advocacy campaigns and political parties may promote their programs online.

Of course *e-Democracy* may increase its benefits, as technology enhancements and online trends from the Internet are continuously being adopted and adapted to political and governance purposes. As e-mail, wireless networking, weblogs and other tools move in from other online content and technology areas, innovation and change catch up.

Traditionally, citizens participate through voting and other means allowed by a State constitution such as the referendum. However, with *e-Democracy*, not only can citizens provide feedback, they can interact through discussions, negotiations, and other methods that would have normally required personal interaction. Online discussion groups or forums, which can increase citizen participation in policy and complement existing democratic structures, may become the premises for two new potential instances, such as *e-Voting* and *e-Participation*.

e-Participation focuses its attention on the implementation of digital tools for developing a new kind of relationship between the citizen and the public decision-maker, that is, a direct and immediate dialogue between them, while *e-Voting* means that the citizen's right to vote will be expressed utilizing new technologies.

However, both electronic voting and participation are more a theoretical approach than a practical reality, although technology has advanced to the point that systems can guarantee total security and reliability.

4 European Actions in e-Democracy

e-Democracy implementation is being greatly stressed by the European Union, as it appears in recent political actions, two of which are to be mentioned as particularly significant [5].

On 6 December 2001 the Committee of Ministers of the Council of Europe adopted the Recommendation No. 19/2001 addressed to Member States on the participation of citizens in local public life. This document considers the participation of citizens as the core of the idea of democracy and their involvement in political activity and in decision-making as the lifeblood of any democratic system. Member States are to adopt some basic principles for improving local democratic participation within their national system, aiming at assuring the rights of citizens to have access to clear and comprehensive information about their local community and to have a say in political decisions affecting their community's future. They must also seek for new modalities to enhance civic consciousness and promote a culture of democratic participation shared by citizens and local authorities; they are to develop the awareness of belonging to a community, to encourage citizens to accept their responsibility and to contribute to their community life, to give major importance to communication between public authorities and citizens, so that local administrators pay attention to demands and expectations of the population.

Together with these principles some general steps and measures for encouraging and reinforcing citizens' participation in local public life are indicated.

One key measure is that which aims at "*improving citizenship education and incorporating into school curricula and training syllabuses the objective of promoting awareness of the responsibilities that are incumbent on each individual in a democratic society, in particular within the local community, whether as an elected representative, local administrator, public servant or ordinary citizen*". As regards young people in particular, the attention is given to the school system which is to be developed as a major common arena for promoting participation and democratic learning processes.

Another key measure refers to enhancing participation in local elections through more convenient voting procedures, such as the introduction of new voting options (*postal voting, post office voting, electronic voting, and so on*).

To favour the implementation of these actions, during the Greek European Presidency in 2003 the European Union undertook a very important initiative: *e-Vote: vote for the EU YOU want* [8].

The project aims at experimenting the use of the Internet and of new technologies for getting more people involved in the discussions and decision-making process of the EU government. It refers to the adoption by the European Union of some experimental *e-Democracy* tools. According to the project a website (<http://evote.EU2003.gr>) has been organized into different sections through which Europeans may have access to different relevant topics and can participate in decision-making. The section *Online Voting* refers to how well the EU is working today, to ideas for changes and future reforms in issues such as environment, immigration, economic growth, social exclusion and foreign affairs. The section entitled *Special Votes* relates to special meetings and events on key issues such as

State enlargement, drug policy, peace and security. In the section named *Your Question*, the citizen can ask questions to politicians on important topical issues. *Your Voice* is an open-ended section where citizens can make their comments and offer their ideas and suggestions about anything is important to them, to Europe and to the collective future and *New Features* offers innovative and creative opportunities to use technology for active participation. At the moment this website has been accessed by more than 180.000 *e-Voters*.

5 Italian Political Policies in e-Democracy

Following up the strategies set out by the European Union for the development of the Knowledge Society, in recent years also the Italian government has shown great attention to change and innovation not only in the digitalization of public administrations (*e-Government*), but also in the contemporary enlargement of citizen participation to political strategies in order to move the community towards a global *Governance*.

Therefore, any action towards these directions must be based on a coherent and organic set of initiatives involving not only infrastructures, service tools and distribution systems but also contents, that is the management of change and of consequent legal adjustment as well as the development of new cultural involvements [11].

The main steps of the Italian political strategy [6] are represented by the adoption of an *Action Plan for the Information Society* approved on 16 June 2000, integrated by a more specific *e-Government Action Plan*, approved on 22 June 2000, and by the approval on June 2002 of the *Government's Guidelines for the Development of the Information Society*. However, only most recently the Italian Minister for Innovation and Technologies has promoted specific actions for the development of *e-Democracy*. In fact, at the end of October 2003 the Government has effectively launched the second phase of *e-Government* implementation within regional and municipal authorities, consisting of various action lines, two of which specifically devoted to the introduction of digital citizenship (*e-Democracy*).

The *e-Democracy* action aims at promoting the use of ICTs as the main tool for developing citizens' participation to public administration life with the aim of improving the efficiency of political decisions and their sharing by all involved actors.

This action is strictly connected with the one promoting education and training as ways for enhancing innovation and *e-Government* implementation. The stress is on *virtual education*, based both on *e-learning* tools and on the creation of *specific masters on e-Government issues* to be organized in collaboration with university centres.

6 e-Democracy Trials

A few limited cases of online public engagement in policy-making have already been experienced all over the world [12]. Where examples can be found, they are of an

experimental nature as online public participation is still in its infancy. Almost all of the cases analyzed are characterized by two problems: too few people know about experimented trials; governments fail to integrate them into the policy decision-making process.

6.1 e-Democracy Experiences in the World

Numerous studies are under way on how to implement electronic voting and participation and a certain number of highly circumscribed cases have already been experienced all over the world although they are mostly limited to *e-Voting*. The first example may be considered the distant *e-Voting* procedure experienced in Arizona in 2000 during the election of the representative of the Democratic Party to the US Presidency. The voters, besides the traditional method, were able to express their preferences by means of a special electronic voting card going into specially equipped polling stations spread all over the State or by simply utilizing their personal computer.

The last municipal elections that took place in Great Britain in 2002 are also an interesting example. The electronic vote was experimented in 29 districts together with the traditional paper method. The citizens by means of smart cards enabling them to exercise their electoral right could vote by simply touching the screen of *ad hoc* computers. Some of them could also use sms messages on cellular phones.

Since experiences from abroad have shown that the use of the Internet can increase voter participation, especially among young people and that this approach is cheaper and more efficient when the votes are to be counted, other countries are going to experiment *e-Voting* in the near future.

The Danes will experiment with *e-Vote* in the European Parliament election 2004. In fact, 15,000 Danish voters in the Council of Ishoj, near Copenhagen, are to participate in an experiment on Internet voting in the European Parliament elections of next June. The Ishoj Council joined up with the European Parliament office in Denmark in order to enable Internet voting on voluntary base.

The Estonian Government recently announced its plan to introduce on-line voting for general elections.

The canton of Geneva in Switzerland is planning to allow remote voting by the Internet for its local elections this year and, in Germany, cities such as Bremen and Cologne have announced that citizens will be able to vote online by 2006.

6.2 e-Democracy Trials in Italy

Electronic voting and participation through the Internet have been experienced also in Italy [1], where it is possible to make polls, to vote and to take part to political decisions in those local governments where civic nets have been implemented. Italian civic nets, started in 1995 and presently almost completely spread throughout Italy, offer citizens the opportunity to contact local governments, although they have been created for giving access to public services.

There are only a few *e-Democracy* trials which can be identified in the Italian political framework, with *e-Voting* experiences being the majority with respect to *e-Participation* examples.

Recently some Italian municipalities have experimented *e-Voting* procedures, participating at a large European project called *e-Poll (Electronic Polling System for Remote Voting Operations)* [7] financed by the European Commission within the 5th Framework Programme. The *e-Poll* partners were six: the Italian Ministry of the Interior, Siemens Informatica, France Telecom, Ancitel, Aquitaine European Communication and Municipium.

The main goals introduced by *e-Poll* concern the organization of voting processes and the promotion of the *European Virtual Ballot Network (EVBN)* for supporting new voting procedures. This network will make it possible to use *e-Poll* kiosks anywhere, within a private, reliable and protected context wherever constituents may be on the election day. The voter-recognition system is based on an innovative smart card with an embedded biometric fingerprint reader, which performs voter recognition with absolute security.

Besides reliability and security, this project aims at challenging the different countries involved on the following issues: need to adapt legislation, need for full confidence in the voting process on the part of voters and the administrative authorities, and the guarantee of preservation of current roles in the election process. Its final aim is to build up an *e-Voting* prototype to be implemented in each Member State of the European Union.

The first pilot phase was experimented in Italy between 2001 and 2002 by the municipalities of Avellino, Campobasso and Cremona.

During the constitutional referendum held in October 2001 Avellino was the first Italian municipality adopting the remote electronic vote. All citizens belonging to a specific polling section (section number 1) were requested to express their vote not only by the traditional paper card in the regular polling station but also by utilizing an electronic voting card in a polling station equipped with electronic devices. This special *e-Poll* card, commonly called *Polly*, identifies the citizen as it contains his/her personal data and his/her right hand forefinger print and replaces the traditional recognition of the citizen by the polling station president. These digital votes were crypted with no reference to the electors and directly received by the virtual ballot box of the Ministry of the Interior for the final counting.

One year later this experimentation was repeated during the administrative elections in Campobasso.

The municipality of Cremona tested the *e-Poll* system simulating an election on two specific items (pedestrianization and mobility) of interest to the local community. A sample of one thousand citizens was selected and invited to vote by means of an electronic voting card on a fixed election day in three specially provided kiosks.

After these experiments, other municipalities started their trials. The municipality of Milan, for instance, is developing the *TruEVote (A secure and TRUstable IntErnet VOTing systEm)*. The project aims at building up an electronic voting system based on the Internet and the digital signature, but also on the requisites directly proposed by the potential voters. Also the Italian government established in its *Guidelines for the Development of the Information Society* an extended trial during the 2004

elections for the European Parliament and for local administration governments (*election day*).

As for *e-Participation* trials, the *Iperbole* Project experimented by the Municipality of Bologna in 1999 is to be identified as the first significant case. The local government, before deciding on a certain matter, puts the draft of its decision online in an appropriate space of the civic net and leaves such a draft for 15 days, during which all citizens can express their opinion on the topic and in this way participate in public decision-making. Another example is that of the municipality of Jesi, which has recently activated an *e-Participation* section in its civic website, where citizens can make their comments and suggestions on the specific drafts on which the Administration seeks the citizen's opinion.

Other municipalities followed these examples, such as Rome, Milan, Turin and Venice. However, the evolution towards the implementation of *e-Democracy* models all over the country is speeding up day after day.

7 Promotion e-Democracy through Learning

As already underlined, it is impossible to attain huge transformations within the public administration system without, at the same time, focusing attention on the human resources involved in the use of services (*citizens*) and in the realization of them (*public servants*).

It is well known that large sections of the population do not have the necessary knowledge required for using information technologies and, therefore, risk being excluded from the digital revolution unless massive policies favouring widespread computer literacy are to be promoted. Digital literacy initiatives are, therefore, to be considered the major tool for promoting innovation in the various fields of the community economic and social life and for moving towards the Knowledge Society. Moreover, schools and universities are recognized as the basic channels for digital literacy and, in order to offer global responses, proper training and updating courses are to be implemented and present curricula are to be adjusted in order to include attention to innovation problems.

The transformation of abilities of human resources (comprising citizens and public servants) can be managed by traditional means (*classroom teaching*), but especially through innovative approaches, such as, *e-Learning*, which in different official documents is acknowledged as the most suitable tool for attaining the expected results. The importance of *e-Learning* derives from the urgent need for providing a sort of ongoing retraining of skills which are becoming obsolete very quickly, while the traditional education model appears to be no longer sufficient.

As to the conceptual framework of this kind of education, attention should be paid to technical issues able to guarantee a basic technological background and to political and legal issues, essential for the promotion of the Knowledge Society, especially those referring to the cultural involvements of *e-Government* and *e-Democracy*. As already underlined, in fact, *e-Democracy* has no future without the realization of *e-Government* issues.

It is therefore useful to focus the attention on those educational initiatives that are being carried out in Italy for the training and updating of public servants and for the acquisition of basic digital literacy by general citizens.

From a brief survey on recent teaching experiences in the field it emerges that the attention is prevalently focused on university graduate or postgraduate courses for giving young people some professional expertise, as it appears from a few selected examples.

A Master's for lifelong learning was promoted this year in Rome by the European School of Economics, entitled *Internet Law*, dealing with the issues of Information Society and globalization (privacy protection, *e-Commerce*, digital signature, cybercrimes, digital intellectual property, *e-Government*) and some *e-Learning* seminars on PA innovations and on *e-Procurement* and *e-Commerce* for lawyers were also held.

Other Masters' were organized by the University of Camerino (*Law, Economics and New Technologies*), Bologna (*Information Technology Law and Legal Informatics*), Pavia (*New Technologies for the Public Administration and E-Government*) and Rome (*Ma.Go.L. -Local Government Management and Institutional Communication and Organisation through Advanced Technologies*).

The Master's held in Camerino is a post-graduate course, aiming at training qualified experts in the use of new technologies and at making them aware of the legal aspects involved. Teaching is partly traditional and partly online. The course consists of 10 modules, dealing with computer science aspects, digital literacy, legal informatics, *e-Commerce* from the economical and legal point of view; digital documents, domain names, computer crimes, telecommunications law; a module is devoted to *e-Government* issues, treating specifically the relations between technology and PA, the right of access, legal documents drafting and *e-Procurement*.

The Master's held in Bologna was promoted by CIRSIFID and focuses especially on the main domains of information technology law (*e-Commerce*, intellectual property, privacy protection, security, digital signature, informatics applied to the Public Administration).

The Master's held in Pavia aimed at training on technological and legal responsibilities strictly connected with *e-Government* and *e-Democracy* issues.

One Master's which is held between February and July 2004 will be devoted to the *New Communication Technologies Law*, with special reference to Internet Law. The course is organized by the Catholic University in collaboration with the Ragusa Municipality and the electronic journal "Diritto&Diritti" and aims at preparing new professional figures particularly skilled in the application of technological tools and legal issues arising from the development of the Information Society. It is a course based on the so-called *blended learning* approach, that is some distant online lessons are held in addition to traditional classes. Teaching materials are available online in the www.diritto.it website.

The course deals with a general legal framework of Information and Communication Law, with Private Computer Law (*e-Commerce*, electronic contracts, digital signature in the European and in the Italian context, domain names, Software Protection) and with Electronic Administrative Law (subjects and activities of new technologies management, digitalisation of Public Administration, *e-Government*, *e-Democracy* and *e-Procurement*).

Another Master's to be mentioned is the one organized by the University of Rome (Roma Tre) on the *European Citizenship and Public Administrations*. The attention is on the European legal context, that is the historical background, the institutional framework of UE and the European fundamental rights Charter, the instances of the European citizenship with special reference to *e-Government* and *e-Governance* issues.

None of the courses are expressly devoted to enhance the citizens' awareness towards participation to the governance of public administration, while the realization of *e-Citizenship* has already shown, at least at theoretical level, the sprouting of new citizens' fundamental rights, skills and prerogatives which are to be considered in the new objectives of education and lifelong learning.

8 Conclusions

The engagement of citizens in policy-making does not mean diminishing, but on the contrary strengthening the representative relationship. ICTs provide new opportunities to connect citizens to their representatives, resulting in a less remote system of democratic governance. Providing them with appropriate information about policy issues and utilising public experience and expertise in the policy formation process, requires anyhow the development of a critical and deliberative political culture.

Therefore, to make full use of *e-Democracy* and *e-Government* resources, individuals need to have a basic level of technological, legal and political literacy. Thanks to *technological literacy*, in particular, they would be able to access to the Net for analysing all information sources contained in the telematics networks, while through *legal literacy* they could become aware of their rights and duties with respect to the Knowledge Society and, finally, through *political literacy*, they will become able to interact and debate with their local institutions and administrators.

The right to digital literacy as a lifelong education becomes fundamental for the development of the Knowledge Society and moreover represents an evolution of the fundamental right to education.

Anyhow, if we consider the present panorama outlined above, we can observe that we are still far away from the realization and globalization of a *lifelong education right* as a fundamental right for each citizen. The way is still long. Courses oriented to offer basic digital literacy to ordinary citizens are very rare. Only some post-graduate (Masters') were promoted in some main university centres, but they are usually attended by graduate students wishing to locate themselves within the evolution process of the Information Society.

At the moment it seems very worthwhile - also the recent Italian official document sets forth - to create *ad hoc* university *curricula* and *Masters* specifically oriented to *e-Government* and *e-Democracy* issues. These should be inserted within the law school system or applied in post graduate courses, in order to create new skilled professionals able to better implement *e-Government* actions and to support citizens in becoming more aware and informed of their rights and of the services available to them.

Anyhow, it is to be pointed out that even if priority is to be given to the training of public servants, who are the first actors involved in the development of the Knowledge Society and, therefore, the right people for promoting change and innovation in the citizens' behaviours, it would be also necessary to organize specific courses on *e-Democracy* culture and tools for offering the general public the opportunity to become aware of their new rights and possibilities.

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