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À PROPOS DE NOUS

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ABOUT US

The **International Journal of Open Governments / Revue Internationale des Gouvernements ouverts (RIGO)** is an academic journal created and edited by Irène Bouhadana and William Gilles at IMODEV, the Institut du monde et du développement pour la bonne gouvernance publique.

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DIGITAL PUBLIC ADMINISTRATION AS EXPANSION AND REDEMPTION OF CITIZEN PARTICIPATION – THE BRAZILIAN SYSTEM “FALA.BR”

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With the emergence of what is called 4.0 Revolution, with the technology advance, in the actual social, economic and ideological contexts all marked by relations and communications mediated by technology, there is no way for the Public Administration's future then using the same technology.

The Administration must get adapted to the technological reality in order to rescue the democratic participation of the collectivity especially from new generations.

Technology can contribute to the dialogue between Government and the collectivity, in order to enhance democratic participation, from distinct people, moving away from merely formal democracy centered on the famous binary “yes” or “no”.

In view of a dialogical and democratic Public Administration, more opened to the citizens and to their participation, the use of technology, as a form of open and dialogical government it is one way to achieve good public governance with expansion and redemption of citizen participation.

The Brazilian system named “fala.br” is an example of an initial project of interactive digital system of open government that allows change of data with all federal organs and with these and other federated organs and, the most important, with the citizens.

§1 – DIALOGICAL AND DIGITAL PUBLIC ADMINISTRATION

With the constitutionalization of administrative law, which has been occurring in several countries, including France and Brazil, the democratization of public administration is defended, with the change in the way in which it relates to individuals and in the implementation of, thus, of a public dialectical, consensual, concerted administration, closer and accessible to the collectivity.

It is estimated to achieve greater democratic legitimacy when state action comes from the dialogue with the members of society, as they will be directly affected by the exercise of the Public Power,

and presupposes the deliberations, discussions and decisions of their Members.¹

The Administration, thereby, is compelled to review its authoritarian model of management of the public thing, thus the Consensual Administration acts through negotiation procedures. The transformation of the Public Administration seeks to expand the forms of administrative participation, including decisions, in order to legitimize them and thus will be more easily accepted and fulfilled.²

Public management, traditionally bureaucratic, monolithic and imperative, gives way to a creative, flexible conception, guided by consensus, visibility and control of results. Political and administrative dialogues become more democratic and procedural, in order to modify a decision imposed in composed and the government, proper to closed societies, also gradually becomes governance, of open societies, with solutions negotiated and dialogued.³

Batista Júnior and Campos⁴ comment that the state bureaucratic structure should become less authoritarian, without abandoning the bureaucratic model. The Public Administration can adopt a concerted model of action, with co-participation, respecting the public legal regime.

One of the directions of citizenship from this democratization of public administration is the modification of the role of people, from subjects to citizens, through the implementation of substantive democracy with the expansion of participation, which is not restricted to elections, legitimize the performances of the Public Power. Substantive democracy represents a constant dialogue of society with the governing apparatus and this interaction decisions, in addition to legal, will be legitimate, practiced according to the wishes of the collectivity.⁵

The digital technology works as a facilitating instrument to public's space democratization, enables the dialogue with the Public Power and the expansion of collectivity's participation in the public sphere. The digital technology reduces physical,

¹ C. M. BITENCOURT, *Controle jurisdicional de políticas públicas*. Porto Alegre: Núria Fabris Editora, 2013, p. 85. In this sense, Saulo Lindorfer Pivetta stresses that citizens, those who will receive government actions, themselves should have the possibility to establish, in a dialogical process with the Administration, the contours that the right will acquire in concrete reality. S. LINDORFER PIVETTA, "Políticas públicas e a construção do conteúdo material do direito à saúde: desafio à Administração Pública brasileira", *A & C Revista de Direito Administrativo & Constitucional*, Belo Horizonte, ano 10, No. 41, jul./set. 2010, p. 225 :

<http://www.bidforum.com.br/bid/PDI0006.aspx?pdiCntd=69224> (portuguese)

² D. F. MOREIRA NETO, *Mutações do direito administrativo*, 2. ed. Rio de Janeiro: Renovar, 2001, p. 22.

³ D. F. MOREIRA NETO, *Poder, Direito e Estado: o direito administrativo em tempos de globalização*, Belo Horizonte: Fórum, 2011, p. 30

⁴ O. A. BATISTA JÚNIOR, S. CAMPOS, *A administração pública consensual na modernidade líquida*. *Fórum Administrativo, FA*. Belo Horizonte: Fórum, ano 14, No. 155, jan. 2014, p. 15.

⁵ D. F. MOREIRA NETO. *Op. Cit.*, 2014, pp. 69, 142.

logistical, temporal and bureaucratic barriers what promotes a more transparent, integrative and participatory opened Public Administration.

Moreover, one lives at a time called the Fourth Industrial Revolution, also known as 4.0 Revolution, marked by the use of the internet and the convergence of technologies, digital, physical and biological, with the robotization phenomena, in which intelligence technology not only helps people, but also starts to produce results from the data captured. According to Castells, at the end of the 20th century, it is identified a period of material cultural transformation by the mechanisms of a new technological paradigm that is organized around the information technology.⁶

The use of technology changed society's way of thinking and acting. The transmission of information, communication, dialogue, teaching and knowledge have undergone great modification with technology, notably the Internet. One of the major differences is the speed and transposition of physical barriers, time and space, as well as the number of recipients or interlocutors. Communication has become much faster than human movement. The media became more technological, with volume of reproduction and speed hitherto not known by the collectivity as a whole. The technology was not restricted to some productive segments, but expanded to common life.

Notions of time and space's modification altered collectivity's way of thinking and being in their affective relationships, family members, as workers, professionals, consumers of products and services, as well as citizens.

The UN, with the end of the Cold War, encouraged the development of society's use of information and communication technology.⁷

The transformation of these technological systems that generate interactions between machines and between them and human beings is significantly increasing and, of course, it is a vast field for studies, experiences and legal regulations.

Those born after 2000's year were already born in the new paradigm 4.0, marked by major events, internet access and technological advances. They are the new technological citizens. Those born between the 1980s and 2000s were viewers and actors of the emergence of paradigm 4.0. Also previous generations, even more indirectly, are inserted into 4.0's context.

It is not a distant rationality, on the contrary, it is possible to observe the phenomenon of smartphones, "uberization", meal applications, purchases of all kinds of products and services over

⁶ M. CASTELLS, *A sociedade em rede*, 6. ed. rev. ampl. São Paulo: Paz e Terra, 2002. vol. 1, p. 67

⁷ M. DE L. M. SÁNCHEZ, "Gobierno electrónico e innovación en los gobiernos locales de México", *Revista de Administración Pública*, 129, vol. XLVII, 3. México, INAP, 2012, p. 17.

the Internet, studies and leisure through the Internet, without barriers of time or place.

Thus, collectivity, immersed in this reality, sometimes does not notice the change of paradigm and rationality. Technology has changed the notions of time and space, the way of life, study, consumption, personal and collective relationships.

It is necessary that the public space be also opened to this new technological communication rationality. Government and public management cannot be oblivious to this digital transformation, it is not only about exchanging the material environment "from paper to digital" but the rationality of interaction, the logic of communication. It is a new paradigm derived from the computer revolution, marked by a different way of information exchange. Faz-se necessário que o espaço público também esteja aberto a esta nova racionalidade tecnológica de comunicação.⁸

Technological change in the techno-economic and socio-institutional spheres, of course, was faster and disconnected from cultural and organizational change, so also the administrative organization begins to adapt to new demands and paradigm changes.⁹ If governments and administrations do not get adapted to this new paradigm, they will remain isolated and the collective increasingly distant and less participatory – as if there were different languages and worlds.

The use of information technology by Public Administration, with interactive e-gov and open government systems, may be a mechanism to improve collective participation in to the public space, whether in the informational aspect, transparency and control, such as, especially for interaction and dialogue with the Public Power, that is, as an instrument suitable for participatory citizenship.

In a digital rationality that permeates society, especially generations after 1980, without barriers of time and space, whether for work, for leisure, for studies and relationships, the participation of the individual in the public space tends to be made possible and expanded by the use of technology. With the possibility to use interactive, agile and available systems at any location and at any time. Technology may approach and connect people nowadays an analogy with the rivers in the past.¹⁰

Thus, the use of technology can increase the legitimacy of public management, with expansion of participation, contribution, transparency and control. The public space of the "square", while it still is, must also exist in the public digital sphere, beheld that it is reality and in order to allow sustainability, that is, permanence over time for present and future generations. The UN also proposes that technologies be used innovatively to achieve the

⁸ M. de L. M. SÁNCHEZ, *op. cit.*, p. 15.

⁹ *Ibidem*, pp. 24-25.

¹⁰ A. O. ZARATE, in C. CALDERÓN, S. LORENZO (coord.), *Open government: gobierno abierto*, Alcalá La Real: Algón Editores, 2010, pp. 24-25.

broad transformative potential of the 2030 Agenda for Sustainable Development.¹¹

The use of the internet by the Public Administration is not new, dates back to the 1980s, after the Cold War, as a new form of public management, more efficient and less costly.¹² In Brazil, the use of the internet by the Public Power as management instrument, directly focused on the collective, stood out from the mandatory ness brought by the Transparency Law¹³, turned to information and the accountability of public spending, which is essential, but until then the technology still maintained a unilateral system, put by the public authorities and the citizen maintained to the position of expectant.

The e-gov comprises the use of information technology by State structures in order to improve the quality, access and exchange of information between public, private and citizen sectors, as a way to optimize data, information and communication.¹⁴ It is possible to establish a gradation of digital government systems and platforms such as informative e-gov, simpler model, whose main focus is the provision of information, transactional e-gov, enables the performance of procedures and transactions and e-gov operational, which has an intertwining of information and data with other public systems, which recede, with a new form of public management, without overlapping information and procedures.¹⁵

The notion of open government has a differentiated reach, it is not only about digital government, electronic government, these are understood, but goes beyond, also involves new links, new culture and, mainly, another way of exercising citizenship.¹⁶

Open government may be understand as a democratic evolution based on transparency and in permanent spaces of dialogue and collaboration to citizens using the tools brought by informational technology, which facilitates communication faster, much different than suffrage that happens each four years.¹⁷

It is understood that the use of informational technology can be adopted by the Public Administration in many ways and for many purposes, all relevant and complementary, including, as a participatory and dialogical instrument with the citizen, to improve its participation in the most varied deliberations, so that it can request and exchange information, to optimize procedures, requirements, expand the efficiency of administrative processes

¹¹ As it is possible to extract from 16.7 and 17.8 goals of the 2030 Agenda for Sustainable Development. United Nations, *2030 Agenda for Sustainable Development*.

<https://sustainabledevelopment.un.org/content/documents/21252030%20Agenda%20for%20Sustainable%20Development%20web.pdf>

¹² M. de L. M. SÁNCHEZ, *op. cit.*, p. 17.

¹³ Brazil, Complementary Law No. 131/2009.

¹⁴ M. de L. M. SÁNCHEZ, *op. cit.*, p. 19.

¹⁵ *Ibidem*, p. 20.

¹⁶ C. CALDERÓN, S. LORENZO (coord.), *Open government: gobierno abierto*, Alcalá La Real: Algón Editores, 2010, pp. 14-15.

¹⁷ *Ibidem*, p. 11.

and to expand access to and efficiency of the provision of public services, for example.

Daniel Hachem¹⁸ argues that the citizen has a fundamental right to effective, “spontaneous, integral and equal” administrative protection of his rights and, to do so, the Administration must use all necessary techniques and procedures.

In this sense, digital systems for the participation of the collective in the public sphere can be a major step forward, they can be a driving means of participation and dialogue between the public authorities and individuals, in order to establish a new public-citizen relationship, less hierarchical, closer and more favorable to dialogue, as an instrument of a more participatory democracy, another form of citizenship.

The new technological paradigm changed and has been changing the way citizens want to relate with Public Power; horizontally and without intermediaries. The citizens may themselves, through internet have an straight relation with Public Power.¹⁹

Electronic government represents a great strategy of governments in the face of current challenges such as the need to reduce public spending, democratization processes and the risk of ungovernability to face the lack of credibility and legitimacy because it does not meet the demands of the collective.²⁰

The OECD recommends the digital government implementation as a way to bring governments closer to citizens and businesses as an instrument not only of efficiency but also to support participation. OECD proposes a shift from citizen-centric approaches (when government anticipates citizens’ needs) to citizen-driven approaches (when the needs are determined together, citizens, businesses and governments).²¹

The focus of this analysis is precisely in the sense of the importance of adopting the open government²², with technological interactivity, which goes beyond the digital information in which the Public Power is on one side and the collectivity of the other. Interaction is exchange, it is co-production, co-participation, is dialogue with the weighting of different positions. Interaction and dialogue allow that all

¹⁸ D. HACHEM, *Tutela administrativa efetiva dos direitos fundamentais sociais: por uma implementação espontânea, integral e igualitária*, Curitiba, 2014, 614 f. Tese (Doutorado) – Programa de Pós-Graduação em Direito, Universidade Federal do Paraná, pp. 291, 297, 318.

¹⁹ C. CALDERÓN, S. LORENZO (coord.), *op. cit.*, p. 12.

²⁰ M. de L. M. SÁNCHEZ, *op. cit.*, pp. 26-27.

²¹ OECD : <http://www.oecd.org/gov/digital-government/recommendation-on-digital-government-strategies.htm>

²² OECD, “Open Government: a culture of governance that promotes the principles of transparency, integrity, accountability and stakeholder participation in support of democracy and inclusive growth.”:

https://legalinstruments.oecd.org/en/instruments/OECD-LEGAL-0438#_ga=2.37822115.1251313301.1554450220-751648841.1537891795

stakeholders²³, that is, all involved and interested parties may participate.

Digital governments, if they effectively open paths of communication with citizens, are tools for deliberative democracy, enable greater involvement of citizens in public affairs and the strengthening of democracies with the inclusion of government affairs and public debates, without feeling that a new participatory culture is indispensable.²⁴ The work that presents itself is highlighted to the dialogical aptitude of IT used by Public Administration as an instrument of communication with citizens and, so far, democracy.

A relevant premise for technological interaction is the access to systems facilitation and unification, with unique and interconnected registrations, which is an even more expressive need in Brazil because it is a federative state. The "CPF" number – Register of Individuals, which is federal, for example, is a facilitator, while the so-called General Registry – "RG" makes it very difficult to access the system and, mainly, data processing, in the fact that each federated State has its numbers.

§ 2 – DIGITAL OPENING BY THE BRAZILIAN PUBLIC ADMINISTRATION – LEGISLATIVE PANORAMA AND THE RECENT SYSTEM "FALA.BR"

It is noteworthy, preliminary, that the provision of internet access directly to the users began in Brazil in December 1995.

Regarding the use of technology by the Brazilian Public Administration, in relation to the Union, there were advances in the early 2000s with the institution of the Electronic Government, which aimed to promote citizenship, with the incorporation of the citizen in participation and social control. However, with some technical difficulties, the electronic government proposal was incipient and was not completed.

The scope of the Brazilian Public Administration that developed the most in terms of the use of technology as a means of interface with the citizen and other actors involved was that of regulatory agencies, especially the ANATEL – Telecommunication National Agency, the ANEEL – Electrical Energy National Agency and the ANS – Health Supplementary National Agency. These agencies have been highlighted for some years for the use of digital systems and communication channels and interaction with the various stakeholders of their respective sectors, including

²³ OECD, "Stakeholders: any interested and/or affected party, including: individuals, regardless of their age, gender, sexual orientation, religious and political affiliations; and institutions and organisations, whether governmental or non-governmental, from civil society, academia, the media or the private sector":

https://legalinstruments.oecd.org/en/instruments/OECD-LEGAL-0438#_ga=2.37822115.1251313301.1554450220-751648841.1537891795

²⁴ M. DE L. M. SÁNCHEZ, *op. cit.*, pp. 30-31.

important communication channels for users and consumers of activities regulated by such agencies.

For example, the ANS optimized its supervisory and punitive activity, with enormous efficiency gains to the health sector through the institution in 2015 of a procedural named NIP – Preliminary Mediation Notification, a preliminary consensual procedure for the solution of controversies, with electronic processing among the actors involved, which optimizes interactivity and the search for a common solution for the interests of citizens, operators and agency.²⁵

On the other hand, the use of technology by the Public Administration as an interface with the citizen has been the subject of public policies materialized in several legislations, among which, the most general can be cited as the Civil Framework of the Internet, Law n. 12.965/2014, which established to the Public Power the duty to promote the development of the Internet in Brazil²⁶, with the adoption, for example, of multi-participatory, transparent, collaborative and democratic governance mechanisms, with the participation of government, the business sector, civil society and the academic community, as well as the promotion of rationalization and technological interoperability of electronic governance services, between the different Powers and Federation's areas, various sectors of society, to allow the exchange of information and the speed of procedures, among other measures.

Other legislation relevant to the subject, a long time waited in Brazil,²⁷ it was the Law that disciplines the participation, protection and defense of the public services users' rights, Law n. 13.460/2017, which established guidelines for the proper provision of public services, such as the elimination of formalities and requirements whose economic or social cost is greater than the risk involved and the application of technological solutions aimed at simplifying processes and procedures for user service and to provide better conditions for the sharing of information.²⁸

Next came the Debureaucratization Law, the Law No. 13726/2018, in order to rationalize administrative acts and procedures through the suppression or simplification of unnecessary or overlapping formalities or requirements, whose economic or social cost, both for the treasury and for the citizen, is greater than the possible risk of fraud.

From the legislative scenario in Brazil, the aim of this study was to analyze its use, how and whether the Brazilian Public

²⁵ Brazil, ANS – Health Supplementary National Agency. Normative Resolution n. 385/2015, this standard was awarded with an honorable mention by the FGV Direito Rio. Brazil. ANS. [<http://ans.gov.br/aans/noticias-ans/sobre-a-ans/4779-norma-de-fiscalizacao-da-ans-recebe-mencao-honrosa-no-premio-fgv-direito-rio>]

²⁶ Brazil, Art. 24 of the Law No. 12.965/2014.

²⁷ To regulate what is foreseen in art. 37, § 3, item I, of the Brazilian Federative Republic's Constitution.

²⁸ Brazil, Art. 6º, XI e XIII, of the Law No. 13.460/2017.

Administration has used digital technology to communicate with the collectivity.

Among other systems and channels adopted in Brazil, the proposed research focused on the Union (central federative entity) in which a great advance was found in the sense of the use of technology by the Public Power under a new focus, not only as a means of access to information, but as a form of single and centralized access to the various federal agencies, through the adoption of a single account, as well as with the adoption of an interactive system, digital communication between the public power, the citizen, private organizations, companies etc. This is an ombudsman system established at the federal level in 2018, called "fala.br" – Integrated Ombudsman and Access information platform, with an e-ouv system, developed on a clear, playful platform, with easy accessibility.²⁹

The "fala.br" system centralizes all federal public agencies, which greatly facilitates the interface with the collective that, most of the time, is unaware of which body is competent to report and usually is lost in the incessant journey of location of the sector responsible, opening hours, etc. Furthermore, for example, a citizen may need to contact the government on an environmental issue, without knowing that this is an environmental matters, submitted to the Ministry of the Environment. The digital single channel allows the citizen facilitated access to the public power, without requiring him to do so before various organs, counters or offices, which often discourages participation, contribution, the search for information, requests and the exercise of citizenship.

The system,³⁰ didactically, enables access to seven major themes (see annex 1):

1. Denunciation: communication of the practice of an unlawful act whose solution depends on the performance of an internal or external control body;
2. Complaint: demonstration of dissatisfaction related to public service;
3. Request: request for adoption of action by the Administration;
4. Suggestion: proposal to improve policies and services provided by the Federal Public Administration;
5. Praise: demonstration of satisfaction about service offered or service received;
6. Simplify: any suggestion to reduce excessive bureaucracy in the public service;

²⁹ It started operating on August 1, 2019, which encompassed e-sic, in force since 2012, existing due to the Access to Information Law, and the e-gov, existing since 2014, from the Law public services' users and opened in 2017 to other federative entities. Brazil, Controladoria Geral da União: <http://www.cgu.gov.br/noticias/2019/08/plataforma-falabr-unifica-sistemas-de-ouvidoria-e-acesso-a-informacao>

³⁰ Brazil, Controladoria Geral da União:
<https://sistema.ouvidorias.gov.br/publico/Manifestacao/SelecionarTipoManifestacao.aspx>

7. Access to information: request access to public information.

The success of the system, in addition of allowing the integration of federal agencies, it is the expansion and voluntary adherence of member states and municipalities, what is of great relevance to federative interaction, since the Brazilian State is federative and with an extensive territory. Thus, in addition to federal agencies, the system is integrated by numerous state and municipal agencies. The integration of the system is significant, the system "fala.br" grouped demands for 347 federal units, 332 state units and 1449 municipal units.

Besides that, for example, if the citizen's demand was mistakenly referred as "simplify", the system allows rapid reclassification and referral to the relevant channel and to the pertinent department.

In terms of participation, there were a significant number of participations, especially considering that it is still at the beginning and without significant disclosure. The system recorded 264 517 participations in 2019 and 143 508 in 2018 in federal sphere, while recording 42 615 in state levels and 56 845 in municipal spheres in 2019.³¹

After processing the demands, the system allows verify whether the demand of the applicant was resolved, how long it took, referent of which sphere, type of manifestation, what matter, for example, in the federal sphere preponderated complaints (34,4%), followed by requests (33,65%) and the most demanded subject was related to micro entrepreneurship, followed by administration, higher education funding, health, among others. The system also allows identifying the profile of the citizen, for example, the age group and, in this case, the greatest highlight of participation by this digital channel was of citizens aged between 20-39 years, which proves that it is a useful citizenship tool for this age segment and possibly to future generations of citizens, today adolescents and children.³²

In terms of gender, according to the historical series of participation until 2019, there is an equivalence between men and women.

According to the survey of satisfaction of citizens who used the system and were willing to participate in the research, the percentages equivalent to being very satisfied and very dissatisfied are very close, what stands out in the degree of satisfaction and in that of dissatisfaction is the quality of the answer and the deadline

³¹ Brazil, Controladoria Geral da União: <http://paineis.cgu.gov.br/resolveu/index.htm>

³² The attractiveness of the digital system to young population is observed since the percentage of participation in the age group 0 to 19 years is 2.16% while the percentage of participation in the age group 60 to 79 is 3.72%, and this group is still considered economically active, while the first (0 to 19 years) is entering into the issues of citizenship and economic activity. Accordingly to United Nations, young people is considered between the ages of 15 years and 24 United Nations : <https://www.un.org/development/desa/youth/what-we-do/faq.html>

for it.³³ It is therefore understood that much remains to be improved with regard to the response's quality and the deadline. Nevertheless, it is verified that the "fala.br" is not restricted to an information system, but it is a digital system of exchanges, of interactivity between various bodies and federative spheres and between them and citizens, companies, entities, etc. It can be considered that it is a digital dialogical instrument, since there is manifestation of collectivity and response, there is exchange and interactivity and the results collected from the various manifestations, which processing depending on technology is much more agile, are very relevant information to evaluate and propose public policies.

The use of technology by the Public Administration, as may be seen from the incipient system "fala.br" has the potential to implement administrative efficiency, in the strict sense considered as adoption of the best way in which activities can be performed, with optimization of the result, in order to maximize results and in order to meet social needs. The technology of a system as such allows the optimization of the "time x cost x benefit ratio" in administrative action, presenting greater speed, informality, simplicity and procedural economy, which contrast with dilated deadlines, endless procedures and excessive bureaucracy.³⁴

The use of technology in the Administration for interactivity with the citizen may be a way to reduce bureaucratization,³⁵ which also contributes to the facilitation and expansion of participation in the public, notably digital sphere, of course, as long as the system is accessible, if not, it may major bureaucracy and be avoided by people of all ages, reducing public participation.³⁶

In this sense, as Sánchez³⁷ points out, it is of great relevance that electronic government systems are not restricted only to

³³ The last available survey refers to the period from January to March 2018, with an average participation of 20% of the total number of people who used the system in the period with the completion of their demand. Brazil. Controladoria Geral da União. <http://www.ouvidorias.gov.br/cidadao/ouvidoria-em-numeros/pesquisa-de-satisfacao>

³⁴ O. A. BATISTA JÚNIOR, *op. cit.*, pp. 182-183, 197.

³⁵ Bureaucratization may be understood as a degeneration of bureaucratic functions and structures, "proliferation of organisms without connection with the general requirements of functionality, accentuation of formal and procedural aspects on the substantial aspects with the consequent slowness of activities and reduction of the tasks performed, survival and elephantiasis of bodies that no longer perform any effective function and ultimately the triumph of the organization — bureaucracy — over its purposes." (free translation by the author) F. BENCINI, "Verbete: burocratização", in N. BOBBIO, *Dicionário de política*, 11.ed. Brasília: Editora Universidade de Brasília, 1998, p. 130.

³⁶ What is one great challenge, the system needs to be very well formatted accordingly to local people's characteristics and constantly rated. As W. Gilles and I. Bouhadana advert we are only in the beginning of the 4th Revolution, with various technical, institutional and law challenges. See W. GILLES, I. BOUHADANA, "Quarante ans de construction du droit du numérique. les enjeux juridiques de l'avènement d'un monde intelligent", *International Journal of Open Governments*, 2019, Vol 5, p. 2. [<http://ojs.imodev.org/index.php/RIDDN>].

³⁷ M. de L. M., SÁNCHEZ, *op. cit.*, p. 30.

government procedures, so that the biggest challenge is to promote citizen participation in political decisions.

It is not a question of ending physical care, face-to-face, but of inserting a new digital tool, not only informative, but also dialogical, which allows the exercise of digital citizenship – participation in the public sphere by digital instruments, without time or geographical barriers, adopted to the new way of digital being, thinking, working, consuming brought by the 4.0 Revolution. Another relevant weighting is in the sense of not dehumanizing the Public Administration, digital does not replace the human, is only a facilitating means, which makes it possible to implement efficiency to public action and resolution of the proposed demands. On the other side of the system is a citizen, invariably a human person, even behind a legal entity, who must be treated as such, with empathy and dignity.

It is possible to verify the importance of digital government as another instrument for the exercise of citizenship, with reduction of distances, simplification of access to the public power, integration between public agencies from different spheres, inclusion and expansion of participation of citizens in the public sphere, especially with regard to fostering younger citizens and future generations' participation

FINAL CONSIDERATIONS

Faced with a new technological age, coming from the so-called 4.0 Revolution, public administration must also be digital. The various areas of private and society have also become digital, the way of being and living, the mode of communication, information, knowledge and interactivity is, in addition to physical forms, are developed by digital systems; here is 4.0 Revolution.

Based on the conception of dialogical and consensual Public Administration, which has as its premise the closest, flexible, less hierarchical and interactive relationship with the collectivity, it is necessary to establish a digital public sphere. The digital public space makes it more agile and simplified access to information, public service services, other administrative activities and, mainly, communication and interactivity with the collective.

It is essential that the Public Administration become digital, not only to enable transparency and information, which are essential, but to enable dialogue with the collective. Technology enables not only access but dialogical communication is easier, faster and simpler in the current paradigm (marked by immediacy and the absence of geographical/physical barriers). Digital dialogical communication is preferred by the young population to the detriment of face-to-face due to cyberspace and cyberculture provided by Revolution 4.0, and that preference is increasing as children and adolescents become new adults and properly citizens.

The technology can be used by the Administration as a way to expand the citizen's participation in public management.

The political being from revolution 4.0 is also to participate and communicate in the digital public sphere. The opportunity for digital participation, besides being relevant to this time and to the current society, serves as an important instrument for the expansion of direct participation in public management, in the definition and execution of public interests, the exercise of citizenship, and in the more effective realization of their rights, especially for the young population and future generations, immersed in this new paradigm 4.0.

Sustainability and developing of public sphere is connected with improving digital and dialogical public systems.

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