

Independent Reporting Mechanism (IRM): Italy Progress Report 2016-2017

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Executive Summary:

Italy Year 1 Report



Action plan: 2016-2018
Period under review: September 2016 – June 2017
IRM report publication year: 2018

Italy improved its stakeholder consultation process by establishing the Open Government Forum. While commitments in the third action plan address priority topics such as Freedom of Information Act, lobbying, and open data, most commitments have seen limited progress. Focusing on fewer, stronger reforms could improve the ambition and implementation of the next action plan.

HIGHLIGHTS

Commitment	Overview	Well-Designed? *
3. ISTAT linked open data	Open and release more data through the ISTAT portal.	Yes
★13. Open Administration Week	Establish and organize a week for all open government initiatives implemented across the country.	Yes
★16. Rome cooperates (City of Rome)	Involve citizens in city planning using open data and information systems.	Yes
30. Deployment of SPID to support innovation	Implement SPID system across private entities, universities, public consultation websites, and central administrations.	Yes

* Commitment is evaluated by the IRM as specific, relevant, and has a transformative potential impact

★ Commitment is evaluated by the IRM as being specific, relevant, potentially transformative, and substantially or fully implemented

PROCESS

Development of Italy's third action plan was open and inclusive. The newly created Open Government Forum (OGF) published all proposals, meeting notes, and results online, and the government's OGP website tracks commitment progress. OGF holds regular plenary meetings and working groups to discuss development and implementation.

Who was involved?

Civil society	Government			
		Narrow/ little governmental consultations	Primarily agencies that serve other agencies	Significant involvement of line ministries and agencies
	Beyond “governance” civil society			✓
	Mostly “governance” civil society			
	No/little civil society involvement			

Italy’s third action plan involved 17 executive ministries, departments, and agencies. Over 50 civil society organizations with diverse backgrounds participated in the Open Government Forum. Unlike previous action plans, the third action plan included commitments for several major municipal governments.

Level of input by stakeholders

Level of Input	During Development
Collaborate: There was iterative dialogue AND the public helped set the agenda	
Involve: The public could give feedback on how commitments were considered	✓
Consult: The public could give input	
Inform: The government provided the public with information on the action plan.	
No Consultation	

OGP co-creation requirements

Timeline Process and Availability Timeline and process available online prior to consultation	Yes
Advance notice Advance notice of consultation	Yes
Awareness Raising	Yes

Government carried out awareness-raising activities	
Multiple Channels Online and in-person consultations were carried out	Yes
Documentation and Feedback A summary of comments by government was provided	Yes
Regular Multi-stakeholder Forum Did a forum exist and did it meet regularly?	Yes
Government Self-Assessment Report Was a self-assessment report published?	Yes
Total	7 of 7

Did not act contrary to OGP process

A country is considered to have acted contrary to process if one or more of the following occurs:

- The National Action Plan was developed with neither online or offline engagements with citizens and civil society
- The government fails to engage with the IRM researchers in charge of the country's Year 1 and Year 2 reports
- The IRM report establishes that there was no progress made on implementing any of the commitments in the country's action plan

COMMITMENT PERFORMANCE

Italy's third action plan addresses several priority areas, such as FOIA, lobbying, and open data. It also includes commitments transparency and engagement commitments for several municipalities. However, implementation at the end of the first year was limited overall.

		Year 1	Year 2
COMPLETED COMMITMENTS	OGP Global Average *	18%	36%
	Action Plan 2016-20178	2 of 40 (5%)	
	Action Plan 2014-2016	1 of 6 (17%)	1 of 6 (17%)
	Action Plan 2012-2013	3 of 16 (19%)	N/A
TRANSFORMATIVE COMMITMENTS	OGP Global Average *	16%	
	Action Plan 2016-2018	4 of 40 (10%)	
	Action Plan 2014-2016	1 of 6 (17%)	
	Action Plan 2012-2013	3 of 16 (19%)	
STARRED COMMITMENTS	Most in an OGP Action Plan	5	8

	Action Plan 2016-2018	2 of 40 (5%)	
	Action Plan 2014-2016	1 of 6 (17%)	1 of 6 (17%)
	Action Plan 2012-2013	4 of 16 (25%)	N/A

RECOMMENDATIONS

1. Include fewer, more ambitious commitments when developing the next action plan
2. Strengthen the participatory process of the Open Government Forum
3. Localize the OGP process and focus on broader avenues of engagement
4. Improve FOIA implementation and practices
5. National Regulations for Lobbying

COMMITMENTS OVERVIEW

Commitment Title	Well-designed *	Complete	Overview
1. National agenda to enhance public data	No	No	This commitment aims to increase the availability and usability of data held by public administrations. The government has not published the National Agenda for Enhancement of Public Data or started monitoring activity.
2. OpenTrasporti	No	No	Datasets on infrastructure and mobility are fragmented and difficult to use. While the government released new datasets on the platform, stakeholders have criticized the scope and dissemination of the data.
3. ISTAT linked open data	Yes	No	This commitment is part of an ongoing process to release more data on the National Statistical Service portal. So far, only data regarding local labor systems has been released.
4. Education system data	No	No	This commitment aims to increase the availability of data and improve digital skills. The Ministry of Education launched the single Education Data Portal, and held a hackathon in March 2017.
5. OpenCUP Portal	No	No	This commitment proposes to design a centralized portal on public investments by gathering citizen feedback. Stakeholders believe the proposed steps proposed are too narrow and limited in scope.

A1. Publish procurement data	No	Not reviewed	This commitment seeks to publish new datasets on procurement to the dati.consip.it portal. Because this commitment was included as an addendum, its implementation will begin in the second year of the action plan.
6. Firenze Open Data (City of Florence)	No	Yes	The City of Florence has committed to publish more data, and conduct training and awareness-raising around open data. Stakeholders consider the newly available datasets useful in developing applications and services.
7. Freedom of Information Act	No	No	This commitment aims to address issues in Italy's 2016 Freedom of Information Act. So far, the government approved guidelines for FOIA requests, a significant improvement to access to information.
8. (More) Transparent administration	No	No	This commitment plans to standardize the publication of the 2012 anticorruption and transparency law across public administrations. Thus far, the government has not created templates for publications, nor launched the monitoring system.
9. Social networks for public administration transparency	No	No	This commitment seeks to use social media to help citizens understand and use information published on government "Transparent Administration" pages. However, this information is already publically available.
10. Data on penitentiaries	No	No	This commitment attempts to improve increase transparency of prison standards and services. While this commitment could modernize and standardize the penitentiary system, it is unlikely to be completed on schedule.
11. CONSIP Tenders Dashboard	No	No	The CONSIP Tenders Dashboard aims to centralize information about public tender status and requirements. The Dashboard has been online since June 2017, and includes real-time status check of tenders.
A2. Single regulation for access and digitalization of procedures	No	Not reviewed	This commitment seeks to simplify the process of requesting information under FOIA. This commitment was included as an addendum, so its implementation will begin in the second year of the action plan.
A3. Transparency by design	No	Not reviewed	This commitment aims to meet the publication obligations for "Transparent Administration" pages. Because this commitment was included as an addendum, its implementation will begin in the second year of the action plan.

A4. Portal of environmental "VASVIA-AIA"	No	Not reviewed	This commitment plans to improve the VAS-VIA Portal on environmental evaluations. Because this commitment was included as an addendum, its implementation will begin in the second year of the action plan.
A5. SISPED	No	Not reviewed	This commitment aims to collect data on illegal waste shipments. Because it was included as an addendum, implementation will begin in the second year of the action plan.
12. Transparency Milan (City of Milan)	No	No	This commitment seeks to update Milan's government website with information and documents on institutional works. While the city government held consultations, the new platform has not been completed.
★13. Open Administration Week	Yes	No	This commitment aims to organize a week-long event on all open government initiatives implemented across Italy. The first "Open Government Week" took place in March 2017.
14. Strategy for participation	No	No	This commitment tries to address inadequacies in guidelines and technological solutions for civil society participation government. The government held a public consultation on draft guidelines, but has not identified technological solutions.
15. Public Works 2.0	No	No	This commitment aims to improve transparency in public construction by developing two participation platforms. The government launched a platform to support public debate on future projects, but has not developed a participation mechanism.
A6. Participation strategy	No	Not reviewed	This commitment seeks to improve the Senate's consultation process. Because it was included as an addendum, implementation will begin in the second year of the action plan.
★16. Rome cooperates (City of Rome)	Yes	No	This commitment could significantly improve Rome's data environment. So far, Rome started livestreaming city council meetings, linked open budget documents to an external public platform, and began providing digital literacy training.
17. Bologna decides and transforms (City of Bologna)	No	No	This commitment seeks to improve the "Collaborare é Bologna" project by strengthening civic participation. However, it does not envision any new changes or improvements to the existing "Collaborare" project.

18. Supporting and protecting whistleblowers	No	No	Current anticorruption legislation lacks tools to support and protect whistleblowers. Although stakeholders think this commitment could provide a useful platform to report wrongdoings, it is unclear how it will be implemented.
19. Follow the UBB	No	No	This commitment aims to create areas on the bandaultralarga.italia.it to monitor ongoing Ultra Broad Band (UBB) projects. So far, the dataset section is operational and datasets on project progress are available for download.
20. OpenCoesione Plus	No	No	While OpenCoesione has published additional datasets on projects funded by EU structural funds, this is an incremental increase to the existing information on the portal.
21. OPENAID 2.0	No	No	This commitment seeks to improve the OPENAID platform on international Italian aid projects. The commitment is delayed due to difficulties in collecting data from private entities and businesses.
22. Anticorruption academy	No	No	This commitment aims to better educate public employees about anticorruption tools and management through training and dialogue. However, stakeholders doubt the activities will improve risk management and anticorruption strategies.
23. Network of digital animators	No	No	This commitment plans to help the digital animators' community foster innovation in Italian schools. Over 3,400 digital animators are currently members of the newly created platform for sharing expertise.
24. School kit	No	No	This commitment aims to improve the management of the Ministry of Education's School Kits. Thus far, there is no evidence of a participatory process to develop a delivery strategy for new School kits.
25. Monitor the education reform in "La Buona Scuola"	No	Yes	This commitment aims to develop accountability tools for the Good School law. So far, the new platform has collected data on approximately 3,500 schools.
26. Transparency Registry for the Ministry of Economic Development	No	No	While the creation of a lobbyist registry is a positive first step to improve transparency, this commitment only involves one Ministry.

27. Roma Capitale – Transparent Agenda (City of Rome)	No	No	This commitment aims to create Open Agendas for the department responsible for “Roma semplice”. While the city government of Rome launched the Open Agenda, and begun registering stakeholders, this commitment is limited to one department.
28. Transparent Milan (City of Milan)	No	Yes	This commitment seeks to publish an agenda of meetings held between decision-makers and stakeholders. While the city government of Milan established procedures, and published the agenda, this commitment involved only one department.
29. Italia.it	No	No	This commitment aims to integrate PA digital services for public administrations. The new website with updated information on public services is currently being developed.
30. Deployment of SPID to support innovation	Yes	No	The expanded use of the Public System of Digital Identity through this commitment could significantly improve access to public services. However, stakeholders are concerned that the system is too complicated and not secure.
31. Observatory on digital rights	No	No	This commitment plans to launch awareness-raising campaigns regarding the Charter of Internet Rights. Thus far, the government analyzed good digital practices and held public consultations on digital citizenship.
32. Lecce – start-up in the city (City of Lecce)	No	No	This commitment offers start-ups awards for finding innovative solutions to problems in government administration. The City of Lecce launched an “Open Data Contest” for start-ups in 2016, and published the winning projects.
33. Promoting digital skills	No	No	This commitment aims to develop a digital skills self-assessment tool for civil servants. However, this commitment is an internal government reform, and only the preliminary assessment activities have begun.
34. Becoming digital citizens	No	No	This commitment aims to develop students’ digital skills by implementing a “Digital Curricula” across Italy’s school system. Implementing agencies have established necessary partnerships and have begun work on the curricula.

* Commitment is evaluated by the IRM as specific, relevant, and has a transformative potential impact

⬢ Commitment is evaluated by the IRM as being specific, relevant, potentially transformative, and substantially or fully implemented

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The Open Government Partnership (OGP) aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. OGP's Independent Reporting Mechanism (IRM) assesses development and implementation of national action plans to foster dialogue among stakeholders and improve accountability.

I. Introduction

The Open Government Partnership (OGP) is an international multi-stakeholder initiative that aims to secure concrete commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. OGP provides an international forum for dialogue and sharing among governments, civil society organizations, and the private sector, all of which contribute to a common pursuit of open government.

Italy began its formal participation in September 2011, when the Minister for Public Administration and Innovation, Renato Brunetta, declared his country's intention to participate in the initiative.¹

In order to participate in OGP, governments must exhibit a demonstrated commitment to open government by meeting a set of (minimum) performance criteria. Objective, third-party indicators are used to determine the extent of country progress on each of the criteria: fiscal transparency, public official's asset disclosure, citizen engagement, and access to information. See Section VII: Eligibility Requirements for more details.

All OGP-participating governments develop OGP action plans that elaborate concrete commitments with the aim of changing practice beyond the status quo over a two-year period. The commitments may build on existing efforts, identify new steps to complete ongoing reforms, or initiate action in an entirely new area.

Italy developed its third OGP action plan from May to September 2016.² The official implementation period for the action plan is 20 September 2016 through 30 June 2018. On 29 June 2017, the Department of Public Administration (DPA) released an addendum to the OGP action plan, adding six commitments. The addendum was open for public consultation from 8 May to 7 June 2017. This year one report covers the action plan development process and first year of implementation, from September 2016 to June 2017 and describes some additional implementation progress up to November 2017. Beginning in 2015, the IRM started publishing end-of-term reports on the final status of progress at the end of the action plan's two-year period. Any activities or progress occurring after the first year of implementation June 2017 will be assessed in the end-of-term report. The government published its self-assessment in October 2017. At the time of writing, November 2017, one national and two subnational commitments out of 40 have been fully implemented.³

To meet OGP requirements, the Independent Reporting Mechanism (IRM) of OGP has partnered with Dr. Lorenzo Segato, together with Nicola Capello and Veronika Gamper, who evaluated the development and implementation of Italy's third action plan. To gather the voices of multiple stakeholders, the IRM researchers carried out more than 40 interviews.⁴ The IRM aims to inform ongoing dialogue around development and implementation of future commitments. Methods and sources are dealt with in Section VI of this report (Methodology and Sources).

¹ The letter of intent is available at: <http://www.opengovpartnership.org/country/italy>.

² Available at: <http://open.gov.it/consultazioni-conclude/>.

³ These commitments are: 6 – Firenze Open Data, 25 – Monitor the Education Reform “La Buona Scuola,” and 28 – Transparent Milan: Public Agenda of Meetings of Public Decision-makers.

⁴ Updated 29 August 2017.

II. Context

Italian politics have been characterized by low trust of government and one of the highest rates of perceived corruption in the EU. However, Italy has made substantial progress in strengthening their Freedom of Information Act and has improved their public administration through digital reforms. The action plan addressed a number of priority issues such as whistleblower protection, open data, and FOIA implementation. Areas that could benefit from more transparency include lobbying, conflict of interest, and traditionally closed sectors like healthcare and sports.

Italy faces several major challenges in areas relevant to the action plan. Italian politics has been characterized by low trust of government,¹ frequent changes in public administration, economic crisis, a high unemployment rate,² and one of the highest rates of corruption perception in the EU.³ Additionally, initiatives to improve government transparency and foster more public accountability have been weak compared to other EU member states.⁴

Italy is a representative democracy with competitive multi-party elections and core civic freedoms guaranteed in its constitution. Italy ranks as partly free in the Press Freedom Index, well behind its western and northern European peers. While the media environment is generally open and vibrant, the close relationship between media and politics in Italy has been a major problem. The level of civil liberties in Italy is high and the country ranks 22 out of 167 countries in the Democracy Index.⁵ While in recent years anti-corruption legislation has been strengthened and new FOIA legislation was adopted, Italy continues to struggle with corruption. According to the Corruption Perception Index, Italy ranks sixtieth in the world, the third worst in the European Union, following Greece and Bulgaria. According to the Global Competitiveness Index, perceptions of corruption, favoritism, decisions by government officials, and declining public trust in politicians are among the most problematic areas of governance in Italy.⁶

Italian politics has seen frequent changes in government, with three prime ministers in the past four years.⁷ This unstable environment has eroded citizens' trust in public institutions, generating a situation of political, institutional, and legislative uncertainty that is affecting the recent parliamentary reforms of the constitutional system, voting system, public administration, labor policies and schools.⁸ Indeed, the government has completed just a few of these projects. Some of these reforms are relevant to OGP values, and the action plan has an ambitious scope in this context.

2.1 Background

Parliament passed major reforms affecting open government in recent years. These include anti-corruption legislation in 2012, the Freedom of Information Act (FOIA) of 2016, and the reform of the Public Administration in 2017.

Transparency

The biggest milestone for information transparency was the passage of FOIA legislation in May 2016.⁹ The first transparency law dates back to 1990.¹⁰ The legislation was reformed several times,¹¹ most recently in 2013 with the legislative decree on transparency.¹² The Italian Council of Ministers approved FOIA through

the Transparency Decree in May 2016. With FOIA entering into force in December 2016,¹³ Italy made a historic step forward in its right-to-information ranking.¹⁴ The law was a result of years of campaigning by FOIA4Italy, a network of more than 30 civil society organizations who collected 88,000 signatures on a petition for the decree. The law provides individuals the right to request information from public bodies without charge. If these bodies deny access, they must provide justification.

Due to FOIA, Italy's rank moved from ninety-seventh to fifty-fourth in the "Global Right to Information Rating (RTI)."¹⁵

The country's independent anti-corruption authority, the National Anti-Corruption Authority (ANAC), was tasked with providing guidelines to public authorities on FOIA implementation. The third action plan contains several commitments related to FOIA, including increasing the amount of available data and documents, developing guidelines for fully implementing the law, and making it easier to access information using social media.

NGOs remain critical of the law's absence of penalties for unlawful refusals of access and the stated exemptions.¹⁶ Public rights groups note the law has wide exemptions for information encompassing broad categories such as: compromising state secrets, public order, international relations, economic stability, ongoing criminal investigations and economic stability

FOIA4Italy praised this step forward but stressed the need to address the remaining concerns when implementing the law. The FOIA implementation analysis conducted by Diritto de Sapere, an access to information NGO, found that administrative silence remains widespread.¹⁷ According to the report, 73 percent of FOIA requests did not receive an answer within 30 days as required by the law. Even after 45 days had passed, 53 percent of public authorities had not responded to requests, including municipalities and prefectures, hospitals, local health authorities and ministries. Monitoring also revealed poor awareness of FOIA and weak institutionalization in public administrations. The NGO recommends improving implementation and enforcement by training civil servants in FOIA regulations.

Anti-corruption

The perception of corruption is very high in Italy. According to the 2016 Corruption Perception Index of Transparency International,¹⁸ Italy ranks sixtieth in the world, the third worst in the European Union, following Greece and Bulgaria.

The 2013 Special Eurobarometer on Corruption says that 97 percent of Italian citizens believe that corruption is widespread in Italy, 42 percent declare that they are personally affected by corruption in their daily lives and 88 percent believe that bribery is the easiest way to achieve certain public services.¹⁹

In 2012, the Italian Parliament adopted the Anti-Corruption Law 190/2012,²⁰ which introduced a new approach for preventing corruption, including the creation of the ANAC, the obligation for all public institutions to adopt and publish an "anti-corruption plan," and increased transparency of public expenditures to facilitate access to public information. In this area, the action plan includes commitments on the publication of data by the public administration, on whistleblowing, and on the training of civil servants.

Reform of the Public Administration and digitization reforms

The implementation of the action plan takes place in the context of ongoing public administration reforms that cover many areas relevant to open government. In May 2017, the Italian Council of Ministers approved a reform framework, including a number of structural reforms to improve the efficiency of civil servants,²¹ reduce the large bureaucracy, streamline the number of local, state-owned companies, and limit remuneration for managers in the public administration. In addition to structural changes, the reforms also encompass steps to digitize public services for citizens and reduce costs by bringing services online.

The Italian Digital Agenda²² includes open data in the set of actions for a growing use of technology, innovation and the digital economy in Italy. According to the Europe Digital Progress Report 2017,²³ and the Digital Economy and Society Index 2017 (DESI),²⁴ Italy is a low-performing country, with a high supply of public digital services but limited uptake.²⁵ The third action plan includes commitments under the open data thematic cluster that seek to better implement Italy's Digital Agenda and AIGD guidelines.

The majority of Italian schools (75 percent) are well equipped with digital infrastructure, but most teachers and students lack digital skills to use them.²⁶ In 2015, the Ministry of Education, University and Research launched the Italian National Plan for Digital Education (Piano Nazionale Scuola Digitale - PNSD) "for setting up a comprehensive innovation strategy across Italy's school system and bringing it into the digital age."²⁷ The strategy described in the PNSD identifies the development of digital citizenship skills as a goal and aims to develop curricular activities on digital citizenship for schools. The third action plan prioritizes digital skills development, with commitments targeting students, public servants, and the wider public.

Civil liberties and public participation

The level of civil liberties in Italy is high. Italy ranks 22 out of 167 countries in the Democracy Index,²⁸ and 28 out of 159 in the Human Freedom Index. Freedom of expression is guaranteed in the constitution, but some obstructions to full exercise of these rights exist in practice. Due to mistrust in public administration, voter turnout is gradually declining.²⁹ The third action plan aims to develop tools to involve citizens and stakeholders in the decision-making processes through specific guidelines for setting up citizen consultations and new platforms for data-sharing.

Public watch groups have raised concern about the controversial Cyberbullying Bill, approved in October 2016.³⁰ Noting its broad definitions and heavy penalties, the bill could be used to restrict online free speech. In addition, there are several longstanding issues, such as the status of defamation as a criminal offense, heavy concentration of media ownership, and political influence on public broadcasting.³¹

Media ownership, political influence on the media

While Italy's media environment is vibrant and relatively open, political influence and media ownership has garnered international criticism. Conflicts of interest between political parties and media owners is a serious obstacle affecting freedom of press. Regional newspapers and magazines are owned by political parties and media-holding groups.³² Italy ranks 52 out of 180 countries in the 2017 World Press Freedom Index.

Journalists in Italy face intimidation and attacks from organized crime networks and other political and social groups.³³ Some journalists are under police protection

because of death threats, mostly from the mafia or fundamentalist groups. Journalists feel pressured by politicians, and increasingly opt to censor themselves. Under a new law, defaming politicians, judges, or civil servants is punishable by sentences of six to nine years in prison.³⁴

Mapping Media Freedom, an organization tracking threats, violations, and limitations faced by the press, received 86 reports from Italy in 2016, compared to 82 in 2015.³⁵

Lobbying

Italy has no rules on reporting contacts between public officials and lobbyists. Despite several attempts, lobbying remains largely unregulated. As reported by *Riparte il Futuro*, during the last forty years, more than fifty draft laws related to the relationships between national political representatives and stakeholders have been proposed. However, no law has been approved.³⁶ Only the Chamber of Deputies has adopted a regulation for the activities of stakeholders inside Parliament. A report published by Transparency International in 2014 calls for rules on transparency, codes of conduct, and greater access to information to transform the sector. Three commitments in the action plan concern publishing the meetings of elected officials (deputy mayors and a Minister).

2.2 Scope of Action Plan in Relation to National Context

The current OGP action plan has a wide and ambitious scope covering many of the “headline” issues affecting Italy. However, many commitments lacked clear directives and concrete activities to adequately address the challenges in a broader context.

The consultation process allowed a variety of groups to propose commitments but they were not selected or refined to be specific, actionable, and well resourced. Many of the commitments address major areas in need of improvement such as public contracting, FOIA implementation, whistleblower protection, lobbying and open data in key sectors. Some key civil society actors, such as Transparency International Italy, have stressed the need for more action on lobbying, business integrity, conflict of interests, and specific sectors such as healthcare and athletics. Except for the Open Agendas commitment, the current action plan could have gone further in addressing transparency in these areas. While the overall scope of the action plan included some of the most pressing areas in need of reform, the lack of clear, well-defined, measurable commitments and outcomes limited the scope of proposed activities.

¹ Censis, “The recovery is there and the industry goes, but Italy grows of resentment” (Rome, 1 Dec. 2017), www.censis.it/7?shadow_comunicato_stampa=121141.

² Organisation for Economic Co-operation and Development (OECD), “Unemployment rate” (2018), <https://data.oecd.org/unemp/unemployment-rate.htm>.

³ Transparency International, “Corruption Perceptions Index 2016” (25 Jan. 2017), https://www.transparency.org/news/feature/corruption_perceptions_index_2016.

⁴ European Public Accountability Mechanisms, “Italy” (EuroPAM, accessed 12 Mar. 2018), europam.eu/?module=country-profile&country=Italy.

⁵ The Economist, “Democracy Index 2017” (2018), <https://www.eiu.com/topic/democracy-index>.

⁶ Klaus Schwab, The Global Competitiveness Report 2013–2014 (World Economic Forum, 2013), www3.weforum.org/docs/WEF_GlobalCompetitivenessReport_2013-14.pdf.

⁷ Paolo Gentiloni took office as Italy’s Prime Minister on 12 December 2016. This report follows the experience of the government under Enrico Letta and of the one thousand days of Matteo Renzi’s government, leader of Democratic Party.

⁸ The constitutional reform was submitted to Italian citizens through a specific referendum on Sunday 4 December 2016. Italian voters had to decide between approving a new constitutional system; changing

the composition, jurisdictions and powers of the Italian Parliament; or preserving the current form. The reform was proposed by the Democratic Party, led by then Prime Minister Matteo Renzi. Following the clear rejection of the reform, Renzi resigned as Prime Minister. Reforms of the voting system, "Italicum," and of the Public Administration were partially rejected by the Italian Constitutional Court.

⁹ FOIA is the legislative decree no. 97 of 25 May 2016 on "Revisione e semplificazione delle disposizioni in materia di prevenzione della corruzione, pubblicità e trasparenza, correttivo della legge 6 novembre 2012, n. 190 e del decreto legislativo 14 marzo 2013, n. 33, ai sensi dell'articolo 7 della legge 7 agosto 2015, n. 124, in materia di riorganizzazione delle amministrazioni pubbliche." According to Article 76 of the Italian Constitution, "The exercise of the legislative function may not be delegated to the Government unless principles and criteria have been established and then only for a limited time and for specified purposes (art. 76). "The Government may not, without an enabling act from the Houses, issue a decree having force of law". (A legislative decree is a decree having force of law, issued by the government enabled by the Parliament.)

¹⁰ Gazzetta Ufficiale, Law 7, n. 24 (New rules regarding administrative procedure and right of access to administrative documents), (August 1990), www.gazzettaufficiale.it/eli/id/1990/08/18/090G0294/sq.

¹¹ Legislative decree n.82/2005 - Code for Digital Administration and again as legislative decree n.150/2009.

¹² Gazzetta Ufficiale, Legislative Decree n. 33 (Reorganisation of the regulation concerning the obligations of publicity, transparency and dissemination of information by public administrations.) (14 Mar. 2013), www.gazzettaufficiale.it/eli/id/2013/04/05/13G00076/sq.

¹³ Freedom House, *Freedom of the Press Report* (2017), <https://freedomhouse.org/report/freedom-press/2017/italy>.

¹⁴ Claudio Cesarano, "Foia: Italy gains 43 positions in the world ranking on access" (*Diritto di Sapere*, 10 Nov. 2016), <https://blog.dirittodisapere.it/2016/11/10/foia-litalia-quadagna-43-posizioni-nella-classifica-mondiale-sullaccesso/>.

¹⁵ The Global Right of Information index ranks countries giving them a score of 0–150 depending on the strength of the country's legal framework guaranteeing the right to information. See <http://www.rti-rating.org/>.

¹⁶ Freedom House, *Freedom of the Press Report*.

¹⁷ *Diritto di Sapere*, *Ignorance of State - Report on the application of Italian Foia* (Apr. 2017), <https://blog.dirittodisapere.it/rapporto-foia/>.

¹⁸ Transparency International, "Corruption Perceptions Index - Italy" (2017), <https://www.transparency.org/country/ITA>.

¹⁹ European Commission, Report from the Commission to the Council and the European Parliament - EU Anti-Corruption Report, Annex Italy (accessed 14 Oct. 2016), 3, goo.gl/AfO7hi.

²⁰ Gazzetta Ufficiale, Law 6, n. 190 (Provisions for the prevention and repression of corruption and illegality in the public administration.) (6 Nov. 2012), www.gazzettaufficiale.it/eli/id/2012/11/13/012G0213/sq.

²¹ ItalyEurope24, "All you need to know about public administration reform" (accessed 12 Mar. 2018), <http://www.italy24.ilsole24ore.com/art/government-policies/2016-01-20/all-you-need-to-know-about-public-administration-reform-185525.php?uuid=ACIZ70DC>.

²² The Italian Digital Agenda was adopted November 2014. See an introduction to the Italian Digital Agenda at <http://www.agid.gov.it/agenda-digitale/agenda-digitale-italiana>.

²³ "Policy initiatives undertaken during 2015-2016 start showing impact: the compulsory eInvoicing to public authorities drove up eInvoicing adoption to 30 percent of enterprises (fifth rank in the EU); the adoption of the ultra-fast broadband plan spurred both public and private investments in NGA ensuring 72 percent coverage in 2016, up from 41 percent in the previous year. Italy's slow performance is mainly driven by the usage side: low levels of digital skills translate in low levels of a range of indicators: the uptake of broadband, the number of internet users, the engagement in a variety of internet activities (including eGovernment), the use of ecommerce and the number of digital curricula (i.e. STEM degrees and ICT specialists). Italy belongs to the Low performing cluster of countries. Italy adopted the national Digital Agenda Strategy 2014–2024 in March 2015". *Europe's Digital Progress Report (EDPR) 2017 Country Profile Italy*, available at http://ec.europa.eu/newsroom/document.cfm?doc_id=44314.

²⁴ "The use of digital technologies by enterprises and the delivery of online public services is close to average. Compared to last year, Italy made progress on Connectivity, through improvements in NGA access. However, its low performance in digital skills risks acting as a brake on the further development of its digital economy and society" European Commission, "Digital Economy and Society Index 2017 – Italia" (2017), <https://ec.europa.eu/digital-single-market/en/scoreboard/italy>.

²⁵ *Id.*

²⁶ Federica Meta, "Digital school in chiaroscuro: well the administration, immature the didactics" (*CORCOM*, 9 Mar. 2017), <https://www.corrierecomunicazioni.it/digital-economy/scuola-digitale-in-chiaroscuro-bene-l-amministrazione-immatura-la-didattica/>.

²⁷ The National Plan for Digital Education is available at: http://www.istruzione.it/scuola_digitale/allegati/2016/pnsd_en.pdf.

²⁸ The Economist, "Democracy Index 2017."

²⁹ In 2003, national elections had a turnout of 75%. In 2016, the Referendum for the Constitutional Reform recorded the turnout of 65,47%. Data on turnout to Constitutional Referendum is available at: <http://www.interno.gov.it/it/speciali/referendum-costituzionale-4-dicembre-2016>.

³⁰ Freedom House, Freedom of the Press Report.

³¹ Id.

³² Freedom House, *Freedom in the World* (2015), <https://freedomhouse.org/report/freedom-world/freedom-world-2015#.Wqcza-jwbIW>.

³³ Freedom House, "Freedom of the Press (2017)", <https://freedomhouse.org/report/freedom-press/2017/italy>.

³⁴ Reporters Without Borders, "Italy" (accessed 12 Mar. 2018), <https://rsf.org/en/italy>.

³⁵ Mapping Media Freedom, "Report: Arrest of media professionals quadruples" (2 Aug. 2017), <https://mappingmediafreedom.org/plus/index.php/2017/08/02/report-arrest-of-media-professionals-quadruples/>.

³⁶ Senza Corruzione Riparte il Futuro, "#Occhiaperti" (accessed 12 Mar. 2018), <https://www.riparteilfuturo.it/occhiaperti>.

III. Leadership and Multi-stakeholder Process

The Department of Public Administration leads OGP and has improved the consultation process by creating a regular multi-stakeholder Open Government Forum. In addition, the Monitora online portal tracks commitment implementation. Areas for improvement include strengthening notice and awareness activities to involve a broader range of stakeholders and administrations in the OGP process.

3.1 Leadership

This subsection describes the OGP leadership and institutional context for OGP in Italy. Table 3.1 summarizes this structure while the narrative section (below) provides additional detail.

Table 3.1: OGP Leadership

1. Structure	Yes	No
Is there a clearly designated Point of Contact for OGP (individual)?	✓	
	Shared	Single
Is there a single lead agency on OGP efforts?		✓
	Yes	No
Is the head of government leading the OGP initiative?		✓
2. Legal Mandate	Yes	No
Is the government's commitment to OGP established through an official, publicly released mandate?	✓	
Is the government's commitment to OGP established through a legally binding mandate?		✓
3. Continuity and Instability	Yes	No
Was there a change in the organization(s) leading or involved with the OGP initiatives during the action plan implementation cycle?		✓
Was there a change in the executive leader during the duration of the OGP action plan cycle?		✓

The current Minister for Simplification and Public Administration, Maria Anna Madia, oversees Italy's OGP-related activities with the support of an "OGP Team." This team includes: the leader of the Department for Public (DPA); the Director for International Relations and OGP Point of Contact, Mr. Stefano Pizzicannella;¹ the head of the Service for International Relations of the DPA;² three private business executives; a representative from the Agency for Digital Italy (AGID); one "Digital Champion;" and five external experts.³ Within the DPA, the Service for Innovation promotes and manages open government initiatives⁴ but at the current time, its mandate is largely around implementing technological solutions to improve transparency and it lacks the ability to compel other agencies to join commitments (see Table 3.1). The political turnover⁵ in recent years has not substantially influenced the role of the DPA or its OGP activities and the OGP Team has received increasing support⁶ from the Minister and the Cabinet since the first action plan of 2012. However, the Executive's budget has no dedicated funding for the DPA to operate OGP-related activities.

Coordinating and implementing the action plan in the absence of a dedicated budget and resources remains a key challenge for the action plan.

In the six years (2011–2017) of Italy’s participation in OGP, the DPA has increasingly committed to holding dialogue with civil society, although CSO participation in the most recent action plan development and implementation was limited to a small number of CSOs. In June 2016, the DPA began hosting the Italian Open Government Forum (OGF),⁷ an initiative set up by a group of CSOs in 2013.⁸ The OGF⁹ was established on 6 June 2016 as a new mechanism for the permanent consultation of stakeholders within OGP. The OGF is a plenary attended by one representative from each social, academic, and business organization as well as a representative from three thematic working groups: Transparency and open data, participation and accountability, and digital citizenship and innovation. The meetings take place every six months, with the participation of the Minister for Simplification and Public Administration. The working groups meet at least once every two months. It is an open forum; anyone may participate after completing an online form.¹⁰ The OGF operates according to five principles: periodic meetings, clear agendas, publicity of work, inclusiveness and majority.¹¹

The IRM researchers commend the DPA’s effort in creating opportunities for consultation and participation in the OGP process for the third action plan. This has strengthened the DPA’s national leadership in OGP initiatives. One key challenge for coordinating and implementing the action plan is the absence of a dedicated budget and resources.

3.2 Intragovernmental Participation

This subsection describes which government institutions were involved at various stages in OGP. The next section will describe which nongovernmental organizations were involved in OGP.

Table 3.2: Participation in OGP by Government Institutions

How did institutions participate?	Ministries, Departments, and Agencies	Legislative	Judiciary (including quasi-judicial agencies)	Other (including constitutional independent or autonomous bodies)	Subnational Governments
Consult: These institutions observed or were invited to observe the action plan but may not be responsible for commitments in the action plan.	5 ¹²	0	0	National Association of Italian Municipalities (ANCI), Privacy Guarantor, National Social Welfare Institution (NPS)	0
Propose: These institutions proposed commitments for	Revenue Agency	0	0	0	City of Torino

inclusion in the action plan.					
Implement: These institutions are responsible for implementing commitments in the action plan whether they proposed the commitments.	11 ¹³	Senate of the Republic	0	5 ¹⁴	6 ¹⁵
Total	17	1	0	8	7

According to the action plan,¹⁶ the Department of Public Administration (DPA) established an inter-institutional working group¹⁷ open to all central administrations and representatives of regional and local authorities to propose actions for the 2016–2018 strategy based on the priorities suggested by civil society.¹⁸

As a result, the institutional participation in the action plan directly involves 17 executive institutions (mostly national ministries or departments), and national agencies and authorities. These ministries, departments, and agencies (MDAs) are responsible for commitment implementation. The National Anti-Corruption Authority (ANAC) helped develop OGP commitments related to key issues of the Freedom of Information Act and the national whistleblowing system. Table 3.2 details which institutions were involved in OGP, with specific institutions listed in endnotes.

The judiciary is not involved in developing the action plan, and the legislative institution—one of the two Chambers of the Parliament—is involved only peripherally through one commitment, “Participation strategy: guidelines on consultations carried out by the Senate” that was included in the plan’s Addendum published on 29 June 2017.¹⁹ The healthcare system is also beyond the scope of the action plan.

At the local or regional level, the Public Administration of important cities, like Milan and Rome, are responsible for commitments concerning the relationship between the citizens and their representatives. Their commitments focus on improving shared administration and providing citizens with tools to monitor the decision-making process.

In July 2017, the DPA released an addendum to the action plan, with a section addressing institutions (i.e. the Senate) and a section addressing public administrations, encompassing six new commitments.²⁰

3.3 Civil Society Engagement

Countries participating in OGP follow a set of requirements for consultation during development, implementation, and review of their OGP action plan. Table 3.3 summarizes the performance of Italy during the 2016–2018 action plan.

Table 3.3: National OGP Process

Key Steps Followed: 7 of 7

Before	1. Timeline Process & Availability			2. Advance Notice		
	Timeline and process available online prior to consultation	Yes	No	Advance notice of consultation	Yes	No
		✓			✓	
	3. Awareness Raising			4. Multiple Channels		
	Government carried out awareness-raising activities	Yes	No	4a. Online consultations:	Yes	No
		✓			✓	
				4b. In-person consultations:	Yes	No
					✓	
5. Documentation & Feedback						
Summary of comments provided				Yes	No	
				✓		
During	6. Regular Multi-stakeholder Forum					
	6a. Did a forum exist?	Yes	No	6b. Did it meet regularly?	Yes	No
		✓			✓	
After	7. Government Self-Assessment Report					
	7a. Annual self-assessment report published?	Yes	No	7b. Report available in English and administrative language?	Yes	No
		✓			✓	
	7c. Two-week public comment period on report?	Yes	No	7d. Report responds to key IRM recommendations?	Yes	No
		✓			✓	

The Italian Government, through its OGP Team within the Department for Public Administration (DPA), is changing the relationship between citizens and Public Administrations (PAs). Compared to the previous action plan, the current plan covers a broad range of topics, and the monitoring process for implementation is more structured than in previous years. The plan's development process demonstrated enhanced efforts to raise stakeholder awareness of OGP in Italy and defined clear rules for engagement. Positive steps included publishing a timeline of the commitments' implementation on the OGP webpage, and setting up a formal Open Government Forum (OGF).

The DPA invited over 70 non-governmental stakeholders to participate in the development of the third OGP action plan. The Minister for Simplification and Public Administration, Marie Anna Madia, convened the OGF, a permanent new multi-stakeholder forum to open the OGP consultation process. The constitution of the

OGF responds to two IRM recommendations from the previous action plan.²¹ It addresses key issues identified in past consultation processes by increasing civil society involvement in all phases and involving a more diverse variety of stakeholders.²²

Fifty-four organizations with diverse backgrounds, including universities, citizens' and business associations, private sector organizations, and NGOs, participated in the Open Government Forum.²³ The process for joining OGF remains open; any organization that wants to join may complete an application available on the official website,²⁴ which the OGP Team reviews and approves.²⁵ The Forum continues to expand membership, and as of September 2017, it consisted of over 90 member organizations and meets regularly.²⁶

The OGF was the primary source for gathering civil society input to develop the action plan. Contributions and proposals from the Forum were published in the action plan or on OGF's website.²⁷ Due to the collaborative discussion process, it is difficult to attribute individual commitments to specific OGF members, but notes and documents on the proposal process are housed in a public Google drive file.²⁸ During the consultations, the OGF created a total of 52 commitments under six broad categories: transparency (11), open data (10), accountability (11), participation (6), digital citizenship (6), and digital skills (8).²⁹

The OGF functions through structured plenary sessions and three thematic working groups related to OGP values. Consultations were open for two periods in close succession. The first was from 6 June to 14 July 2016 and was conducted with OGF members to collect requests and suggestions for drafting the third action plan, published on 16 July 2016. The second consultation period was from 16 July to 31 August 2016 (45 days). During this time, civil society could read and comment on the third action plan on the official website.³⁰

Each government administration received OGF proposals for commitments that would fall under its auspices for implementation. The responsible MDAs and subnational entities then began focused internal consultations for drafting the commitment as it would appear in the Action Plan published on 16 July 2016. Each implementing entity drafted commitments in two ways:

- Actions created independently by administrations and related to OGP values; and
- Actions created by administrations considering civil society requests.

After the responsible implementing MDAs drafted the commitments, they invited CSOs to comment on the drafts. CSOs felt that the time for commenting and receiving feedback was too short to allow meaningful participation in developing the final plan. In the second consultation with civil society held online from July–August 2016, administrations examined 359 comments made by citizens and evaluated which should be considered for the final version of the action plan.

According to the DPA, all stakeholder contributions were collected, evaluated by public administrators, and combined in a report published on the official OGP Italy website.³¹ Further, the government published a similar report, the Civil Society Consultation Report,³² in September 2016 which presents all the comments and contributions received on the action plan. The first part of the report provides details on contributions from the Open Government Forum and indicates whether each proposed action was accepted or rejected. The administrations are keeping the

rejected proposals and considering them for future OGP action plans.³³ The second half of the Civil Society Consultation Report details the online comments civil society provided and the government's responses. The government responded to every comment received, though this was not completed until after the action plan had been finalized and published.³⁴

Italy's official OGP website also hosts a "shared declaration"³⁵ by certain stakeholders published in November 2016.³⁶ In the declaration, stakeholders praise the government for its genuine openness and inclusive consultation efforts. For the first time, the government created an opportunity for diverse civil society actors to engage in an active dialogue about policy and planning. However, stakeholders noted that the monetary costs (namely travel and time costs) of the participation process fall on civil society. While CSOs accept these costs in exchange for the opportunity to impact policy development and implementation, they have requested the government improve the efficiency of the consultation process to make participating more affordable. In response, the government has added online consultations to enable more CSOs to participate.³⁷

The chief complaint of CSOs was insufficient time to draft commitments. The 44 days allotted for comment on commitments drafted by the implementing government agencies fell far short of the six-month timeframe that CSOs expected, based on the official Italian roadmap. CSOs felt they were unable to identify priorities, organize input, and propose commitments in a "bottom-up" format. Stakeholders note that at most, they approved commitments that appeared in the final action plan, which integrated some of their ideas into commitments that are part of larger, ongoing government initiatives.³⁸

Table 3.4: Level of Public Influence

The IRM has adapted the International Association for Public Participation (IAP2) "Spectrum of Participation" to apply to OGP.³⁹ This spectrum shows the potential level of public influence on the contents of the action plan. In the spirit of OGP, most countries should aspire for "collaborative."

Level of public influence		During development of action plan	During implementation of action plan
Empower	The government handed decision-making power to members of the public.		
Collaborate	There was iterative dialogue AND the public helped set the agenda.		
Involve	The government gave feedback on how public inputs were considered.	✓	
Consult	The public could give inputs.		✓
Inform	The government provided the public with information on the action plan.		
No Consultation	No consultation		

3.4 Consultation During Implementation

As part of their participation in OGP, governments commit to identify a forum to enable regular multi-stakeholder consultation on OGP implementation. This can be an existing entity or a new one. This section summarizes that information.

The Open Government Forum (OGF)⁴⁰ holds plenary meetings every six months with the participation by the Minister for Simplification and Public Administration, while the working groups meet at least every two months. The forum is open and pluralist, and participation is open to anyone interested.⁴¹ The OGF operates following five specific rules: Periodic meetings, Clear agendas, Publicity of work, Inclusiveness and Majority.⁴² The OGF tracks progress on the third action plan and monitors government engagement with stakeholders during implementation. It shares all results and notes on the public OGF Google group and drive, providing downloadable information. It is not possible to modify or comment on the documents and the shared documents are incomplete as the minutes of the meetings are unavailable and the Google Drive is not regularly updated.⁴³ However, during implementation, stakeholders were asked for feedback on the government's draft self-assessment. This was an open, online consultation from 5–19 September 2017.⁴⁴

The government has complied with the minimum consultation requirements and has held a stakeholder meeting every six months. In May 2017, Marianna Madia, the Minister of the Department of Public Administration, invited all OGF members to participate in a consultation on the implementation of the action plan.⁴⁵ The agenda included civil society presentations and time for open discussion. All government and CSO topics for discussion, meeting notes, and comments were recorded and posted in the public OGF Google discussion group and document repository.⁴⁶ The primary focus of the discussions and CSO input was on the topic of open data.

As of November 2017, the government invited the OGF Transparency and Open Data working group to a consultation meeting. The scope of the meeting was to discuss coordination between government and civil society in implementing open data and transparency-related commitments. In addition, the meeting covered planning activities for Open Government Week events to take place in February 2018.⁴⁷ Overall, the Italy's OGP Team achieved significant progress improving the

participation process but could still increase the frequency of stakeholder engagement during the implementation of commitments.

3.5 Self-Assessment

The OGP Articles of Governance require that participating countries publish a self-assessment report three months after the end of the first year of implementation. The self-assessment report must be made available for public comments for a two-week period. This section assesses compliance with these requirements and the quality of the report.

The Italian government adopted the third action plan in September 2016 and published its first self-assessment in October 2017.⁴⁸ The self-assessment is well-structured and was open for comments from 5 to 19 September 2017, although no comments were published.⁴⁹ The document was easily accessible and understandable. In addition, commitment implementation has been tracked and regularly updated on the government's Monitors web portal since the start of implementation.⁵⁰

3.6 Response to Previous IRM Recommendations

Table 3.5: Previous IRM Report Key Recommendations

Recommendation		Addressed?	Integrated into Action Plan?
1	Increase participation and engagement of civil society and the business community in the OGP process and in the development of new action plans.	✓	✓
2	Institutionalize a multi-stakeholder forum for regular consultations to engage with stakeholders, involve new actors, and set up a feedback process.	✓	✓
3	Adopt accountable metrics to track implementation of transparency, accountability and anti-corruption reforms.	X	X
4	Increase disclosure in government activities and contracts, including more open data on beneficial ownership and of conflict of interests.	✓	✓ ⁵¹
5	Determine clear roles and resources for the different institutions involved in the OGP process.	✓	✓ ⁵²

Of the five previous IRM recommendations, the government fully addressed and integrated two in the third action plan. The development process of the current action plan responded to Recommendation 1, as demonstrated through the improved consultation process and government engagement with a diverse group of civil society and private sector stakeholders. The institutionalization of the Open Government Forum (OGF), an important step towards civil society and stakeholder representation, responds to Recommendation 2. OGF has been involved in the development and implementation of the third action plan. The government has decided to include a high number of commitments in the action plan to address

priorities of a wide group of stakeholders and “strongly relaunch Italy's commitment within the Open Government Partnership.”⁵³

Recommendation 3 remains unaddressed and outside the scope of the current action plan. As stated in the previous IRM Progress Report, the Italian Government has no clear and accountable metrics to track reforms whose “future implementation, results, and impact remain uncertain.”⁵⁴

Regarding Recommendation 4, the last two governments (of Matteo Renzi and Paolo Gentiloni) have made significant steps toward greater disclosure in government activities and contracts (e.g. the websites *soldipubblici*,⁵⁵ *Opencantieri*,⁵⁶ and *OpenExpo*,⁵⁷ address public expenditures). In the third action plan, several commitments address the recommendation to increase government disclosure, including Commitments: 5 (Open CUP), 7 (FOIA), 8 (Transparent Administration), 10 (Data on penitentiaries), 11 (CONSIP Tenders Dashboard), and 15 (Public Works 2.0). Further, Commitments 26, 27, and 28 focus on disclosing government agendas and lobbying registries, providing information useful to detect potential conflicts of interest in public administration. So far, the government has taken no steps to improve beneficial ownership disclosure (Recommendation 4).

Regarding Recommendation 5, the current action plan clearly assigns specific implementing roles to participating institutions (identifying both lead and supporting administrations) as well as the name(s) of the responsible person and other actors involved. However, the plan does not include reference to the resources and funding for various commitment, as IRM recommended.

¹ Open Government Partnership, “Italy - People involved from Italy” (2018), <https://www.opengovpartnership.org/countries/italy>.

² The structure of the DPA is available at: <http://presidenza.governo.it/AmministrazioneTrasparente/Organizzazione/ArticolazioneUffici/Dipartimento/DFP.html> (last access 29/08/2017).

³ The list of participants is available at: <http://open.gov.it/chi-siamo/> (last access 29/08/2017).

⁴ The Decree of the Minister for Simplification and Public Administration, article 7.2 (a) (17 Nov. 2016), <http://www.funzionepubblica.gov.it/articolo/dipartimento/01-02-2016/ordinamento-del-dipartimento-della-funzione-pubblica-dm-17112015> (last access 29/08/2017).

⁵ Since 2013, the Prime Minister has changed three times, but the government has not substantially changed.

⁶ Prime Minister Matteo Renzi announced his goals in his inauguration speech, one of which was a “revolution in the relationship between citizens and public administration so that every citizen can find evidence of what their representatives are doing from day to day.” Over the last two years, the Executive launched several initiatives, including open websites such as *soldipubblici*, *PublicWorks*, *OpenExpo*. See: <http://espresso.repubblica.it/palazzo/2014/02/24/news/il-discorso-integrale-di-matteo-renzi-al-senato-1.154748> (last access 29/08/2017).

⁷ Open Government Forum, “Open Government: what did Italy do? Here is the civil society report” (4 Jul. 2013) www.opengovernmentforum.it.

⁸ On December 2012, a group of CSOs set up the Open Government Forum (www.opengovernmentforum.it). Between 2012 and 2013, the group monitored the first OGP action plan and the design of the second action plan. The group was then formally recognised by the government in June 2016, when the “official” Open Government Forum was set up.

⁹ Italia Open Gov, “Open Government Forum” (accessed 12 Mar. 2018), open.gov.it/open-government-partnership/open-government-forum/.

¹⁰ OGP Italian Forum, “Open Government Forum - Participation request” (accessed 12 Mar. 2018), <https://docs.google.com/forms/d/e/1FAIpQLSdd9C6lryR79xTcwtL3kk6XJ533Cvid3PuBSOBD2LmKyM-pWA/viewform>.

¹¹ See Italy's Third OGP Action Plan, pp. 127 – 128, available at: https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.

¹² Ministry of Defence, Ministry of Health, Ministry of Labour, Ministry of Cultural Assets, Institute for the Protection and Environmental Research of the Ministry for the Environment and for the Protection of Land and Sea.

- ¹³ Agency for Digital Italy, Ministry of Education, Ministry of Infrastructure and Transport, Ministry of Justice, Ministry of Economic Development, CONSIP, Ministry for the Environment and for the Protection of Land and Sea – DG for Environmental Evaluations and Authorizations - Unit II, DPA, Prime Minister's Office – Department for Planning and Coordination of Economic Policy, Prime Minister's Office – Department for Cohesion Policies, Ministry of Economics and Finance, and Prime Minister's Office – National School of Administration.
- ¹⁴ National Statistical Institute, Universities and Research, Italian Agency for Development Cooperation, INAIL, and the National Anti-Corruption Authority (ANAC).
- ¹⁵ City of Florence, City of Milan, Roma Capitale, City of Lecce, City of Bologna, and Regional Authorities.
- ¹⁶ See *Italy National Action Plan*, p. 4, available at: https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.
- ¹⁷ There is no public information available on this working group. The word "inter-institutional" is found on page four of the Italian version of the third OGP action plan but there is no further information: "the Department for Public Administration established...A working group open to all central administrations including representatives of regional and local authorities."
- ¹⁸ *Id.*
- ¹⁹ The addendum was open for public consultation from 8 May to 7 June 2017.
- ²⁰ The addendum is available at <http://open.gov.it/terzo-piano-dazione-nazionale/> (last access 30/08/2017).
- ²¹ Recommendations 1 and 2 of the *IRM Progress Report 2014-2015: Italy* are found on page 42: "1. Increase participation and engagement of civil society and the business community in the OGP process and in the development of new action plans. 2. Institutionalize a multi-stakeholder forum for regular consultations to engage with stakeholders, involve new actors, and set up a feedback process."
- ²² IRM Progress Report 2014-2014: Italy, 9.
- ²³ Minister for Simplification and Public Administration, "OpenGov Forum is born," (3 Jun. 2016), www.funzionepubblica.gov.it/articolo/ministro/01-06-2016/nasce-opengov-forum-una-palestra-tra-istituzioni-e-cittadini.
- ²⁴ OGP Italian Forum, "Open Government Forum - Participation request."
- ²⁵ Italia Open Gov, "Open Government Forum - Organization and operation" (accessed 12 Mar. 2018), § IV – Inclusiveness, open.gov.it/consultazione-terzo-nap/open-government-forum-organizzazione-e-funzionamento/.
- ²⁶ Midterm Self-Assessment Report, (3 Oct. 2017), 2.
- ²⁷ Italia Open Gov, "Open Government Forum," <http://open.gov.it/open-government-partnership/open-government-forum/> (last access 30/08/2017).
- ²⁸ Available at: <https://drive.google.com/drive/u/1/folders/0B3LDLScNZCcWiICS0JnVGJMQ00>.
- ²⁹ Civil Society Consultation Report, 6.
- ³⁰ Available at: <http://open.gov.it/consultazione-terzo-nap/>.
- ³¹ Available at: http://open.gov.it/wp-content/uploads/2016/09/OGP-report_mIDEF.pdf.
- ³² Available at: http://open.gov.it/wp-content/uploads/2016/09/OGP-report_mIDEF.pdf.
- ³³ See Civil Society Consultation Report, pp. 11 – 26.
- ³⁴ See Civil Society Consultation Report, pp. 27 – 73.
- ³⁵ Available at: <http://open.gov.it/wp-content/uploads/2016/12/dichiarazione-condivisa-NAP.pdf>.
- ³⁶ Spaghetti Open Data, Ondata, Openpolis, Stati Generali dell'Innovazione - SGI, and Open Knowledge Italia.
- ³⁷ For example, the government held an online consultation on the National Action Plan's development 16 July – 31 August (<http://open.gov.it/terzo-piano-dazione-nazionale/>).
- ³⁸ See <http://open.gov.it/wp-content/uploads/2016/12/dichiarazione-condivisa-NAP.pdf>.
- ³⁹ http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/foundations_course/IAP2_P2_Spectrum_FINAL.pdf.
- ⁴⁰ <http://open.gov.it/open-government-partnership/open-government-forum/>.
- ⁴¹ OGP Italian Forum, "Open Government Forum - Participation request."
- ⁴² See the Third OGP Action Plan: Italy, pp. 127 – 128, https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.
- ⁴³ <https://drive.google.com/drive/folders/0B3LDLScNZCcWiICS0JnVGJMQ00>.
- ⁴⁴ <http://open.gov.it/terzo-piano-dazione-nazionale/>.
- ⁴⁵ A sample email invitation is on the Google Drive: <https://groups.google.com/forum/#!topic/spaghettiopendata/ZxQIGfzRayw>.
- ⁴⁶ <https://groups.google.com/forum/#!topic/spaghettiopendata/ZxQIGfzRayw>.
- ⁴⁷ OGF notes and discussion may be accessed on the public Google Drive Folder: <http://open.gov.it/terzo-piano-dazione-nazionale/>.
- ⁴⁸ The Government published a draft version of the self-assessment report for consultation. The contents of the report are the same of the Monitora website, <http://open.gov.it/monitora/>.
- ⁴⁹ <http://open.gov.it/midterm-report-3-piano/>.

⁵⁰ The Monitora portal may be accessed at <http://open.gov.it/monitora/> (last accessed 16 Oct. 2017).

⁵¹ Partially implemented - the government increased information on disclosures and conflicts of interest but not beneficial ownership information.

⁵² Partially implemented – the government defined the roles for implementing government institutions and officials but omitted resources and budgets.

⁵³ Midterm Self-Assessment Report, 3 Oct. 2017, https://www.opengovpartnership.org/sites/default/files/Italy_Mid-Term_Self-Assessment_2016-2018_EN.pdf.

⁵⁴ IRM Progress Report 2014-2015: Italy, 42.

⁵⁵ Available at: soldipubblici.gov.it/.

⁵⁶ Available at: opencantieri.mit.gov.it/.

⁵⁷ Available at: <http://dati.openexpo2015.it/it>.

IV. Commitments

All OGP-participating governments develop OGP action plans that include concrete commitments over a two-year period. Governments begin their OGP action plans by sharing existing efforts related to open government, including specific strategies and ongoing programs.

Commitments should be appropriate to each country's unique circumstances and challenges. OGP commitments should also be relevant to OGP values laid out in the OGP Articles of Governance and Open Government Declaration signed by all OGP-participating countries.¹

What Makes a Good Commitment?

Recognizing that achieving open government commitments often involves a multiyear process, governments should attach time frames and benchmarks to their commitments that indicate what is to be accomplished each year, whenever possible. This report details each of the commitments the country included in its action plan and analyzes the first year of their implementation.

The indicators used by the IRM to evaluate commitments are as follows:

- **Specificity:** This variable assesses the level of specificity and measurability of each commitment. The options are:
 - High: Commitment language provides clear, verifiable activities and measurable deliverables for achievement of the commitment's objective.
 - Medium: Commitment language describes activity that is objectively verifiable and includes deliverables, but these deliverables are not clearly measurable or relevant to the achievement of the commitment's objective.
 - Low: Commitment language describes activity that can be construed as verifiable but requires some interpretation on the part of the reader to identify what the activity sets out to do and determine what the deliverables would be.
 - None: Commitment language contains no measurable activity, deliverables, or milestones.
- **Relevance:** This variable evaluates the commitment's relevance to OGP values. Based on a close reading of the commitment text as stated in the action plan, the guiding questions to determine the relevance are:
 - Access to Information: Will the government disclose more information or improve the quality of the information disclosed to the public?
 - Civic Participation: Will the government create or improve opportunities or capabilities for the public to inform or influence decisions?
 - Public Accountability: Will the government create or improve opportunities to hold officials answerable for their actions?
 - Technology & Innovation for Transparency and Accountability: Will technological innovation be used in conjunction with one of the other three OGP values to advance either transparency or accountability?²
- **Potential impact:** This variable assesses the *potential impact* of the commitment, if completed as written. The IRM researcher uses the text from the action plan to:
 - Identify the social, economic, political, or environmental problem;

- o Establish the status quo at the outset of the action plan; and
- o Assess the degree to which the commitment, if implemented, would impact performance and tackle the problem.

Starred commitments are considered exemplary OGP commitments. In order to receive a star, a commitment must meet several criteria:

- Starred commitments will have “medium” or “high” specificity. A commitment must lay out clearly defined activities and steps to make a judgement about its potential impact.
- The commitment’s language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability.
- The commitment would have a “transformative” potential impact if completely implemented.³
- The government must make significant progress on this commitment during the action plan implementation period, receiving an assessment of “substantial” or “complete” implementation.

Based on these criteria, Italy’s action plan contained two starred commitment, namely:

- Commitment 13. Open Administration Week (National Commitment), and
- Commitment 16. Rome cooperates (Subnational Commitment – City of Rome)

Finally, the tables in this section present an excerpt of the wealth of data the IRM collects during its progress reporting process. For the full dataset for Italy and all OGP-participating countries, see the OGP Explorer.⁴

General Overview of the Commitments

The third action plan is more substantive and structured than previous ones, resulting from the government’s political engagement and the OGP Team’s efforts to include all institutions across central public administration in the formation of the plan. The action plan contains 40 commitments⁵ in three key areas: transparency and open data, participation and accountability, and digital citizenship and innovation, with more than 17 central administrations responsible for implementation.

The action plan benefits from lessons learned from the previous plan, which remains largely incomplete despite its limited ambition (only one out of six commitments were completed in the 2014–2016 plan).⁶ To ensure greater completion, the OGP Team has increased opportunities for stakeholders to track progress. The OGP website has an intuitive tool called “Monitora” for tracking commitment progress.⁷ Monitora is a self-assessment tool for the implementing MDAs. In principle, it allows stakeholders to comment,⁸ however the plugin is not active, reducing the monitoring potential of the website.

Themes

The Italian Government released the action plan with 34 commitments in September 2016, and an addendum in June 2017, with six additional commitments (named A1–A6). The action plan addresses six main themes: open data, transparency, participation, accountability,⁹ digital citizenship, and digital skills. The table below shows that most of commitments focus on accountability and transparency, followed by open data and participation. Most commitments, including the six in the addendum, involve the national government; only seven commitments are subnational: Firenze Open Data (no. 6), Milano Trasparente (no. 12), Roma

Collabora (no. 16), Bologna delibera e trasforma (no. 17), Roma Capitale: agenda trasparente (no. 27), Milano Trasparente (no. 28), Lecce – start-up in Comune (no. 32).

THEME	NO. OF COMMITMENTS	NATIONAL COMMITMENTS	SUB-NATIONAL COMMITMENTS	ADDENDUM COMMITMENTS
OPEN DATA	7	5	1	1
TRANSPARENCY	10	5	1	4
PARTICIPATION	6	3	2	1
ACCOUNTABILITY	11	9	2	0
DIGITAL CITIZENSHIP	4	3	1	0
DIGITAL SKILLS	2	2	0	0

The present report is structured in six thematic clusters, one for each theme. The grouping follows the structure of the action plan, excepting commitments under the themes of digital citizenship and digital skills that are clustered together. Each paragraph in this chapter describes a cluster, providing where possible details on individual commitments and milestones. Subnational commitments are presented separately.

Please note commitment text in this report has been abridged for brevity and readability. To reference the full commitment text, including all milestone and benchmarking activities, please see Italy's third action plan.¹⁰

¹ Open Government Partnership: Articles of Governance, June 2012 (Updated March 2014 and April 2015), https://www.opengovpartnership.org/sites/default/files/attachments/OGP_Articles-Gov_Apr-21-2015.pdf.

² IRM Procedures Manual. Available at: http://www.opengovpartnership.org/sites/default/files/IRM-Procedures-Manual-v3_July-2016.docx.

³ The International Experts Panel changed this criterion in 2015. For more information visit: <http://www.opengovpartnership.org/node/5919>.

⁴ OGP Explorer: bit.ly/1KE2Wil.

⁵ The first release of the Italian OGP action plan contained 34 commitments, 6 more were added in June 2017 through an Addendum.

⁶ See the IRM Italy End-of-Term report 2014–2016, http://www.opengovpartnership.org/sites/default/files/Italy_EOTR_2014-2016_for-public-comment.pdf.

⁷ The tool includes basic information on the action (actors, timeframe, objectives, results), a progress tracker (objectives range from achieved "green" to missed "red"), and timeline (started, to be started, finished). The six commitments of the June 2017 addendum are not included in the Monitora and should be added. The tool is open for comments to each milestone. <http://open.gov.it/monitora/>.

⁸ Kevin Weber, "Inline Comments - WordPress Plugin" (accessed 13 Mar. 2018), <https://kevinw.de/inline-comments/>.

⁹ Here, "accountability" refers to a general theme the Italian government included as a goal for this action plan, it does not refer to the OGP definition and coding value of public accountability.

¹⁰ Italy's third action plan, available here: https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.

Theme I: Open Data

1. Shared national agenda for the enhancement of public data

Description: *Implementing the National Agenda for the Enhancement of Public Data as a document to design and establish an open data strategy. More specifically, the main reference tool for open data will be the “dataset dynamic basket” (annually updated) which identifies the databases that administrations are going to make available starting from 2016. This basket is going to guide the actions of administrations when opening their datasets, based on the objectives and the datasets selected or agreed within the OGP.*

General Objective: *Increase the availability, usability, access and reuse modalities of data held by public administrations, including those contained in databases of national interest, to effectively pursue the objective of an overall enhancement of public data.*

Expected Result: *Increasingly meet the demand for strategic datasets and real possibility to rapidly release the main datasets for the most important sectors (i.e. health, energy, education, justice, welfare, infrastructure, territorial data, etc.) When identifying the datasets to be published by administrations, priority will be given to those requested by civil society organizations, those concerning the environment (Cop21) and those related to corruption prevention (G20).*

Responsible institutions: AGID, Central PAs, Regional Authorities, National Association of Italian Municipalities, and City of Messina

Start date: September 2016
2018

End date: February

2. Opening data on mobility through OpenTrasporti

Description: *Making information and online services related to mobility and transportation available and usable through a single integrated platform for sharing information and providing the relative APIs (Application Programming Interfaces). This is to facilitate the development of applications which integrate the abovementioned data in real time, with the purpose of improving the travelling experience as well as the efficiency of the logistics chain.*

General Objective: *Meet the increasing need - within the mobility sector - to access all available information on the various aspects of mobility: circulating road vehicles, vessels, trains, aircrafts (polluting emissions by category of vehicles/type of engine; statistics on the register of drivers, statistics and data on accident rates for the different types of transportation, taxi licenses, limousine services; local public transport lines and relevant service contracts, car hire/car sharing, etc.*

Expected Results: *Increasingly share transportation and mobility information with enormous benefits for the community in terms of services, security, transparency and reuse of information.*

Responsible institutions: Ministry of Infrastructure and Transport, ENAC, and the National Association of Italian Municipalities.

Start date: September 2016
2018

End date: June

3. ISTAT Linked Open Data

Description: *Developing a portal to access and navigate data in an open format, based on semantic web standards and technologies. The Linked Open Data, directly searchable from any application, meet the need expressed by users' communities to have interoperable standardized data.*

General Objective: *Make statistical data immediately usable by non-specialist users through the activation of channels for sharing data and semantic interoperability between institutions. Foster the exploitation of statistical information in Linked Open Data format through the development of machine-to-machine application services for the integration of information systems.*

Expected Results: *Enhance the portal by including new content, new thematic fields (data on the Local Labour Systems; Register of streets and street numbers; Historical Information System on Municipalities) and elementary data taken from official statistical surveys.*

Responsible institution: National Statistical Institute (ISTAT)

Start date: September 2016
2017

End date: December

4. Access and reuse of data from the education system

Description: *Developing a systematic strategy to enhance information from the education system, with the purpose of opening data (for citizens, other institutions, businesses and research) and ensuring the development of new digital and participation skills. Establishing the infrastructure for the timely publication of high-quality data about the whole education system as a tool to foster innovation in teaching methodologies and training processes so that students are no longer mere consumers but "critical consumers" and "producers" of digital content and architecture.*

General Objective: *Increase the availability of data as well as the ability to use and process them not only by people who have specialist skills, but involving the Ministry, institutions, society and businesses, at all levels.*

Expected Results: *Establishment of the Single Portal of Education Data which is meant to allow users to easily read high-quality data. It also relies on a set of access policies whose main aim is to ensure accountability, participation, reuse for commercial purposes and research. The launch of the portal will be accompanied by a hackathon involving the communities of developers, civil society and students, with the purpose of planning together with the administration the next data releases and updates.*

Responsible institutions: Ministry of Education, Universities and Research, Schools, Local Authorities, Regional Authorities, National Association of Italian Municipalities, Union of Italian Provinces UPI, Prime Minister's Office, and Ministry of Economic Development.

Start date: September 2016
2017

End date: January

5. OpenCUP Portal – National registry of public investment projects

Description: *Evolution of the portal OpenCUP as a tool to support transparent and informed public choices and integration with other national open data portals.*

General Objective: *Plan and effectively guide the use of available resources through the active participation and involvement of all stakeholders. Allow citizens and institutions to monitor and evaluate development policies by granting access to the registry of public investment projects.*

Expected Result: *Improved access to and usability of the information published in OpenCUP by all stakeholders, the aim being to increase, among other things, civic participation in public decision-making; Greater integration between the OpenCUP portal and other “Open” portals – i.e. OpenCoesione, OpenCantieri, GeoDipe – managed by any other administration that is interested in the initiative. The precondition for the above integration is the use of the Single Project Code (CUP – Codice unico di progetto)*

Responsible institutions: Prime Minister’s Office – Department for Planning and Coordination of Economic Policy, Ministry of Infrastructure and Transports, Prime Minister’s Office – Department for Cohesion Policies, regional authorities, universities, and National Research Council.

Start date: September 2016

End date: June 2018

A1. Open Data from the dataset of the program for the rationalization of public procurement

Description: *Publishing datasets on purchases made by public administrations using the digital platform Aquistinretepa.it: (i) tenders, (ii) directory of authorized public administrations (iii) directory and participations of businesses, (iv) catalogue of goods and services, (v) negotiations, (vi) purchases.*

General Objective: *Provide information about the Programme for the rationalization of public procurement in an open format in order to enhance transparency of administrative action and share information resources among public administrations, suppliers, civil society and citizens.*

Expected Results: *The project, after the completion of the following phases – phase 2 “Publication of new datasets and infographics on Negotiations and Purchases in the .csv format” and phase 3 “Publication of data in the Linked Open Data format and monitoring of the use of published datasets by other private or public entities” – will allow citizens to monitor the value and quality of public procurement.*

Responsible institution: Ministry of Economics and Finance & CONSIP.

Start date: September 2016
2018

End date: June

Editorial Note: Commitment text is abridged and does not include milestones. For full commitment text, please see Italy’s third action plan:

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time ?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
1. Shared national agenda for public data		✓			✓	✓		✓		✓			No		✓		
2. Open transportation data		✓			✓			✓		✓			Yes			✓	
3. Link ISTAT to open data				✓	✓			✓				✓	No		✓		
4. Open education data				✓	✓	✓		✓		✓			No			✓	
5. Create national registry of public investment projects			✓			✓		✓		✓			Yes		✓		
A1. Program for the rationalization of public procurement			✓		✓						✓		NR	Not Reviewed			

Context and objectives

The seven commitments under the open data theme¹ aim to increase the number of datasets and the quality of data available for citizens, within a framework of strategies² and reforms adopted by the government over the last two years.³ These commitments are part of ongoing open data initiatives and broadly seek to increase access to public administration information and datasets.⁴ Areas targeted for increased data release include transportation, education, public investment projects, and public procurement.

In 2012, the European Commission designed a Digital Agenda strategy, to improve member states' access to, use, and quality of ICT.⁵ All Member States have adopted

national strategies to meet EU goals, and in Italy, the process is managed by Network OT2/OT11.⁶ Italy's Digital Agenda⁷ includes open data in a set of actions for increasing technology use, innovation and the digital economy in Italy. The National Digital Agency (AIGD) has adopted guidelines to increase the use of public sector information, manages repositories of open datasets,⁸ and set up a working group called "Data and Open Data Management" within the Network OT2/OT11.⁹ The commitments included in the action plan under the open data theme seek to fulfil goals from Italy's Digital Agenda and AIGD guidelines.

Italy rank twentieth (eleventh in Europe and Central Asia) in the 2016 Open Data Barometer, performing well with data on census and public transport, while data on land ownership, government spending, company registers, crime statistics, and public contracts score low in quality and are considered "not open."¹⁰ Italy is a low-performing country according to the Europe Digital Progress Report 2017¹¹ and the Digital Economy and Society Index 2017 (DESI).¹² This is exacerbated by a shortage of digital skills in the country (see Theme 6): Italy ranks twenty-fifth in Europe for public digital services provision, and twenty-second for digital literacy skills of citizens.¹³

1. Shared national agenda for public data

Commitment 1 aims to increase the number of available datasets to meet the targets set in Italy's Digital Agenda. The National Digital Agency (Agenzia per l'Italia digitale—AGID) aims to increase the number of released open datasets, holding consultations with civil society on which datasets to open (1.1),¹⁴ publishing a National Agenda for Enhancement of Public Data (1.2),¹⁵ and monitoring the release of datasets (1.3). This commitment is relevant to the OGP values of access to information, civic participation, and increasing technology and innovation. However, the commitment does not specify how consultations with civil society and the Open Government Forum (OGF) will be conducted, or how CSOs will be able to monitor or measure the release of data. A member of AGID confirmed¹⁶ that the commitment is also included in the European and National rules (Art. 52 of the Code for Digital Administration) and therefore the added value of inclusion in the action plan is probably minimal. The potential impact is minor; the commitment could help identify datasets relevant for citizens (1.1), but AGID has no enforcement power over other agencies' release of datasets.

2. Opening data on mobility through OpenTrasporti

Datasets on infrastructure and mobility are fragmented and service providers have taken minimal steps to develop platforms for their use. The Ministry for Infrastructure and Transport aims to develop a single platform that includes all datasets on infrastructure and mobility and enables real time updates (2.2, 2.3, and 2.4), opening new datasets with the support of service providers (2.1, 2.5, and 2.6), and promoting their use (2.7). This commitment would improve the professional opportunities to deliver machine-to-machine application and services for citizens, contributing to the OGP value of access to information. According to an official from the Ministry of Infrastructure and Transport,¹⁷ the commitment extends a pre-existing government project beyond its original scope, creating the opportunity for dialogue with civil society. Stakeholders agree that this action could potentially increase engagement with transportation companies and improve their services. Nevertheless, the commitment language describes activities with undetermined deliverables (e.g. "gradual involvement of transport and mobility providers" or "civic dissemination and communication actions"), but does not include verifiable, concrete plans and measurable outcomes. Therefore, the potential impact is considered minor.

3. ISTAT linked open data

This commitment is part of an ongoing process led by the National Statistical Service (ISTAT) to open and release more data through the ISTAT portal. This includes territorial and statistical data from the 2011 census, and it is integrated with the open data portal of the National Institute for Environmental Research and Protection (ISPRA). ISTAT seeks to increase the number and use of datasets, adding new content and new functions to the portal related to the local labor system (3.1), urban streets and street numbers (3.2), and new statistical data from the census (3.3). This information will be added in linked open data format (LOD). According to ISTAT,¹⁸ including this activity in the action plan has helped define objectives and deliverables and reduced the completion timeline, but it has raised some problems. For instance, the publication of street data in LOD format requires cooperation of other agencies, which is currently lacking. As written, the commitment is highly specific and will improve citizens' ability to research and use government statistics, improving access to information. During the IRM researchers' stakeholder meeting, participants agreed on the high value of releasing geo-referenced data on street names and numbers, while other datasets appeared less relevant. Prior to this commitment, street and street number data was held by the National Statistical Service and unavailable to the public. Stakeholders¹⁹ require this data to develop businesses and provide new services for citizens and the business sector. If fully implemented, this commitment can have a transformative effect in releasing information demanded by CSOs, and therefore is considered a major step forward.

4. Access and reuse of data from the education system

The Ministry of Education, Universities and Research (MIUR) has a large collection of data, gathered from digital administrative and management procedures, ad hoc surveys, and self-assessments on teaching and research. MIUR aims to increase the availability of this data, and the digital skills of "the Ministry, institutions, society and businesses, at all levels" to use this data. This commitment contributes to the OGP values of access to information, civic participation, and the use of technology for accountability. This initiative is part of a wider education system reform.²⁰ Commitment 4 will build a preliminary version of the Education Data Portal (4.1) and promote the use of this data through a "data gym" (4.2) and a hackathon of education data (4.3). The commitment is of medium specificity; it clearly states the value of improving access to education data but does not specify the type of datasets to be released. Donatella Solda, from MIUR,²¹ provided many details on the ongoing education reform, but the added value of the commitment to the reform remains unclear. Stakeholders²² agree that training for digital skills is a high priority. According to stakeholders, practical training for using open data is the most important step and address this in the commitment through a "data gym" for digital skills education. The government will also provide administrative education information to citizens related to data programs, teachers, and spending on resources for schools. These steps, while valuable to stakeholders, are part of a prominent ongoing government effort to improve the education sector, and the added value of including these actions in the OGP platform is unclear. Therefore, the commitment has a minor potential impact.

5. OpenCUP Portal – National registry of public investment projects

In recent years, the government has launched initiatives to publish open data on public investments. Examples include OpenCoesione, OpenCantieri, GeoDipe, and ItaliaSicura. The OpenCUP portal, where information on individual public works projects are linked by their unique identification number (CUP) was launched in January 2016, allowing citizens to track spending on specific projects. Any

transaction (public works, contracting, service agreements) using public money must be assigned a CUP code. This commitment proposes to develop the OpenCUP portal through citizen engagement and gathering feedback. However, two university departments, Polytechnic of Milan and the National Research Council (CNR), are the only stakeholders involved through an MOU. This represents a very narrow scope for the activities to be carried out under this commitment.

This commitment is part of an ongoing initiative through the Department for Planning and Coordination of Economic Policy of the Government to further develop the portal in the next three years. This commitment is relevant to OGP values of civic participation and technology for innovation. It seeks to involve citizens by gathering feedback from end-users of existing open data platforms and design a single, integrated portal of public investment data. As written, the specific steps for achieving the commitment are poorly defined. According to the government, the ongoing initiative benefits from the action plan by accelerated completion and greater visibility.²³ Stakeholders agree that the portal is a valuable tool for transparency. However, they believe that the steps proposed in commitment are too narrow and limited in scope to have any meaningful impact on making the portal more usable for a non-technical audience. Therefore, the potential impact is considered minor.

A1. Open Data from the dataset of the program for the rationalization of public procurement

The portal dati.consip.it has been online since September 2016, predating the action plan. The portal provides users with five categories of datasets: administrations, suppliers, tenders, participants (companies competing for tenders, and suppliers who have awarded contracts), and catalogues²⁴ (electronic directories for public administration of service or material suppliers). CONSIP, the national company for public procurement, manages the portal. The Ministry of Economics and Finance and CONSIP were using this portal before the action plan but the action plan adds detailed timelines for the activities. These activities are relevant to improving access to information, and include improving procurement transparency through Phase 2 and 3 of the ongoing MoEF project. Both phases increase data availability through the portal; Phase 2 increases negotiation and purchase data in .csv format while Phase 3 increases data available in linked open data format. The action plan is also an opportunity to share new inputs with other PAs. If fully implemented, this commitment could have a minor additional impact on ongoing activities by defining timeframes and providing a platform to discuss improvements in the problems identified during implementation.

Completion

1. Shared national agenda for public data

This commitment is partially completed and is delayed.²⁵

Consultations with civil society and the Open Government Forum²⁶ (1.1) took place between 17 October and 28 November 2016.²⁷ AGID has not published the National Agenda²⁸ for the Enhancement of Public Data (1.2), expected in December 2016. The Agenda includes the actions, objectives, timeline and standards of data to be released, as well as civil society requests.²⁹ AGID has not started monitoring (1.3), which is expected by February 2018. The milestones for this commitment (such as releasing more datasets) are too vague to assess a completion level. According to the government self-assessment, progress on this commitment has been limited. Stakeholders³⁰ affirm that “the process of opening new data suffers many limits:

CSOs' requests for new datasets are not published, and there are no deadlines for replies, and no clear obligations to release data.”

2. Opening data on mobility through OpenTrasporti

This commitment is substantially completed and on schedule; the government has completed four objectives and soon will start an additional three with an expected completion of June 2018. The transportation sector holds the data to be disclosed through this commitment, and their involvement has helped the implementation process.³¹

In December 2016, the Ministry of Infrastructure and Transport (MIT) released new transport datasets³² (2.1) on the platform <http://dati.mit.gov.it> (2.2). This activity predates the action plan but the government added new datasets to the platform during the first year of implementation. MIT released a dissemination strategy (2.7) in May 2017.³³ The remaining activities scheduled for implementation in Year 2 involve compelling transportation companies to share and release data that can be linked to the government portal. While stakeholders³⁴ confirm the completion level, they criticize the lack of evidence of involvement with local authorities' transport services, the scarce dissemination of the platform, and the scarcity of available data on the portal.³⁵

3. ISTAT linked open data

This commitment is partially completed and delayed.³⁶ The commitment adds datasets to the existing open data portal of the National Statistical Institute (ISTAT).³⁷ The datasets include local labor systems (3.1, completed December 2016), the National Register of Urban Streets and Street Numbers (3.2, delayed as data are not yet available), and data from national surveys (3.3, not started).

4. Access and reuse of data from the education system

This commitment is substantially completed.³⁸ This is part of an ongoing action of the Ministry for Education, Universities and Research (MIUR) as defined in the “Good School” Law.³⁹ The commitment includes a central portal of education data⁴⁰ (4.1, released 9 March 2017) and a hackathon (4.3, held 1in0 March 2017).⁴¹ The creation of a “data gym” to empower students in reusing data (4.2) has been delayed to after the commitment deadline of December 2016.

5. OpenCUP Portal – National registry of public investment projects

This commitment includes five new activities to promote the existing OpenCUP portal. While all activities are progressing and on schedule, completion remains limited.⁴² The commitment is expected to end June 2018, but the only evidence is a memorandum of understanding between the Department for Planning and Coordination of Economic Policy (DPCEP), the University Polytechnic of Milan and the National Council of Research.

According to the commitment, DPCEP is preparing several events to promote open data concerning public investments in OpenCUP (5.5) and to involve data users and researchers (5.2).⁴³ DPCEP is also improving the OpenCUP portal (5.3) and completing preliminary steps for the establishment of a citizens' network (5.3).

A1. Open Data from the dataset of the program for the rationalization of public procurement

This commitment will begin implementation in Year 2.⁴⁴ This commitment was included as an addendum in July 2017; therefore, its completion and results cannot be assessed in Year 1. There has been some progress between July and September

2017, as reported by stakeholders during interviews carried out by the IRM researchers. According to the commitment's implementing official, CONSIP will release eleven new datasets in .csv format regarding negotiations and purchases by the end of 2017 (A1.1). The release of linked open data is scheduled for June 2018.

Early Results

The open data commitments belong to a national strategy for opening public administration, and many actions would have been performed regardless of inclusion in the action plan.

There are few clear results from the commitments. As expressed in the government's self-assessment, the main results thus far are the engagement by different areas of the public administration in the action plan, and increased discussion by public actors on increasing their accountability. A monthly email from the government OGP Team to the implementing institutions serves as a reminder of their duty to manage commitments, bringing greater attention and priority to activities included in the action plan.

Stakeholders have not seen a significant release of useful data, and the same challenge of compelling government bodies to release data remains.⁴⁵ In practical terms, the most important commitments are ongoing, and it is too early to assess results of steps taken so far.

Next Steps

The open data commitments can be implemented in the remaining period of the action plan, but this depends on each administration's efforts to open data. Stakeholders suggest that, based on the limited results in releasing data via the current Digital Agenda, more should be done to achieve practical results by troubleshooting problem areas.⁴⁶ For example, AGID needs greater enforcement authority for compelling other agencies to publish their data as requested by civil society. In addition, the government should officially track citizen demands for public datasets, registering agencies' responses of when and how the information will be provided. The government and OGP Team should closely monitor the efforts of the responsible institutions to ensure timely compliance. Stakeholders further suggest analyzing the bottlenecks that impede data release, and addressing these problems directly, rather than listing aspirational goals for the types of datasets to open.⁴⁷

¹ Six commitments are national and one is local.

² E.g. the National Agenda for the Enhancement of Public Data or the three-year plan for ICT in Public Administration.

³ E.g. the reform of the Public Administration.

⁴ E.g. the government has opened data and websites on public spending and procurement contracts. Therefore, current context is significantly different, which will be reflected in the next Open Data Barometer.

⁵ See <https://ec.europa.eu/digital-single-market/en>. EU regulation 1303/13 identifies eleven Thematic Objectives (TOs) for the 2014-2020 budget. TO 2 is "enhancing access to, and use and quality of, ICT," while TO 11 is "enhancing institutional capacity of public authorities and stakeholders and efficient public administration." See <http://eur-lex.europa.eu/legal-content/en/TXT/?uri=celex%3A32013R1303>.

⁶ The network's website is available at: <http://network.ot11ot2.it>.

⁷ The Italian Digital Agenda was adopted in November 2014. See an introduction to the Italian Digital Agenda at: <http://www.agid.gov.it/agenda-digitale/agenda-digitale-italiana>.

⁸ A description of the strategy on open data is available at: <http://www.agid.gov.it/agenda-digitale/open-data>.

⁹ Department of Public Administration - Presidency of the Councils of Ministers, "Network OT11-OT2," (accessed 13 March 2018), <http://network.ot11ot2.it/groups/data-e-open-data-management>.

¹⁰ OpenData Barometer, "Country Detail - Italy," (accessed 13 March 2018), <https://opendatabarometer.org/4thedition/detail-country/?year=2016&indicator=ODB&detail=ITA>.

¹¹ “Policy initiatives undertaken during 2015–2016 start showing impact: the compulsory eInvoicing to public authorities drove up eInvoicing adoption to 30 percent of enterprises (fifth rank in the EU); the adoption of the ultra-fast broadband plan spurred both public and private investments in NGA ensuring 72 percent coverage in 2016, up from 41 percent in the previous year. Italy's slow performance is mainly driven by the usage side: low levels of digital skills translate in low levels of a range of indicators: the uptake of broadband, the number of internet users, the engagement in a variety of internet activities (including eGovernment), the use of ecommerce and the number of digital curricula (i.e. STEM degrees and ICT specialists). Italy belongs to the Low performing cluster of countries. Italy adopted the national Digital Agenda Strategy 2014–2024 in March 2015”. Europe's Digital Progress Report (EDPR) 2017 Country Profile Italy, 2, available at http://ec.europa.eu/newsroom/document.cfm?doc_id=44314.

¹² “The use of digital technologies by enterprises and the delivery of online public services is close to average. Compared to last year, Italy made progress on Connectivity, through improvements in NGA access. However, its low performance in digital skills risks acting as a brake on the further development of its digital economy and society” Digital Economy and Society Index 2017 - Italia - Europa EU, available at: <https://ec.europa.eu/digital-single-market/en/scoreboard/italy>.

¹³ eurostat, “File: Computer skills of individuals by level of basic computer skills, 2011 (% of population aged 25 to 54) new.png” (2011), [ec.europa.eu/eurostat/statistics-explained/index.php/File:Computer_skills_of_individuals_by_level_of_basic_computer_skills,_2011_\(%25_of_population_aged_25_to_54\)_new.png](http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Computer_skills_of_individuals_by_level_of_basic_computer_skills,_2011_(%25_of_population_aged_25_to_54)_new.png).

¹⁴ Specific commitments are placed in parenthesis, e.g. (1.1) is specific commitment “Consultation of civil society and Open Government Forum to identify the datasets to be included in the “basket”, after having necessarily shared the choice with the relevant administrations.” Please look at the OGP Action Plan for more details on the specific commitments. The commitments published in the addendum of June 2017 are not included in the Monitora system of OGP Italy.

¹⁵ The agenda is available at:

http://www.agid.gov.it/sites/default/files/documenti_indirizzo/agendanazionalepatrimoniopubblico2014.pdf

¹⁶ Idem.

¹⁷ Mario Nobile - Ministry for Infrastructure and Transport

¹⁸ Stefano De Francisci – ISTAT

¹⁹ Stakeholders include: Openpolis; onData; Stati Generali Innovazione; Spaghetti Open Data; Cittadini Reattivi; and Open Knowledge International - Italian chapter.

²⁰ More information on the reform, “Buona Scuola,” is available in the analysis of Commitment 25.

²¹ Interview by IRM researcher, 23 Nov. 2017.

²² IRM stakeholders meeting, 25 Sept. 2017.

²³ Interview by IRM researcher 31 Jul. 2017.

²⁴ CONSIP, “acquistinretepa” (accessed 13 March 2018),

<https://www.acquistinretepa.it/opencms/opencms/>.

²⁵ Midterm Report: Italy, 13.

²⁶ The Open Government Forum is described on OGP Italy's web site: <http://open.gov.it/open-government-partnership/open-government-forum/>.

²⁷ The OGP Team set up working groups for all commitments. The working group for Commitment 1 held two meetings under the coordination of AGID. The meetings had a small participation and, according to the participants, were unsatisfying. A stakeholder group called “Spaghetti Open Data” has a thread on this action: https://groups.google.com/d/topic/spaghettiopendata/wlC4WiWlq_l/discussion. A report on the 17 Oct. meeting is available here:

https://groups.google.com/d/msg/spaghettiopendata/wlC4WiWlq_l/qGAi-hB4BQAJ. AGID presented four documents (<https://drive.google.com/drive/folders/0B3LDLScNZCCiQjNnT1dmTkiOcVvk>) and a report on the second meeting is available here:

<https://docs.google.com/document/d/186A1gNAuP0FuMXmbr44QxJOujoDpk4SOMveOhYpVbXM/edit>. During the IRM meeting (an online national stakeholder meeting organised by the IRM researchers on 25 September 2017) a stakeholder confirmed this action is largely incomplete due to the inactivity of AGID (“which should drive the process instead of following the opening of data by other administrations”). AGID didn't publish the Digital Agenda in 2015 or 2016 and failed to establish the “Digital Transformation Team” (<https://teamdigitale.governo.it/>) by the end of 2016, with the adoption of a new tri-annual Digital Plan, in May 2017. Other Stakeholders highlight the absence of datasets on Healthcare services and the gap between national datasets and regional and local datasets. One limit of this commitment is the required cooperation between data-owners (municipalities, National Olympic Committee, Transport Companies, local police, etc.). Source: Spagetti Matteo Brunati, “Re: [SOD] Re: Prossimi passi per il Forum OGP: gli incontri per l'azione 1 sull'agenda nazionale” (Open Data Group, 4 Apr. 2017), https://groups.google.com/d/topic/spaghettiopendata/wlC4WiWlq_l/discussion.

²⁸ The Agenda for Public data annually defines the collection of strategic datasets to publish and monitors the actual release of the datasets. The Agenda is released after consultation with civil society. The whole process (consultation, publication, and monitoring) is part of the Three Years Plan for ICT in the Public Administration. The last Agenda was published on 2014, see:

http://www.agid.gov.it/sites/default/files/documenti_indirizzo/agendanazionalepatrimoniopubblico2014.pdf. In November 2016, according to an annual report on the availability of public datasets (http://www.dati.gov.it/sites/default/files/RapportoMonitoraggio_2016.pdf), 60 percent of strategic datasets were open, but with significant differences at the regional level. The percentage of open datasets varies from the 73 percent in Lombardia to 4 percent in Campania and Abruzzo. In November 2016, Campania and Sicilia regions didn't have an open portal *Id.* at 9.

²⁹ In the 2014 Agenda, civil society requested release of 18 datasets, mostly on geographic information, digital connectivity, schools, and transport.

³⁰ On 25 September 2017, IRM researchers organised an online stakeholder meeting. The list of participants is described in the methodology.

³¹ Midterm Report: Italy, pp. 14–16. Information on the Midterm Report does not always correspond to the national action plan. For instance, specific commitment "Civic dissemination and communication actions" is 2.7 in the action plan but objective #4 "Dissemination" in the Midterm Report.

³² Datasets are available at: <http://dati.mit.gov.it/catalog/dataset>.

³³ The project ranked among the 10 best SmartCity projects at the Forum PA 2017 10x10=100 Award (<http://www.forumpachallenge.it/soluzioni/opentrasporti>) and was awarded official recognition (<http://www.mit.gov.it/comunicazione/news/il-mit-al-forumpa-2017-con-opentrasporti>).

³⁴ Stakeholder meeting, 25 Sept. 2017.

³⁵ The portal OpenTrasporti actually collects data from just three transport service providers (Azienda dei trasporti locali di Cagliari, Azienda extraurbana della Sardegna and Trenitalia per la Sardegna).

³⁶ Midterm Report: Italy, pp. 17–18.

³⁷ Available at: <http://datiopen.istat.it/datasetSLL.php>.

³⁸ Midterm Report: Italy, pp. 19–20.

³⁹ 107/2015 ("Good School" Law).

⁴⁰ Ministry of Education, University and Research, "Single Portal of School Data" (accessed 13 March 2018), dati.istruzione.it/opendata/.

⁴¹ Information on the hackathon is scarce. According to the government's Monitora system (<http://open.gov.it/monitora/3-istat-linked-open-data/> and mid-term report), the hackathon took place on 10 March 2017, in Rome, during the Open Gov week (action 13 of the OGP action plan, <http://open.gov.it/saa/>). Researchers have found generic information in twitter on the official account of the Ministry (<https://twitter.com/i/moments/840492271665631233>). MUIR required additional evidence.

⁴² Midterm Report: Italy, pp. 21–23.

⁴³ Please see: <http://www.programmazioneeconomica.gov.it/wp-content/uploads/2014/10/Protocollo-mip-polimi-dipe-con-firma.pdf> and <http://www.programmazioneeconomica.gov.it/2017/01/17/firmato-il-23-dicembre-2016-tra-il-dipe-e-il-politecnico-di-milano-un-importante-accordo-sugli-sviluppi-del-sistema-mip-area-ricerca-e-formazione-e-del-portale-opencup>.

⁴⁴ The Addendum commitments are neither included in the Monitora system, nor in the government's midterm report. Information on this commitment comes from an interview with a representative from the implementing administration.

⁴⁵ Google group repository: <https://groups.google.com/forum/#!tags/spaghettiopendata/ogp>.

⁴⁶ Matteo Brunati, "Re: [SOD] Re: Prossimi passi per il Forum OGP: gli incontri per l'azione 1 sull'agenda nazionale."

⁴⁷ Matteo Brunati, "Open Government Partnership: andare oltre l'agenda" (Spaghetti Open Data, 6 Dec. 2017), www.spaghettiopendata.org/blog/matteo-brunati/open-government-partnership-andare-oltre-lagenda#.Wqf2dejwblV. Stakeholders had the opportunity to comment in the online survey opened by the IRM researchers. Answers to the survey are anonymous. The request is here: <https://groups.google.com/forum/#!msg/spaghettiopendata/uslQ2CTqqiM/IDyDybg8AAAJ>.

6. Firenze Open Data (Subnational Commitment – City of Florence)

Description: Promoting the use of open data for utility companies to better manage the assets of the smart city as well as disseminating the culture of data in secondary schools.

General Objective: Systematize open data regarding the urban fabric (public spaces, roads, elements of the carriageways, etc.) and the assets of the smart city (smart lampposts, EV charging stations, smart drinking fountains, Wi-Fi, etc.) together with the city's public companies involved in city mobility and the local professionals working in the various sectors (construction, environment, etc.). Let students acquire the skills needed to make the best use of easily accessible technologies and public data to carry out their work or get to know the city better.

Expected Results: This action is aimed at enhancing the stock of information made available to the city and to users, making offices aware of the importance of data quality as well as engaging the city's professionals in using public data and contributing to their continuous improvement. Another expected result is organizing a pilot project to train the students of at least one secondary school in school year 2016/2017. This process will also lead to the identification of at least 5 additional types of strategic datasets for the city.

Responsible institutions: City of Florence and Schools

Start date: September 2016
2017

End date: June

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time ?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
6. Open urban data in Florence				✓	✓						✓		Yes		✓		

Context and objectives

This commitment aims to increase the number of datasets concerning public spaces, lighting, roads, water, housing, and environmental data. The goal is to provide data that is reusable and increase its use by citizens, particularly for students and professionals in the building sector. The City of Florence and the Tuscany region in general are active in open government.¹ Over the last few years, Florence has increased its transparency, published open data, trained employees in digital skills, and adopted open source technologies.² The commitment seeks to expand open data, increasing officials' awareness of the importance of data quality. Furthermore, the action includes a pilot project for at least one high school in the 2016–2017 school year. The project will offer training in digital skills to produce more digitally skilled professionals and increase open data culture. To ensure the availability of highly sought-after data, the municipality signed a memorandum of understanding, "Firenze Digitale," with all the city's public companies, which establishes the principle of sharing digital assets within the city (e.g. digital identity, e-payments, data, online services, public Wi-Fi, etc.). This action supports a current city policy of open government but is highly specific and relevant to the OGP value of access to information. It represents a moderate step forward toward open government. According to implementing officials, including this commitment in the action plan was fundamental to ensure activities were prioritized and completed.

Completion

All the activities under this commitment were completed on time between November 2016 and January 2017.³ This includes updating existing open data on roads, vehicle circulation, and traffic flow for a new bridge over the Muggione River (6.2). In addition, awareness-raising activities and consultations were conducted with professionals⁴ in the construction sector (6.3). Students participated in open data trainings and completed projects using the newly available datasets (6.1). The City of Florence organized meetings at four high schools to promote using open data through the open source tools. All results are available on the open data portal for Florence.⁵

Early Results

Students from four local schools were trained and used data released by the City of Florence. According to the self-assessment, students have learned to work with the new data and completed a project updating a dataset on public places with summer air conditioning. "One stakeholder considers the new datasets relevant and useful for the society (citizens, NGOs and companies) to develop or enhance new or existing apps or services."⁶ The increased number of datasets and students skilled in open data are a positive result from this commitment.

Next Steps

The action is complete, and there are no additional recommendations moving forward.

¹ The first portal of 180 datasets dates back to 2012 and is found here: <https://www.dati.gov.it/content/opendatacomuneifiit-nuovo-portale-dei-dati-aperti-comune-firenze>. A recent survey on Open Data and PSI puts Tuscany's open datasets among the most visited (<https://www.dati.gov.it/sites/default/files/Report%20su%20Indagine%20sul%20grado%20di%20maturit%C3%A0%20degli%20open%20data%20e%20sullo%20stato%20di%20attuazione%20della%20direttiva%20PSI.pdf>). Tuscany's open data portal (<http://dati.toscana.it/dataset>) host 2.731 datasets with 778 for the City of Florence.

² Source:

³ Midterm Report: Italy, pp. 24-25.

⁴ A meeting was held on 4 Oct. 2016.

⁵ Agency for Digital Italy, "Home" (accessed 13 Mar. 2018), <https://www.dati.gov.it>.

⁶ Fernanda Faini, interview by IRM researchers, 24 January 2018.

Theme II: Transparency

7. FOIA: implementation and monitoring

Description: *Defining the guidelines for the implementation of civic access to government-held files and documents as well as making sure it is implemented by the different offices.*

General Objective: *This initiative is meant to ensure that the implementation of this new institution is not hindered by conservative administrative practices or interpretation difficulties on the restrictions to the right to civic access. Monitoring is intended to assess the impact of civic access and any uncertainty regarding its application. This can be possibly dealt with additional guidelines or, if necessary, new legislation.*

Expected results: *Guide administrations towards a proper implementation of the institution of civic access (FOIA) as a tool to foster widespread forms of control over the pursuit of institutional tasks and the use of public money as well as promoting participation in public debate. Defining the guidelines for the implementation of civic access to government-held files and documents as well as making sure it is implemented by the different offices. All the activities will see the constant involvement of civil society organizations that are members of the Open Government Forum.*

Responsible institutions: National Anti-Corruption Authority (ANAC), Department for Public Administration (DPA), Personal Data Protection Authority (PDPA), Unified Conference of the State, and the Regions and the Cities (UCSRC)

Start date: September 2016

End date: April 2018

8. (More) Transparent administration

Description: *Drafting guidelines for the publication of documents, information and data subject to compulsory publication in the section «Transparent Administration» of the institutional websites of administrations and other bodies, as envisaged by anticorruption and transparency legislation.*

General Objective: *Clarify and simplify how public administrations should publish their data with the purpose of making it easier for citizens to control the actual performance of institutional functions and the use of public resources.*

Expected results: *This initiative is meant to foster the dissemination - through the adoption of decisions submitted to public consultation - of guidelines establishing, by type of publication obligation (organization, activity, use of resources, etc.) the criteria, standard models and templates for the organization, codification and presentation of documents, information and data subject to compulsory publication. Compliance with the guidelines will be assessed through civic monitoring activities.*

Responsible institutions: ANAC, Agency for Digital Italy (AGID), Personal Data Protection Authority, Unified Conference of the State, the Regions and the Cities, and National Statistical Institute

Start date: September 2016
2018

End date: June

9. Social networks for transparency in PA

Description: *Defining the standardization of specific communication actions on the different social networks, both for central and local administrations, identifying a format for sharing the activities of the so- called “Transparent Administration” through the social media. Discussing proposals at national level with the people responsible for the implementation of regulations (anticorruption and transparency managers), who in most cases do not have a specific background in communication nor a dedicated budget.*

General Objective: *Using social networks to let citizens understand and use the information published in the section “Transparent Administration” in the websites of public administrations.*

Expected result: *Increase the number of accesses to data, information and documents published by public administrations with a view to encouraging civic control by developing standard procedures and assessment modalities (in agreement with universities and research centres) to be replicated at large scale in central and local administrations.*

Responsible institutions: Ministry of Economics and Finance, ANAC, and AGID

Start date: September 2016

End date: October 2017

10. Transparency of data on penitentiaries

Description: *Developing a platform for the inclusion and ongoing updating of information about penitentiaries, increasing the digitalization of services and the transparency of information.*

General Objective: *Increased transparency and knowledge about initiatives and services in penitentiaries and shorter time to respond to requests from detainees. Simplifying and streamlining procedures for inmates to request goods and services to the administration.*

Expected results: *Increase transparency both externally (through the online publication of prisons’ information sheets) and internally (through the digitalization of the so-called “domandine”). This initiative is aimed at increasing the level of awareness thanks to clear and official data about prisons and streamline bureaucracy inside prisons by cutting response time.*

Responsible institution: Ministry of Justice

Start date: September 2016
2017

End date: December

11. CONSIP Tenders’ Dashboard

Description: *Presenting the number and value of tenders issued as well as contracts awarded by Consip and make sure that the work of the Tender Committees can be tracked (from the beginning of the procedure throughout the award of the contract), through the implementation of the Consip Tenders’ Dashboard which will be available at www.consip.it.*

General Objectives: *Make available clear and updated information on the status of*

ongoing tendering procedures handled by Consip to all major stakeholders (PA, businesses and citizens), to ensure accountability and transparency of the activities carried out by the organization.

Expected results: *Provide civil society with information – not available yet – about the status of a tendering procedure. Provide the contracting authorities with the information required to plan their procurement. Increase the perception of Consip as an institution having a public interest function and a digital identity, improving user-experience and facilitating access to information*

Responsible institution: CONSIP SpA.

Start date: September 2016
2017

End date: November

A2. Single regulation for access and digitalization of procedures

Description: *Adopting a Single Regulation to regulate the three existing forms of access: access to administrative acts: regulated by article 22 and subsequent articles of Law 241/1990; basic civic access: introduced by art. 5 par. 1 of Legislative Decree 33/2013; and generalized access introduced by art. 5 par. 2 of Legislative Decree 33/2013 modified by Legislative Decree 97/2016, including through the development of a dedicated application to manage procedures.*

General objective: *Define players, roles, activities and responsibilities connected with the management of the three forms of access to data, documents and information as established by existing legislation. Mitigate as much as possible the impact of access on ordinary administrative actions by implementing, among other things, IT systems to handle requests.*

Expected results: *Equal and coordinated implementation of criteria to handle accesses. Increased organisational efficiency. Cost-effectiveness of administrative action. Avoid unequal treatment of users. Enhance transparency.*

Responsible institution: INAIL

Start date: September 2016
2018

End date: June

A3. Transparency by design

Description: *This is a pilot project to digitalize a whole administrative/management area, with digital tracking of the work flow, full digitalization of the document adopted as a result of the related administrative procedure and the possibility for citizens who registered to a dedicated self-service application on the portal, to see the status of the procedure and demand, if they meet the requirements, to visualize the data about the procedure or the final document adopted in compliance with the recent FOIA legislation. A specific API will be made available to make this more largely accessible.*

General objective: *Creating digital documents since the beginning of the procedure, which meet the needs for transparency and privacy (transparency and privacy by design). The electronic format will be xml (or similar) convertible and conformable to the legal requirements of administrative documents. This will also be done by implementing a labelling system which specifies the level of confidentiality for each*

document as soon as it is created and according to predetermined standards (in relation to the presence of other interested parties or protected public or private legal situations), thus encouraging publication for basic civil access and the procedures to assess the preconditions for release as a result of the generalized civic access procedure (FOIA).

Expected results: *Greater organizational efficiency. Cost-effectiveness of administrative action. Control and monitoring of information flows (both internally and coming from civil society). Data quality. Compliance with legislation. A system ensuring the timely accessibility of information by civil society and users in general. General prevention of corruption and mismanagement.*

Responsible institution: INAIL

Start date: September 2016
2018

End date: June

A4. Portal of environmental “VAS-VIA-AIA” evaluations and authorizations

Description: *Improving the current VAS-VIA Portal of environmental evaluations to provide effective information on AIA procedures under State responsibility.*

General objective: *Transparency and effective information on environmental evaluation and authorization procedures.*

Expected Results: *A single portal with homogenous information.*

Responsible institution: Ministry for the Environment and for the Protection of Land and Sea – DG for Environmental Evaluations and Authorizations - Unit II

Start date: September 2016
2018

End date: June

A5. SISPED – Digital system for the collection of data on waste shipments authorized with a written preliminary notification and authorization procedure

Description: *System to collect data on cross-border waste shipments authorized by the relevant dispatch/destination and transit authorities, and fully accessible to Police forces and control bodies. For each authorized incoming or outgoing waste shipment in the national territory, the system will immediately create a file on the expected itinerary as well as a fact sheet, only accessible to control bodies, where they can include information on inspections and their outcome. The Ministry for the Environment and for the Protection of Land and Sea will also publish information that users can access from the institutional website.*

General objective: *Set up an information system for control bodies to plan inspections of waste shipments and of plants, companies, intermediaries and traders connected with them, across the country and at the EU borders.*

Expected results: *The goal of the information system is to identify and prevent the problem of illegal shipments which severely affect the environment and human health, especially when waste is not retrieved and disposed of correctly in the countries of destination.*

Responsible institutions: Ministry for the Environment and for the Protection of Land and Sea, Regions, Autonomous Provinces, Customs Agency, Port Authorities, Guardia di Finanza, Arma dei Carabinieri (CUTFAA), and Polizia Stradale

Start date: September 2016
2018

End date: June

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time ?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
7. FOIA				✓	✓						✓		No		✓		
8. (More) Transparent administration			✓		✓					✓			Yes		✓		
9. Social networks for transparency				✓	✓					✓			No		✓		
10. Data on penitentiaries		✓			✓	✓					✓		No		✓		
11. CONSIP Tenders Dashboard				✓	✓					✓			No			✓	
A2. Single regulation for access and digitization				✓	✓					✓			NR	Not Reviewed			
A3. Transparency by design		✓			✓					✓			NR	Not Reviewed			
A4. Portal of environmental "VAS-VIA-AIA"		✓			✓					✓			NR	Not Reviewed			
A5. SISPED			✓		✓						✓		NR	Not Reviewed			

Context and objectives

The commitments under the transparency theme seek to increase public availability of government-held data through new data tools, freedom of information (FOI) rules, and social media. Commitments 7 and 8 seek to fully implement amendments to Italy's FOI law by requiring all government websites to standardize and automatically publish information. Other commitments build on these reforms to standardize the automatic disclosure process, raise awareness of available information, and ensure key datasets are prioritized. Commitments in this cluster involve publishing information in several sectors: prisons, contracts and tenders, environmental impact assessments, and industrial waste management.

7. FOIA: implementation and monitoring

In 2013, 73 percent of requests for information filed with public administrations on various matters (e.g. public expenditure, health, environment, justice, and immigration) did not receive a satisfactory answer; the response was incomplete, inadequate, or didn't answer the original question.¹ In 2016, the government approved freedom of information legislation,² a milestone for transparency in public-sector activities. The association, Diritto di Sapere, monitored the implementation of the Freedom of Information Act;³ according to their report, "Ignoranza di stato,"⁴ the tested PAs provided 27 percent of the requested data through the FOIA.

Since this is a recent piece of legislation, its implementation should be monitored to identify criticisms and potential improvements. According to consulted stakeholders,⁵ the coexistence of this new law with existing legislation created a major problem during the first year of FOIA.

The ANAC's commitment aims to resolve a main obstacle for civic access: confusion due to the three competing forms of access through Law 241/1990, Legislative decree 33/2013, and Legislative decree 97/2016. The potential impact is coded as moderate because, as proved by Diritto di Sapere, FOIA, by itself, is insufficient to instill a culture of civic access. Adopting these guidelines, as stated by an anonymous stakeholder,⁶ could be a major step for better access to public information.

8. (More) Transparent administration

This commitment seeks to prevent corruption by increasing transparency. In 2009, Italy ratified the UN Convention against Corruption.⁷ In 2012, Italy adopted an anti-corruption and transparency law and, subsequently, Legislative Decree 33/2013, which requires public administrations (PAs) to add "Transparent Administration" sections to their institutional websites. These sections list documents, information and data subject to compulsory publication. Despite the decree's specificity, the presentation of these lists differs between administrations, making it difficult for viewers to identify trends in administrative actions and assess institutions' missions and use of public resources.

According to one anonymous response to the stakeholders' survey, templates for presenting public documents, information and data could greatly improve transparency. Furthermore, this commitment involves local PAs, would grow public employees' skills and raise awareness among citizens.

This commitment reviews existing publication obligations and standardizes the presentation of documents, information and data subject to compulsory publication. Therefore, it is an incremental, positive step forward that could empower citizens' control of institutional functions and use of public resources.

9. Social networks for transparency in PA

This commitment aims to implement the use of social networks and social media platforms to provide citizens with easier access to government information. This could help citizens understand and use the information published in the “Transparent Administration” sections on government webpages. The government’s use of social media could increase public accessibility to government-held information.

This commitment’s potential impact is minor, as it is an incremental but positive step towards increased transparency of PAs.

10. Transparency of data on penitentiaries

This commitment aims to increase transparency and improve technological tools within the penitentiary system. According to the Digital Agenda for Penitentiary System,⁸ Italy lags in the development and implementation of computer technology within the judicial system. For example, inmates still submit their daily requests to administration using a written paper form, the so-called “domandine.”⁹ Inmates use this form to communicate with prison staff, magistrates, educators, social workers, the department inspectors, or even to purchase products. Paper requests not only impede transparency but require processing time by the administration.¹⁰

This administrative update will facilitate communication between inmates and the penitentiary administration. It also commits to publish standardized procedures. Providing this information online will increase transparency around the standards and provision of prison services. This commitment is therefore relevant to OGP values of access to information and civic participation as it clarifies information on prison processes and improves prison services. The potential impact is moderate; this activity would modernize and standardize current government practices.

11. CONSIP Tenders’ Dashboard

The ANAC has highlighted the lack of transparency around public tender procedures and requested specific attention to this issue, including the publishing of public works data in order to prevent corruption.¹¹

The CONSIP Tenders Dashboard collects disaggregated data on tendering procedures, the planned spending, and the anti-corruption measures. It is part of a broader initiative to transform the CONSIP website and increase transparency, citizen and CSO involvement, user-friendliness, and compliance with the recent legislation.¹² According to a stakeholder,¹³ this commitment is an important innovation and could have a moderate impact as there is a need for a single repository for collecting and sharing information on public tenders. This commitment responds to the OGP value of access to information and it will allow the citizens to monitor the action of CONSIP. CONSIP has confirmed that the steps in this commitment would have occurred regardless of the action plan.¹⁴ The potential impact is therefore minor.

A2. Single regulation for access and digitalization of procedures

As previously mentioned, in 2013, 73 percent of requests for information filed with public administrations on various matters (e.g. public expenditure, health, environment, justice, and immigration) didn’t receive a satisfactory answer; the response was incomplete, inadequate, or didn’t answer the original question.¹⁵ After the adoption of FOIA, Diritto di Sapere monitored the implementation of the Freedom of Information Act;¹⁶ their report, “Ignoranza di stato,”¹⁷ found that PAs provided 27 percent of the requested data through the FOIA.

According to an anonymous response to a stakeholder's survey, a single code of access could clarify how users complete the different forms required for making information requests. Taking complexity out of the FOIA request process could make it easier and more efficient for both civil service employees and the requesting public.

However, the potential impact is minor. This commitment requests INAIL (the National Institute for Insurance Against Accidents at Work) to use a single form for FOIA requests. However, Commitment 7 (FOIA implementation and monitoring) already seeks to make the same change but on a national scale, carried out through the ANAC and the DPA.

A3. Transparency by design

This commitment aims to increase transparency, participation and accountability by digitizing processes, data, documents, and information in order to improve the administrative efficiency of INAIL.¹⁸ The publication requirements for both the online "Transparent Administration" sections and responses to civic access requests are complicated since the relevant data and documents do not yet exist in a legislatively recognized form. Additionally, automatic publication is equally complex since some archives do not allow for data transfers to institutional websites. Citizens find it difficult to navigate the large volume of published information. INAIL is revising its organizational model with a digital perspective and transparency is an important aspect of the new management system. INAIL aims to digitize its own processes, data, documents and information to make them automatically available to users.¹⁹ The potential impact of this commitment is minor. INAIL aims to update its website and organize all information already available to make the user experience easier. The deadline for this project is December 2018.²⁰

A4. Portal of environmental "VAS-VIA-AIA" evaluations and authorizations

The online VAS-VIA Portal of environmental evaluations collects heterogeneous information about environmental impact assessments (EIA), strategic environmental assessments (SEA) and authorizations. This commitment has very low specificity and it is unclear what information will be disclosed on the portal, or how it will be monitored. The potential impact is minor as there are no specific activities associated with this commitment and it is unclear what steps will be taken to increase transparency. It could improve environmental transparency, but it is currently written as an aspirational goal.

A5. SISPED – Digital system for the collection of data on waste shipments authorized with a written preliminary notification and authorization procedure

The commitment aims to create an information system for authorities to plan inspections of waste shipments and the associated players (e.g. plants, companies, intermediaries and traders across the country and at EU borders). This commitment is specific and would increase access to information about waste management, which the European Commission has identified as a critical issue, particularly in Southern Italy.²¹ The steps to open environmental and waste management information could have a moderate potential impact.

Completion

7: FOIA: implementation and monitoring

FOIA implementation and monitoring is partially completed (limited) and delayed.

According to the government self-assessment, the Board of the National Anti-Corruption Authority (ANAC) approved guidelines for FOIA limitations on 24

December 2016.²² The guidelines include definitions, clarity on the three existing forms of access, the involved subjects, and the limitations of FOIA (7.1). Through the Guidelines, the ANAC has claimed the intention to implement a monitoring activity and has explained explicit metrics in the act n. 1309 of 2016. As a result of the monitoring process, and in consultation with the Open Government Forum, the Minister for PA released a non-binding directive in May 2017 with practical and concrete indications on how to better implement FOIA. Therefore, milestone 7.2 should be considered implemented in terms of carrying out monitoring activities though uptake across institutions has remained limited.²³

According to the government self-assessment, the ANAC is using transparency coordinators to monitor the outcome of civic access requests. The ANAC has monitored ministries, regions, provinces, cities, and towns, accounting for over 15,000 citizens. The ANAC held a focus group to explain the monitoring activities on 7 March 2017 (7.3).

The stakeholders' survey confirms the level of completion described in the self-assessment.

8: (More) Transparent administration

The ANAC has collected information and best practices from PAs on transparency duties.²⁴ The commitment's text clearly explains the actions but the first and second milestones include deliverables that are not clearly measurable. The ANAC has monitored²⁵ transparency practices of 62 MDAs (8 independent authorities, 14 ministries, 40 local authorities); only 30 percent of the monitored PAs published information according to the guidelines' standards. The third and fourth activities of this commitments have not started. The deadline is June 2018.

The results of the stakeholders' survey confirm the level of completion indicated by the self-assessment.

9: Social networks for transparency in PA

This action is partially completed (limited) and delayed. According to the self-assessment, the Ministry of Economics and Finance has started the review of available social networks (Twitter, Facebook, Google+, SlideShare, Pinterest, Instagram, YouTube, and Periscope) (9.1). The lead implementing administration is developing instructions to drive the use of social networks by the PAs (9.2) and is monitoring the best practices (9.3). The Ministry has not met any deadlines.

10: Transparency of data on penitentiaries

Progress is minor and delayed; the risk of non-achievement is high. According to the government self-assessment,²⁶ the Ministry of Justice is developing and testing the ICT platform (10.1) expected by June 2017, therefore its application in all penitentiary institutes by December 2017 (10.2) and the publication of data by March 2018 (10.3) is unlikely.

11: CONSIP Tenders' Dashboard

The Dashboard²⁷ has been online since June 2017, and CONSIP declared to the IRM researchers²⁸ that collecting feedback (11.2) is not planned because communication sent "spontaneously by citizens and collected by email are satisfactory to identify the potential improvements." The dashboard on www.consip.it (Commitment 11) offers a real-time status check of all tenders managed by CONSIP through two different counters regarding the number and value of bids issued and contracts awarded. The counters show whether the tender concerns supply, services

or work (issued or awarded). Additional counters show the number of ongoing procedures, highlighting the most economically advantageous tender. Between June and November 2017, the Dashboard recorded 25,724 views and 14,533 sessions.

A2: Single regulation for access and digitalization of procedures

This commitment was included as an addendum at the end of the first year of action plan implementation, in July 2017. Therefore, its completion and results cannot be assessed in Year 1. There has been some Year 2 progress between July and September 2017, as reported by stakeholders during interviews carried out by the IRM researchers. A specific working group was created which has several functions: communication, human resources, digital organization, anticorruption responsibilities (A2.1).

The single Code of Access is elaborated by the Inspection Service and Security (A2.2), while most of Milestone A3.3 is still ongoing. These are related to the development of a software tool to control online requests. The software should be released in June 2018 (A5.4).

A3: Transparency by design

This commitment was included as an addendum at the end of the first year of action plan implementation, in July 2017. Therefore, its completion and results cannot be assessed in Year 1. There has been some Year 2 progress between July and September 2017, as reported by stakeholders during interviews carried out by IRM researchers. According to Dr. Pastorelli (Institutional Responsible),²⁹ most of its actions are ongoing, as Milestones A3.2 and A3.4. However, an initial analysis on information flows was completed. This analysis caused some digital projects to be completed and others reviewed (A3.1). Additionally, INAIL's digital upgrade has increased the quantity of data, documents and information accessible by citizens and internal users with regard of the law (A3.3).³⁰

A4: Portal of environmental “VAS-VIA-AIA” evaluations and authorizations

This commitment was included as an addendum at the end of the first year of action plan implementation, in July 2017. Therefore, its completion and results cannot be assessed in Year 1.

A5: SISPED – Digital system for the collection of data on waste shipments authorized with a written preliminary notification and authorization procedure

This commitment was included as an addendum at the end of the first year of action plan implementation, in July 2017. Therefore, its completion and results cannot be assessed in Year 1.

Early Results

For now, there are no early results for Commitments 9, 10, and A2.

Concerning FOIA (Commitment 7), the report from Diritto di Sapere³¹ highlights how FOIA alone is insufficient to instill a culture of civic access, therefore the added value of including this action in the action plan is essential to increasing the use and standardization of FOIA requests. At this stage, early results concerning Commitment 8 are relevant mostly for public administrations. The review of the publication requirements contained in existing legislation has been published on the ANAC's website. However, these activities have not yet affected citizens' access to public information.

Next Steps

The lead administrations can implement Commitments 7, 11, and A2, in the remaining period of the action plan, without taking them forward into the next action plan.

The activities included in Commitment 8 should be taken forward into the next action plan, focusing mostly on tools for monitoring the actual performance of institutional functions and the use of public resources. Furthermore, this commitment could increase public traffic to these platforms, encourage proactive behavior by public officials to monitor performance, and provide citizen feedback on monitoring.

¹ The associations “Right to Know” and “Access Info Europe,” monitored 300 requests in 2013. Diritto di Sapere, “I cittadini chiedono, ma lo Stato non risponde” (2013), https://blog.dirittodisapere.it/wp-content/uploads/2013/04/2604DDS_italiano_ok.pdf.

² Art. 6 of Legislative Decree 97/2016 modified article 5 of Legislative Decree 33/2013 and introduced, for the first time, the right to civic access to data other than those that public administrations are obliged to publish in their websites. The new institution became operational as of December 2016 and is meant to meet the need to provide citizens and administrations with operational guidelines to help them properly and effectively implement it.

³ Open Genova, interview by IRM researchers.

⁴ Diritto di Sapere, *Ignoranza di Stato* (Apr. 2017), <https://blog.dirittodisapere.it/wp-content/uploads/2017/04/ignoranza-di-stato.pdf>.

⁵ Interview with Riparte il Futuro and Open Genova by IRM researchers.

⁶ Survey by Riparte il futuro.

⁷ The ratified UN Convention is available at: <http://leg16.camera.it/561?appro=511>. Through this act, the United Nations requested implementation of systems aimed to bridge the lack of transparency by the Public Administrations in order to prevent the corruption from spreading.

⁸ Digital Agenda for penitentiaries 2012-2013 is available at:

https://www.giustizia.it/giustizia/it/mg_1_12_1.page?contentId=SPS854954&previousPage=mg_14_7.

⁹ The “domandine” is disciplined according to the Administrative Code of Penitentiary System.

¹⁰ Third OGP Action Plan: Italy, p. 38,

https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.

¹¹ The National Plan Anti-Corruption 2015 is available at:

http://www.anticorruzione.it/portal/public/classic/Comunicazione/News/_news?id=c91fd5f20a778042717573074e7bb011.

¹² Legislative Decree 33/2013, Law 190/2012 and Legislative Decree 97/2016 (FOIA).

¹³ Stakeholder Meeting on 25 Sept. 2017.

¹⁴ Interview by IRM researchers, 7 Sept. 2017.

¹⁵ Diritto di Sapere, “I cittadini chiedono, ma lo Stato non risponde” (2013).

¹⁶ Open Genova, interview by IRM researchers.

¹⁷ Diritto di Sapere, *Ignoranza di Stato*.

¹⁸ INAIL (National Institute for Insurance against Workplace Accidents and Occupational Disease) is a statutory corporation in Italy, overseen by the Ministry of Labour and Social Policies. Its headquarters is in the INAIL Tower in Rome: <https://www.inail.it/cs/internet/home.html>.

¹⁹ Third OGP Action Plan: Italy, p. 20,

https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.

²⁰ Institutional Responsible, interview by IRM researchers.

²¹ European Commission, *Roadmap for Southern Italy* (2011),

http://ec.europa.eu/environment/waste/framework/pdf/IT_SOUTH_Roadmap_FINAL.pdf.

²² The ANAC launched a public consultation on the draft of the Guidelines from the 25 November to 14 December, 2016

(https://www.anticorruzione.it/portal/public/classic/AttivitaAutorita/ConsultazioniOnLine/_consultazioni?id=9c5bfb4e0a7780424b461897941651af). On the 28 December 2016, the National Anticorruption Authority adopted the Guidelines for the definition of exclusions and restrictions to civic access: <http://www.anticorruzione.it/portal/rest/jcr/repository/collaboration/Digital%20Assets/anacdocs/Attivita/Attideterminazioni/2016/1309/del.1309.2016.det.LNfoia.pdf>.

²³ In the Guidelines (on page 26), the National Anticorruption Authority explains the implementation of the “Registry of the Accesses” as a specific online platform that will be updated on the institutional websites of each PAs and aimed to list all the requests of civic access recorded according to their topics, date, outcome. According to the ANAC this database will form the metrics for monitoring. (Please

see examples at https://www.giustizia.it/giustizia/it/mg_1_29_22_1.page and <http://www.consiglio.regione.lombardia.it/registro-degli-accessi>.)

²⁴ On the 25 November 2016, the National Anti-Corruption Authority launched public consultations regarding the draft of Guidelines for the publication of documents, information and data subject to compulsory publication in the section “Transparent Administration.” (https://www.anticorruzione.it/portal/public/classic/AttivitaAutorita/ConsultazioniOnline/_consultazioni?id=9c5bfb4e0a7780424b461897941651af). On the 28 December 2016, the National Anticorruption Authority adopted the Guidelines for the publication of documents, information and data subject to compulsory publication in the section “Transparent Administration,” through Resolution n.1310. (Please see

<https://www.anticorruzione.it/portal/rest/jcr/repository/collaboration/Digital%20Assets/anacdocs/Attivita/Atti/determinazioni/2016/1310/Del.1310.2016.LGdet.pdf>). Furthermore, Annex 1 of the Guidelines reports the publication obligations contained in existing legislation. (Please see <http://www.anticorruzione.it/portal/rest/jcr/repository/collaboration/Digital%20Assets/anacdocs/Attivita/Atti/determinazioni/2016/1310/Del.1310.2016.All.pdf>.)

²⁵ Angela Ida Nicotra, representative of the ANAC, interview by IRM researchers.

²⁶ Midterm Self-Assessment Report (3 Oct. 2017), pp. 35-36, https://www.opengovpartnership.org/sites/default/files/Italy_Mid-Term_Self-Assessment_2016-2018_EN.pdf.

²⁷ CONSIP, “Dashboard races” (accessed 13 Mar. 2018), www.consip.it/bandi-di-gara/cruscotto-gare.

²⁸ Interview by IRM researchers, 7 Sept. 2017.

²⁹ Survey received by IRM researchers, 8 Jul. 2017.

³⁰ Alessandro Pastorelli, representative of INAIL, interview by IRM researchers.

³¹ Diritto di Sapere, *Ignoranza di Stato*.

12. Transparent Milan: Public registry of elected and appointed representatives (Subnational Commitment – City of Milan)

Description: Publishing any document useful to assess the activity of councillors and any other act approved by the Municipal Council, City Board and City Districts, using infrastructural solutions which grant access to all the information on their activities and performance in an integrated and user-friendly environment.

General objective: Value the institutional work of decision-makers by turning the Municipal Council, City Board and City Districts in the main places for participation.

Expected results: The reorganization of content and the benchmarking of activities allow citizens to learn about the action of institutional bodies by turning them into the main places for participation and foster the interaction and involvement of citizens with their elected or appointed representatives. Learning about the ongoing activities and procedures will help ensure transparency, organize citizens' initiatives and data retrieval that retrace the historical perspective and background of law-making and scrutiny of institutional bodies. The reference model is the system already used on the web sites of the European Parliament and the Italian Parliament. More specifically, the public registry of elected representatives will include:

1. A complete overview of their participation in institutional proceedings or representing the institutions (committees, municipal council, city board meetings, participation in local or interinstitutional meetings);
2. Votes expressed on any decision adopted by the Municipal Council or City Board;
3. Legislation and draft legislation submitted to the Council and their development until completion (questions, motions, agendas, draft decisions, amendments);
4. Legislation approved by the City Board and the Municipal Council, broken down by year, topic, rapporteur, procedure; acts have to be traceable using advanced search options or text search; each act has to be made available online within seven days since its adoption.

Responsible Institutions: City of Milan, District of the City of Milan, and Metropolitan City of Milan

Start date: September 2016
2017

End date: January

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time ?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete

12. Public registry of representatives			✓		✓						✓			No		✓			
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Context and objectives

During 2016, the City of Milan's recently elected administration¹ established a new Deputy Mayor responsible for participation and open data. In the previous administration, this position had not been filled.² This action addresses transparency and answers a need for easier access to information-related activities carried out by the City Council of Milan. The administration plans make information and documents related to institutional works available to the public by updating and improving the town's government website.

According to an interviewed stakeholder,³ this action could both increase transparency in city works and strengthen its anti-corruption strategy, but this will depend on how the platform is designed and updated. The potential impact is minor because this commitment is a positive but incremental step forward that will aggregate and organize already available information concerning the activity of councilors and acts approved by the Municipal Council, City Board, and City Districts.

Completion

The commitment is partially completed (limited) and delayed. The first action has been successfully carried out. The City of Milan held online consultations on the institutional website, "PARTECIPA-MI,"⁴ that ended on 31 October 2016. Moreover, it organized two public meetings on the 28 September 2016 and on 2 February 2017, and held further meetings with employees to present new technological tools for transparency.⁵ The second action is not completed; implementing officials reported technical problems in the development of the platform and the late appointment of a manager, who was only appointed on July 2017 after a public, open call.⁶ The remaining activities for this commitment cannot be completed until the platform is fully established.

Next Steps

There are no recommended next steps at this time.

¹ In June 2016, administrative elections elected Giuseppe Sala as the new Mayor of the City of Milan. He is a member of the Democratic Party. La Repubblica.it, "Municipal Elections 5 June 2016" (20 Jun. 2016), www.repubblica.it/static/speciale/2016/elezioni/comunali/milano.html.

² http://milano.corriere.it/milano/notizie/politica/11_giugno_10/pisapia-presenta-nuova-giunta-assessori-190840108598.shtml.

³ Transparency International Italia, interview by IRM researchers, 28 Sept. 2017.

⁴ Partecipa-Mi, "Home" (accessed 13 March 2018), <http://www.partecipami.it/>.

⁵ Partecipa-Mi, "What information would you like to find on the Municipality portal, but cannot find it?" (accessed 13 March 2018), <http://www.partecipami.it/consultazioneinformazioni>.

⁶ Lorenzo Lipparini, Councilor of Open Data of the City of Milan, interview by IRM researchers.

Theme III: Participation

✪ 13. Open Administration Week

Description: *Establishing and organizing a special week focusing on all open government initiatives implemented across the country. The event takes place every year on the first week of March. It involves public administrations, citizens and local and national media.*

General objective: *Promote the culture and practice of transparency, participation and accountability in public administrations and in society as well as increase citizens' trust in institutions.*

Expected results: *The establishment of a week to promote and disseminate the culture of transparency, participation, accountability and active citizenship can help speed up the opening process of public administrations, improve decision-making, foster the exercise of citizenship rights and enhance trust in institutions.*

Responsible Institutions: Prime Minister's Office – DPA, Agency for Digital Italy (AGID), Regional Authorities, National Association of Italian Municipalities, and all PAs

Start date: September 2016
2018

End date: March

14. Strategy for Participation

Description: *Developing tools to support participatory decision-making in Italian PAs through guidelines for consultations and appropriate technological solutions.*

General objective: *Develop a national policy to disseminate and ensure the methodological soundness of participatory decision-making in different administrative contexts, with a special focus on consultations. The participation strategy is aimed at improving the quality of decision-making processes, ensuring the delivery of commitments by the different administrations and, consequently, increasing trust in institutions.*

Expected results: *Develop effective models and tools to manage participatory processes, disseminating good practices.*

Responsible Institutions: DPA, Agency for Digital Italy (AGID), Regional Authorities, National Association of Italian Municipalities, City of Messina, and all PAs

Start date: September 2016
2018

End date: June

15. Public Works 2.0

Description: *Developing two participation platforms: one for the evaluation of investment in public works, the other for public debate on major public works to be built, in connection with the development of the OpenCantieri database that will be integrated with regional data through automatic weekly updates.*

General objective: *Greater transparency, participation and awareness of citizens about the activities carried out by public administration, involving the community not only in monitoring the progress of works but also during the selection process of the works to be funded. The Public Works 2.0's goal is to rise the transparency,*

participation and awareness of citizens on the public works thanks to two new participation platforms developed on the Opencantieri platform.

Expected results: Allow the wider community to suggest investment in public works, design actions together, monitor the highest possible number of works being built and better communicate with the administration during the construction phase.

Responsible Institutions: Ministry of Infrastructure and Transport, DIPE, ITACA, Regional Authorities, and ISPRA

Start date: September 2016
2018

End date: June

A6. Participation strategy: guidelines on consultations carried out by the Senate

Description: Adopting Guidelines for consultations organized by the Senate, which set principles and minimum requirements to implement the various consultation's phases and activities, and identifying the most appropriate supporting technologies.

General objective: Enhance the methodological solidity of consultation processes carried out by the Senate and provide an adequate technological support in compliance with the best national and international practices.

Expected results: Set a standard methodology and effective tools to foster and make the participation of citizens, stakeholders and civil society organizations effective in fact-finding and decision-making processes of parliamentary bodies.

Responsible Institution: Senate

Start date: September 2016
2018

End date: June

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time ?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
★13. Open Administration Week			✓		✓	✓						✓	Yes			✓	

14. Strategy for Participation				✓	✓	✓					✓		Yes			✓	
15. Public Works 2.0		✓			✓	✓					✓		No		✓		
A6. Participation Strategy		✓				✓					✓		NR	Not Reviewed			

Editorial note: Commitment 13 is clearly relevant to OGP values as written, has transformative potential impact, and is substantially or completely implemented and therefore qualifies as a starred commitment.

Context and objectives

13. Open Administration Week

Italy has experienced a culture of low transparency, corruption, and low levels of participation and accountability among public administrations (PAs).¹ On 23 June 2016, the government passed legislation to combat corruption and promote transparency. Article 10.6 of the Transparency Law² established “Open Administration Day”, which requires each PA to organize annual events that are open to citizens and show how the institutions work. Although PAs have planned many Open Administration Days since 2012, without a shared national strategy, these events have generally not led to increased transparency, participation, and accountability.

The Open Administration Week differs from Open Administration Days in that it creates a national, unified event. Previously, Open Administration Days were held on a smaller scale in participating individual localities. The potential impact of this commitment is transformative. The Open Administration Week is a new strategy that coordinates a commitment to open administration and involve citizens on a national level. It represents a major change in culture and practice towards openness by coordinating with 154 public administrations (central, local, and national), schools, universities, and citizen groups across the country for a weeklong event.³ It develops and promotes good practices and digital skills. For example, during the event, a discussion bringing together multiple stakeholders was held on a new open data strategy.⁴ Some initiatives that pertained to other commitments in the action plan were achieved during the course of the event, such as the network of digital innovators (Commitment 23), hackathons (Commitment 4), and the transparency registry (Commitment 26). According to stakeholder Enrico Alletto (Open Genova), the event itself is considered positive and is a very important step toward changing the practice of government engagement with citizens and promoting participation.

Although the timeline of the week and its deliverables are clearly listed, the commitment text does not provide the specific events that will take place to promote transparency and participation. This is because the process for holding events is a collaborative and a cooperative process between participants and public administrations.

14. Strategy for Participation

Italy does not have a strong framework to ensure civil society involvement in PA decision-making.⁵ The DPA has recorded a nationwide recent increase of civic participation initiatives, like petitions or consultations.⁶ In the second national action

plan, Italy included a commitment to establish participation guidelines across PAs.⁷ However, adequate guidelines and appropriate technological solutions are still lacking. This has resulted in few new opportunities for CSO engagement in the decision-making processes.

This commitment aims to develop and provide adequate guidelines and technologies to ensure civil society engagement in the decision-making process. The action plan outlines clear measurable activities: set up an Open Government Forum (OGF), involving CSOs throughout OGP implementation; collect feedback and launch a public consultation on participation guidelines; publish guidelines for PAs; test guidelines by developing a dashboard for performance evaluation; and identify technological solutions to manage participation initiatives. The potential impact of this commitment is moderate. This commitment introduces new methods to better collect CSO feedback and involve stakeholders in consultation activities. While it makes stakeholder involvement official, regular multi-stakeholder consultation was already a mandatory requirement. This commitment fulfils a recommendation from the previous action plan, and while it has improved consultations, it has not affected transformative change. Initially, the OGF⁸ was an initiative set up by a group of CSOs in 2013.⁹ The OGF,¹⁰ established on 6 June 2016 as part of the current action plan, is a new tool for the permanent consultation of stakeholders developed within OGP.

This commitment meets the OGP values of civic participation and access to information by creating new opportunities for CSOs to consult on participation guidelines and evaluate PAs on meeting these new guidelines. Through the government's new Monitora dashboard, citizens and CSOs are able to find information on consultation activities and government responses to comments.

15. Public Works 2.0

The public works platform¹¹ (called Opencantieri) is a database developed by the Ministry of Infrastructure and Transport (MIT) to publish evidence of public construction progress. This information is a partial overview of public works. It includes: 32 "priority actions" as envisaged in the Annex on Infrastructure of the 2015 Annual Budget;¹² approximately 1,500 measures about ANAS and RFI contracts concerning the road system, highways and rail network; and projects in ports and airports.

This commitment aims to increase transparency by developing two participation platforms. The first is for the evaluation of investment in public works; the second, in connection with the Opencantieri database, is for public debate and decision-making around future public works.¹³ The Bologna Motorway Loop is a pilot project to test communication. In addition, the government will develop the new participatory platform for evaluating investments on public works, and its pilot project will test public communication about asbestos, 'Third Pass.' In addition, this commitment will integrate the Opencantieri database with regional datasets and create the infrastructure to allow weekly automatic updates of datasets from the regions.

The potential impact of this commitment is coded as minor. It includes pilot projects and steps that were part of existing initiatives and it is unclear how inclusion in OGP will add new value for participation. The platform for public works' data existed before the development of the action plan, but this commitment sought to simplify and reorganize the information on the platform. While this commitment is relevant to access to information, its potential impact to improving the quality of information disclosed is minor.

A6. Participation strategy: guidelines on consultations carried out by the Senate

This commitment aims to provide citizens, stakeholders and civil society tools to participate in the Senate's decision-making process.¹⁴

During the XIII Italian Legislation, parliamentary committees promoted consultations on different themes, in different places, and using different technologies. The action builds on these experiences to identify best practices developed and avoid criticisms of past consultations. However, tools lack to foster the participation of citizens, stakeholders and CSOs in parliamentary fact-finding and decision-making processes.¹⁵ This commitment focuses on Action 14 in the Senate of the Republic.

The potential impact is coded as minor. Proving guidelines and adequate technologies to support civil participation at institutional level is a clear political sign of opening up. Moreover, it tries to homogenize consultation tools in order to make consultation process more effective.

Completion

13. Open Administration Week

Open Administration Week is substantially completed and is on schedule. According to the government self-assessment, the DPA started a communication campaign through the portal opengov.it¹⁶ and the national TV and radio channels¹⁷ to promote Open Government Week. The communication campaign started on 2 September 2017 and the Open Government Week took place from 4 to 11 March 2017. All PAs promoted their events through a specific section of Italian OGP's website (13.1).¹⁸ During the first Open Administration Week, the DPA promoted seminars, hackathons, public debates, a webinar and delivered the Government Champion Award (13.2).¹⁹ The second Open Government Week will take place in early 2018 (13.3).²⁰ Stakeholder Enrico Alletto from Open Genova has confirmed the information presented in the self-assessment regarding dates and activities.

14. Strategy for Participation

This commitment is substantially complete and on time. In June 2016, the DPA set up the Open Government Forum, a space to exchange ideas on open government involving more than 70 invited stakeholders (14.1).²¹ The DPA launched a public consultation from 5 December 2016 to 12 February 2017 on the draft guidelines for participation (14.3),²² and to learn about national, regional, and local participatory experiences. The DPA published a report on 9 of March (14.2).²³ Testing of the guidelines is ongoing (14.4) because the Department is still looking for three Public Administrations to be involved.²⁴ The identification of the suitable technological solutions to manage participation and consultation initiatives (14.5) has not started yet. Its deadline is June of 2018. Stakeholder Enrico Alletto confirms the level of completion in the self-assessment.

15. Public Works 2.0

The commitment is partially complete (limited) and delayed. The government developed and published²⁵ on the MIT website an area dedicated to "Connecting Italy",²⁶ which represents the strategic and programming framework of the Ministry itself. It contains a dedicated section for public debate on works of national interest. The self-assessment specified that "Connecting Italy" is not a co-decision platform, but rather a platform to share good practices for implementing public debate in Italy, particularly at an early stage in planning.

The Bologna case has already been completed and published (15.1).²⁷ The new participatory platform for evaluating investments in public works is delayed according to the self-assessment (15.2). According to self-assessment, the Ministry organized several meetings with representatives of the 11 Observatories (a central monitoring body that oversees public contracts)²⁸ and with Itaca (the institute for transparency of public contracts)²⁹ regarding integrating regional datasets (15.3). The government is still developing the infrastructure to make the Opencantieri database communicate with those of five regions (Tuscany, Puglia, Basilicata, Piedmont, and Umbria), which are part of the Itaca network (15.5). The integration of regional datasets into the public works database is at an early stage, but most of the databases of the 11 regional Observatories, stored on Itaca's servers, are now available for their integration (15.4). According to those responsible for the commitment's implementation, a test has been carried out with the datasets of Emilia Romagna (15.5). The Ministry stated that civic dissemination and communication actions have not been implemented yet (15.6). According to the self-assessment, the government will soon begin monitoring public works using satellites and a mock-up to show progress of works in three different pilot test-sites (15.7).

A6. Participation strategy

This commitment was included as an addendum at the end of the first year of action plan implementation, in July 2017. Therefore, its completion and results cannot be assessed in Year 1. There has been some Year 2 progress between July and September 2017, as reported by stakeholders during interviews carried out by the IRM researchers. The Senate engaged a national public consultation³⁰ on the guidelines (A6.1), which are not adopted yet (the deadline is June 2018, A6.5). The testing phase of the draft guidelines has not started; according to interviews, some experiments are ongoing (A6.4).³¹ The Senate reviewed the main participation experiences of other Parliaments and collected them in the Dossier n. 22 (A6.2).³² The Senate is trying to identify a technological solution to handle participation and consultation (A6.3).

Early Results

The first Open Administration Week (one milestone from Commitment 13) held from 4 - 11 March 2017, resulted in new initiatives, cooperation, and collaboration between a variety of public policy stakeholders throughout Italy. The event resulted in launching 241 initiatives across the country with the participation of more than 22,000 people.³³ At the Open Government Award, 232 applications were eligible. Thirty-three finalists were selected: 12 for the category of transparency and open data, 10 for participation and accountability, and 11 for digital citizenship and skills.³⁴

Commitment 14, Strategy for Participation, also shows significant results like the government's official recognition of the CSO-initiated Open Government Forum, which became the primary tool for consultation and engagement between stakeholders and the public administration. OGF members first included 54 organizations,³⁵ but it grew during the implementation period to over 90 organizations.³⁶

There are no early results for Commitment 15 and Commitment A6.

Next Steps

According to stakeholder Enrico Alletto from Open Genova, Open Administration Week should be oriented more toward adopting and sharing practices rather than competition. Good practices should be circulated better among public administrations as the week is a starting point rather than a final step. He also requests a series of

central-level studies aimed to involve as much as possible municipal administrations. Enrico Alletto explained during the Focus Meeting Group Open Administration Week participation was promoted by local stakeholders rather than the national government. In his opinion, central governments should coordinate specific goals at the national level, and then raise awareness and encourage local administrations to be involved in reaching these key goals. Moreover, it is necessary to involve more public administrations at the central government level in order to support local efforts. He also suggests using case studies to inform citizens and local administrations about good practices identified in the first Open Administration Week.

Alletto also suggests that new tools be used to conduct consultations, record discussions and track progress during Open Administration Week. Moreover, technological support and official legislation mandating a consultation process would strengthen this commitment. He also suggests more awareness-raising actions to promote civil monitoring.

A further step for next action plan could be the development of guidelines about a consultation process to open up the entire parliament institution.

¹ Transparency International Italia, "CPI 2016: Italy Earns a Position, but not Enough" (accessed 13 Mar. 2018), <https://www.transparency.it/cpi-2016-l-italia-quadagna-una-posizione-ma-non-basta/>.

² Art. 10 of the Legislative Decree 33/2013. Gazzetta Ufficiale, Law 6, n. 190 (Provisions for the prevention and repression of corruption and illegality in the public administration), (28 Nov. 2012), www.gazzettaufficiale.it/eli/id/2012/11/13/012G0213/sq.

³ Italia Open Gov, "What happened during the Open Administration Week" (28 Mar. 2017), open.gov.it/2017/03/28/cosa-successo-la-settimana-dellamministrazione-aperta/.

⁴ Ministry of Economic Development, "#SAA 2017, participates in the open data consultation" (accessed 13 Mar. 2018), www.sviluppoeconomico.gov.it/index.php/it/198-notizie-stampa/2036125-saa-2017-settimana-dell-amministrazione-aperta.

⁵ Third OGP Action Plan: Italy, pp. 52 -53, https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.

⁶ The list of national consultations is available at <http://www.lineaamica.gov.it/cittadino/consultazioni-pubbliche-online>.

⁷ ANAC, Open Government Partnership National Action Plan 2014-2016 (Dec. 2014), <https://www.opengovpartnership.org/sites/default/files/Second%20OGP%20National%20Action%20Plan.pdf>.

⁸ Open Government Forum, "Open Government: cosa ha fatto l'Italia? Ecco il report della società civile," <http://www.opengovernmentforum.it/>.

⁹ On December 2012, a group of CSOs set up the Open Government Forum. Between 2012 and 2013, the group monitored the first action plan and in the design process of the second action plan. The group was then formally recognised by the Government in June 2016, when the "official" Open Government Forum was established.

¹⁰ Italia Open Gov, "Open Government Forum" (accessed 13 Mar. 2018), <http://open.gov.it/open-government-partnership/open-government-forum/>.

¹¹ Opencantieri's, <http://opencantieri.mit.gov.it>.

¹² The annex on Infrastructure of the 2015 Annual Budget is available at: http://www.dt.tesoro.it/modules/documenti_it/analisi_programmazione/documenti_programmatici/Allegato_infrastrutture.pdf.

¹³ Third OGP Action Plan: Italy, pp. 55 – 56 https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.

¹⁴ Third OGP Action Plan Addendum: Italy, pp. 12 – 13, https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.

¹⁵ Third OGP Action Plan Addendum, pp. 12 – 13, https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.

¹⁶ Italia Open Gov, "Open Administration Week: from 4 to 11 March, initiatives on open government throughout Italy" (9 Feb. 2017), open.gov.it/2017/02/09/saa/.

¹⁷ Player FM, "Rai Podcast Radio1" (accessed 13 Mar. 2018), <https://player.fm/series/rai-podcast-radio1-22641>.

¹⁸ Italia Open Gov's Open Administration Week Portal is available at: <http://open.gov.it/saa/>.

¹⁹ Italia Open Gov's Government Champion Award website is available at: <http://open.gov.it/premio/>.

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- ²⁰ Open Administration Week Portal, <http://open.gov.it/saa/>.
- ²¹ Italia Open Gov, "Open Government Forum."
- ²² Participation and consultation guidelines for Italian PAs are found here: <http://open.gov.it/wp-content/uploads/2016/12/Linee-guida-v.-1.4-Bozza-in-consultazione.pdf>.
- ²³ Minister for the Simplification and the Public Administration, Quadro di Sintesi Delle Esperienze di Consultazione Pubblica Segnalate, (9 Mar. 2017), open.gov.it/wp-content/uploads/2017/03/Quadro-sintesi-raccolta-esperienze-v1.0.pdf.
- ²⁴ Italia Open Gov, "14. Participation Strategy" (accessed 13 Mar. 2018), open.gov.it/monitora/14-strategia-la-partecipazione/.
- ²⁵ Midterm Self-Assessment Report, pp. 44 – 46, https://www.opengovpartnership.org/sites/default/files/Italy_Mid-Term_Self-Assessment_2016-2018_EN.pdf.
- ²⁶ "Connecting Italy" website: <http://www.mit.gov.it/comunicazione/news/connettere-litalia-introduzione>
- ²⁷ Bologna case: www.passantebologna.it.
- ²⁸ ANAC, "Sezioni Regionali dell'Osservatorio" (accessed 13 Mar. 2018), https://www.anticorruzione.it/portal/public/classic/Servizi/ServiziOnline/InvioDatiSezioniRegOsserv/_sezi-oniregionali.
- ²⁹ Itaca, "Primo Piano" (accessed 13 Mar. 2018), www.itaca.org.
- ³⁰ From 9 March to 30 April 2017, <http://www.senato.it/4706?contenuto=4356>.
- ³¹ Tafani, interview by IRM researchers.
- ³² Available at: <http://www.senato.it/service/PDF/PDFServer/BGT/01008254.pdf>.
- ³³ Midterm Self-Assessment Report, 41, https://www.opengovpartnership.org/sites/default/files/Italy_Mid-Term_Self-Assessment_2016-2018_EN.pdf.
- ³⁴ Id.
- ³⁵ Minister for Simplification and Public Administration, "OpenGov Forum is born" (3 Jun. 2016), www.funzionepubblica.gov.it/articolo/ministro/01-06-2016/nasce-opengov-forum-una-palestra-tra-istituzioni-e-cittadini.
- ³⁶ Midterm Self-Assessment Report, 2, https://www.opengovpartnership.org/sites/default/files/Italy_Mid-Term_Self-Assessment_2016-2018_EN.pdf.

★16. Rome cooperates (Subnational Commitment – City of Rome)

Description: *Enabling participation and collaboration, and promoting forms of shared administration, involving citizens in strategic decisions and in planning actions for the city, through the use of open data and information systems.*

General objective: *Foster citizens' active collaboration thanks to transparency and accessibility of information on the work of the administration. Make it possible for citizens to know, control and evaluate the work of the City Council and of the whole municipal administration.*

Expected results: *involving citizens by drafting a communication plan on participation rights and opportunities; a participation literacy program using digital technologies; creating a public space on the web site of Roma Capitale; setting up the Permanent Innovation Board; transparency activities and tools regarding the actions carried out by the administration; availability of highly significant open data, with the administration's commitment towards reuse.*

Responsible Institution: Roma Capitale

Start date: September 2016
2018

End date: June

17. Bologna decides and transforms (Subnational Commitment – City of Bologna)

Description: *Developing digital devices to improve and support public consultations open to citizens' proposals to make decision-making processes inclusive and test new political practices.*

General objective: *Involve citizens in decision-making, cede power while testing new political practices, provide accounting data about transformation projects in a transparent manner.*

Expected results: *Allow citizens to be actively involved in the city's governance; set up mechanisms to make decision-making inclusive and experience new political practices; increase digital collaborative connections within Bologna's civic network; increase public consultations; foster citizens' participation in budgeting; develop new collaboration pacts and models; set up urban regeneration labs and co-design priorities for inclusion.*

Responsible Institutions: City of Bologna and local institutions

Start date: September 2016
2018

End date: June

Commitment Overview	Specificity	OGP Value Relevance	Potential Impact	On Time?	Completion
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	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
★16. Rome cooperates			✓		✓	✓	✓					✓	Yes			✓	
17. Bologna decides and transforms			✓		✓	✓				✓			No		✓		

Editorial note: Commitment 16 is clearly relevant to OGP values as written, has transformative potential impact, and is substantially or completely implemented and therefore qualifies as a starred commitment.

Context and objectives

16. Rome cooperates

The main goal of this commitment is to lay the groundwork for open government through digital tools and increased civic participation. According to the Department for Simplification,¹ also called “Simple Rome,”² the administration suffers from a lack of transparency and public trust. The city’s open data portal is not well known and does not allow for adequate data use and reuse. Barring a few city districts, activities for the development of digital skills are lacking, making it more difficult to have widespread online participation and civil society engagement through dedicated tools and spaces.

The 2016–2021 political program of the new city government,³ led by Mayor Virginia Raggi, includes increasing transparency and open data. The local government has developed a digital agenda for Rome that aims to work with other municipalities, starting with those in the metropolitan area, to promote and disseminate digital services. In addition, the commitment proposes to create an online space where citizens can easily find all necessary services, personal data, the status of all requests, and a “virtual helpdesk” through open chat and video chat.⁴

The potential impact of this commitment is transformative because it would improve the data environment in Rome by making data more useful and usable for the first time. Citizens would also be able to request information and assistance through a virtual helpdesk. Training citizens to better understand and use digital tools can improve the relationship between public administration and citizens, and could better provide citizens with accurate, high quality data.

17. Bologna decides and transforms

The commitment’s goal is strengthening citizen participation through civic cooperation initiatives and engagement with the Bologna city administration. Bologna has long been a center for civic innovation in Italy. Examples include its

administrative decentralization, the adoption of the new Regulation for the Care and Regeneration of Common Urban Goods, a free digital civic network since 1994, a multi-channel communication strategy, the open data portal, a network of institutional spaces (libraries, museums, schools, municipal offices) and private virtual spaces (foundations, businesses) that coordinate services. In October 2015, over 1,200 citizens participated in the project Collaborare è Bologna⁵ to increase civil participation by identifying the needs of the community. The City of Bologna is using this commitment to improve the “Collaborare è Bologna” project.

The potential impact is coded as minor because this commitment does not introduce any new changes to the existing Collaborare project, nor does it commit to substantial improvements to the ongoing program. According to a civil society representative from Urban Center Bologna, the commitment has brought minor positive incremental steps in civic participation to the Collaborare initiative, but these were already planned and would have taken place even without inclusion in the action plan.

Completion

16. Rome cooperates

The action is substantially completed and is on schedule. Live streaming of the city council meetings is available online (16.1).⁶ The decision n. 22/2017⁷ established the Permanent Innovation Board and the Forum of Innovators (16.2), but the Forum is not active and there is no evidence on the number of participants.⁸ The Open Budget (16.3) is a link to an independent external platform (Openbilanci)⁹ that already existed before the action plan (16.3). There is no participatory process in this platform (data are provided by the Ministry and not by the Municipality). The “Open Public Relations Offices” project, which proposed to make PR Office information available online, has started and can be found on the updated Institutional Portal (16.4).¹⁰

The Strategy for participation (16.5) is composed of five micro objectives. According to the self-assessment, only a few micro objectives are complete. One example is the “Participation literacy program,” 25 training courses of digital literacy for citizens¹¹ available on the City of Rome’s website. Another objective was to pass new regulations on participation and popular initiatives, with amendments to the city’s statute. The changes would allow citizens to participate in decision-making through the effective implementation of participatory and direct democracy tools like referenda and e-petitions. A proposal was submitted in April 2017 according to the self-assessment, but there has been no change as of September 2017.¹² The rest of the objectives are not started but are on schedule, as this is an ongoing commitment.¹³

17. Bologna decides and transforms

The commitment is partially complete (limited), with some delays. After the first year of action plan implementation, the Bologna administration has carried out several consultations to identify priorities and areas for participation and urban regeneration. Consultations started 3 May 2017¹⁴ and ended in October 2017, with the citizens choosing the project for the City to implement.¹⁵ Consultations are available on the official website of the City of Bologna (17.1). A website is already open for sharing petitions and ideas (17.2).¹⁶ According to the self-assessment, a first version of the report on participation was released in June 2017 to collect proposals online for participatory budgeting. A final report on participation will be released in March 2018

(17.3). Stakeholder Michele D'Alena, from Urban Centre Bologna, confirms the level of completion and activities described in the self-assessment report.

Early Results

There are no early results for Commitment 16.

Commitment 17 has recorded an increase of participants in the city's government thanks to the option of proposing projects for improving resources use. The results of the consultation are not yet publicly available online, but will be posted in March 2018. Since the launch of "Collaborare è Bologna" (2015), the number of participants has increased from 1,200 to 1,500 through the new "Bologna decides and transforms" initiative.¹⁷

Next Steps

Concerning Commitment 16, the IRM researchers recommend implementing it in the remaining period of the action plan and taking it forward into the next action plan to improve the digital tools.

The IRM researchers suggest not carrying Commitment 17 forward to future action plans. The local government of the city has shown a great ability in involving citizens in its administration. Bologna has a long history of direct democracy, and it is unclear how inclusion in OGP has helped Bologna better implement these activities.

¹ This department belongs to the Department for Technological Innovation of the City of Rome:

https://www.comune.roma.it/pcr/it/dip_ris_tec.page.

² Assessorato Roma Semplice (Simple Rome)

<https://www.google.it/search?q=roma+semplice&oq=roma+semplice&aqs=chrome..69i59l3j69i60j0l2.6678j0j4&sourceid=chrome&ie=UTF-8>.

³ Since June 2016, "5 Stars Movement" party has been leading the City of Rome. Virginia Raggi is the new Mayor of the City of Rome. R.it, "The M5s conquers Rome: the spokes elected mayor with 67 percent. "Historic moment, the Romans have won"" (19 Jun. 2016), roma.repubblica.it/cronaca/2016/06/19/news/comunali_a_roma_risultati-142378379/.

⁴ The Digital Agenda for Rome is available at:

<https://www.comune.roma.it/pcr/it/newsview.page?contentId=NEW1176738>.

⁵ "Collaborare è Bologna" was a new policy of the City of Bologna to encourage civic collaboration through tangible and intangible tools such as a tour in the neighbourhoods, projects spread across the territory, a digital platform, an exhibition and a party. Thanks to these tools, the Bologna administration innovates and renews the identity of the city by building on the tradition of subsidiarity and decentralization of administrative action a new model of citizen involvement. See

<http://www.comune.bologna.it/collaborarebologna/>.

⁶ The City of Rome YouTube channel is available at: <https://www.youtube.com/notizieromacapitale>.

⁷ Decision n.22 for the City of Rome:

https://www.comune.roma.it/PCR/resources/cms/documents/Deliberazione_n_22.pdf.

⁸ The deadline for registration in the forum has been extended once.

⁹ Open Bilanci Rome is available at: <http://openbilanci.comune.roma.it/>.

¹⁰ Italia Open Gov, "16. Rome collaborates" (accessed 13 Mar. 2018), open.gov.it/monitora/16-roma-collabora/.

¹¹ Roma, "Roma Facile points, the digital Administration closer to the citizens" (accessed 13 Mar. 2018), <https://www.comune.roma.it/pcr/it/newsview.page?contentId=NEW1371370>.

¹² Proposta di Deliberazione di iniziativa consiliare ai sensi dell'art. 43 dello Statuto di Roma Capitale avente per oggetto la revisione dello Statuto di Roma Capitale (2017), www.cartainregola.it/wp-content/uploads/2017/05/Proposta-di-deliberazione-di-revisione-dello-Statuto-di-Roma-Capitale-testo-con-modifiche-a-cura-di-Cartainregola.pdf.

¹³ Institutional website of the City of Rome: <http://www.comune.roma.it/pcr>.

¹⁴ Municipality of Bologna, "Neighbourhood Workshops" (accessed 13 Mar. 2018), www.comune.bologna.it/laboratori-quartiere/.

¹⁵ Municipality of Bologna, "Participatory budget" (accessed 13 Mar. 2018), comunita.comune.bologna.it/bilancio-partecipativo.

¹⁶ Municipality of Bologna, "Consultations" (accessed 13 Mar. 2018),
<http://comunita.comune.bologna.it/consultazioni>;

¹⁷ Municipality of Bologna, "Il Piano per l'innovazione urbana di Bologna" (accessed 13 Mar. 2018),
<http://www.comune.bologna.it/pianoinnovazioneurbana/laboratori-quartiere-le-proposte-raccolte-numeri-dei-primi-3-mesi/>.

Theme IV: Accountability

18. Supporting and protecting whistleblowers

Description:¹ *Defining practices and procedures to collect the reports of public employees about cases of misconduct while ensuring the protection and confidentiality of whistleblowers in compliance with art. 54bis of Legislative Decree 165/2001, as well as updated by the new law n. Law n. 3365/2017.*

General objective: *Promote good whistleblowing policies in public administrations. Ensure the effectiveness of institutional guidance and support policies for those who take action to safeguard the public interest during their work inside a public organization (whistleblower).*

Expected results: *Use open source technologies to develop ANAC's system to manage reports on cases of misconduct. Develop support and guidance actions for the whistleblowers. Establish cooperation agreements with civic associations that play the role of "civic watchdogs" and ensure a broad social control and the detection of unclear cases with the purpose of encouraging targeted investigations. Disseminate the culture of whistleblowing through awareness-raising actions in cooperation with civil society, to create a favorable environment for whistleblowing.*

Responsible Institutions: National Anticorruption Authority ANAC and all PAs

Start date: September 2016

End date: April 2018

19. Follow the Ultra Broad Band (UBB)

Description: *Developing the web site bandaultralarga.italia.it as a tool to monitor the national ultra broad band plan highlighting the various ongoing implementation projects across the country, together with an open data section that can be used to develop new applications and services.*

General objective: *Allow every citizen to monitor the development of the National Ultra broad Band (UBB) plan and access the related data in an open format.*

Expected results: *Creation of a dedicated section to monitor ongoing ultra broad band projects across the country and development of related open datasets.*

Responsible Institutions: Ministry of Economic Development, Regional Authorities, and National Association of Italian Municipalities

Start date: September 2016
2017

End date: May

20. OpenCoesione Plus

Description: *Publishing new information on resource planning, funding opportunities, tenders and open competitions and strengthening the participation of civil society.*

General objective: *Make cohesion policies more effective through the dissemination of new information in an open data format or in terms of services provided to citizens and businesses across the country.*

Expected results: *Complete the information on cohesion policies, especially about the resource planning decisions, subsequent amendments (especially funding decisions deliberated by CIPE), funding opportunities, tenders and open*

competitions. Integrate the territorial development project management system based on direct communication channels between civil society and administrations, with co-planning systems relying on a greater involvement and expansion of actors including schools and other players.

Responsible Institutions: Prime Minister's Office – Department for Cohesion Policies, Agency for Territorial Cohesion, Ministry of Economics and Finance RGS-IGRUE, ANAC, Prime Minister's Office – DIPE, Representation of the European Commission in Italy, Ministry of Education, Universities and Research, Central and Regional Administrations responsible for resource planning for cohesion policies, and Local Authorities responsible for the implementation of funded projects

Start date: September 2016
2018

End date: June

21. OPENAID 2.0

Description: *Implementing OPENAID 2.0, the public consultation platform providing data and information on Public Aid to Development from Italy to partner countries and the destination and use of funds for cooperation initiatives.*

General objective: *Strengthen national consensus on policy decisions on Italy's commitment in the field of international cooperation. Such consensus has to rely on full transparency and accountability of strategies, programmes, activities carried out, funds allocated and results achieved by the Italian Cooperation. Transparency and traceability of a public database on cooperation initiatives will help monitor the actions carried out by profit-making partners in beneficiary countries. It will ensure compliance with the OECD Guidelines on corporate social responsibility, the Global Compact principles and the Italian code of conduct for PPPs (public-private-partnership) in the field of cooperation. These principles include, in addition to social and environmental sustainability of actions, organizational transparency and fiscal accuracy in beneficiary countries.*

Expected results: *Enhancing the perception of transparency and accountability in the management of Public Aid to Development at national and international level; increasing the effectiveness of methods for data collection and ensuring a constant and systematic update of the same data; enhancing the quantity and quality of accessible data.*

Responsible Institution: Italian Agency for Development Cooperation

Start date: September 2016
2018

End date: June

22. Anticorruption academy

Description: *Organize a general training course on anticorruption to be provided on an e-learning basis to all Italian public employees and to other individuals envisaged in Law 190/2012 "Provisions for the prevention of corruption and illegality in public administration".*

General objective: *Ensure the broad dissemination and sharing of values connected with morality and legality with the purpose of creating an unfavourable context for corruption. Achieve a consistent and extensive level of awareness of the basic principles, methodological aspects and operational modalities to effectively manage the risk of corruption. Share good practices and disseminate knowledge and*

methods to prevent corruption. Set up a professional community which is able to provide training on the culture of integrity to the other civil servants.

Expected results: *Updating skills (content-based approach) of a vast number of beneficiaries and managing ethical dilemmas (value-based approach); improving risk management skills; acquiring specialized risk management techniques; setting up an anticorruption practice community for anticorruption managers and coordinators.*

Responsible Institutions: Prime Minister's Office – National School of Administration, public administrations, and other organizations falling within the scope of Law 190/2012

Start date: September 2016
2017

End date: June

23. Network of digital animators

Description: *Enhancing the community of digital animators providing them with the tools to exchange content and expertise, communicate and capitalize on experiences and exchange information with public administration in a simple and innovative manner.*

General objective: *Develop a widespread innovation capacity in every Italian school and enhance the involvement of schools in the National Plan for Digital Schools, through the role of digital animators and the innovation team.*

Expected results: *The identification and appointment of digital animators is crucial to foster investment in the community of school innovators as a driver for change. We need to make the network of digital animators, and their activity of cultural mediation and involvement, a global education initiative, fostering the sharing, coordination and contamination between practices. The goal is to ensure greater consistency of the activities organized by the digital animators.*

Responsible Institutions: Ministry of Education, Universities and Research Schools, Regional Authorities, and Metropolitan Cities through agreements at local level

Start date: September 2016
2017

End date: March

24. School kit

Description: *Developing and disseminating an open standard to value the best practices in the education sector, to accompany every call for applications of the Ministry of Education, Universities and Research and to transform schools into a tinkering community through the platform <http://schoolkit.istruzione.it>. Setting up an open and reusable knowledge and practices database and making it available to the school system.*

General objective: *a strategy to value best practices in education: Put the focus on innovation produced by schools and at the same time set up a community based on the innovations produced by schools alone or by schools in partnership with external actors.*

Expected results: *The School kit project is intended to develop a large community of content and good practices for the education sector. The minimum goals for the*

beginning of 2017 include: at least 100 School kits, at least 100,000 accesses to the platform, at least 20 structurally involved stakeholders. Additional functionalities will be developed to value socialization and community activities in the platform as well as a strategy for the “shared management” of the platform itself in cooperation with digital animators.

Responsible Institution: Ministry of Education, Universities and Research

Start date: September 2016
2017

End date: January

25. Monitor the education reform “La Buona Scuola”

Description: Developing an accountability strategy associated with the implementation of the education reform “La Buona Scuola”, focusing on a system of apps and mobile services.

General objective: The project is intended to enhance the level of accountability and participation in the implementation of the education reform “La Buona Scuola” introduced by Law 107/2015, especially for stakeholders such as families and students, who do not directly interact with the Ministry, but are the main beneficiaries of education policies.

Expected results: These apps rely on accessible and reusable data and on a user-friendly layout and allow to create an easy interface between the measures adopted by the Ministry of Education, Universities and Research for school buildings and digital innovation. Citizens will therefore be able to assess the impact of funds and projects on schools. The use of maps and push notifications will help monitor actions at municipal, regional and national level, with real time updates on projects, funding, notices, opportunities. Apps will be the user-friendly interface of the platform’s applications that are being developed for both areas based on thematic websites that were developed in 2015. These can be accessed through responsive web design. The system of apps will mainly aim at:

- Improving knowledge of all policies included in the education reform and their implementation, through a simple organization of information (both as individual actions and as a whole) and a system of notifications and updates;
- Developing a monitoring relationship between the Ministry, schools and their stakeholders, above all families, allowing the different stakeholders, depending on their relationship with the Education Ministry and schools, to integrate or evaluate the information contained in the app;
- Improving administrative data by letting users provide micro-data through the apps and adding in the information produced by other administrations (i.e. Ministry for Economic Development for the Ultra Broad Band Plan).

Responsible Institutions: Ministry of Education, Universities and Research, local and regional authorities, schools, and ministries involved in specific data flows (i.e. Ministry for Economic Development)

Start date: September 2016
2017

End date: January

26. Transparency registry of the Ministry for Economic Development

Description: The implementation of a Registry that records the meeting of the Ministry. A tool that puts in touch the Ministry with a wide range of groups and

organizations representing specific interests; increases the transparency, through the publication and updating of the profiles of such entities (activities, financial data, etc.); allows the citizens to monitor the decision-making's process.

General objective: Provide citizens and any other interested user with the information on the Ministry's interlocutors (e.g. lobbyists) and how they interact with it. This is meant to ensure that decision-making transparent and shared as well as foster control by citizens and users on the work of the administration. The registry is therefore intended to ensure balanced representation and avoid privileged access to information or to decision-makers.

Expected results: Establishment of a public online registry where every citizen can access to the list of meetings of the Minister, Deputy Ministers and State Secretaries. It is open to any natural or legal person professionally representing legal interests within the Ministry for Economic Development, including non-economic ones. Registering is needed to be able to request a meeting with the Minister, Deputy Ministers and State Secretaries.

Responsible Institution: Ministry for Economic Development

Start date: September 2016
2017

End date: September

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
18. Supporting and protecting whistleblowers			✓				✓				✓		No		✓		
19. Follow the UBB		✓			✓					✓			No			✓	
20. OpenCoesion e Plus				✓	✓					✓			Yes			✓	
21. OPENAID 2.0			✓		✓						✓		No		✓		
22. Anticorruption academy				✓	Unclear					✓			No		✓		

23. Network of digital animators			✓		Unclear						✓		
24. School kit: a strategy to value best practices in education			✓		Unclear						✓		
25. Monitor the education reform “La Buona Scuola”			✓		Unclear						✓		✓
26. Transparency registry of the Ministry for Economic Development				✓	✓						✓		

Context and objectives

18. Supporting and protecting whistleblowers

The term “whistleblower” describes a public employee who reports illicit behaviors within public institutions. Whistleblower protection was introduced by the Italian Anticorruption Law in 2012.² The National Anti-Corruption Authority (ANAC) has published guidelines for whistleblower protection with a resolution in 2015.³ The ANAC studied whistleblower activities in Italy to learn more about whistleblower protection, whistleblower characteristics, the type of wrongdoings reported and the consequences of disclosures. The ANAC⁴ reported that public employees tend to mistrust whistleblower protection, both for using existing channels to report on wrongdoing, and because of limited understanding of the protection guaranteed to public employee whistleblowers. These factors limit the diffusion of whistleblowing.

According to Transparency International Italy,⁵ 115 public administrations from all Italian provinces collected 77 whistleblowers’ reports during 2015 and 130 reports during 2016. The main channels to receive the reports from the public employees are paper-based mail and not-certificated mail, an issue that can be concerning for preserving the whistleblower’s anonymity. These findings suggest a plausible (but not verifiable) correlation between the low amount of collected reports and the adopted tools for their collection.

This commitment aims to better educate public administration employees about whistleblower protection laws, and to develop tools and guidelines to improve employees’ ability to speak out securely. On 15 November 2017, the Italian Parliament adopted a new law⁶ aimed to increase the protection for whistleblowers and to specify the available channels to send the reports.

Concerning the potential impact, according to a questionnaire the IRM researchers shared with relevant stakeholders, the majority of respondents⁷ believed that if implemented, the ANAC’s platform for the management of reports could change current practice in a major way. Indeed, it would provide the public employees with a unique and verified tool to send reports, which could increase employee’s likelihood

of reporting cases of corruption. However, according to the stakeholders surveyed, the impact of the platform will largely depend on how it is implemented, and the education of whistleblowers rights and responsibilities. The impact is therefore moderate; it is major step toward a healthier whistleblowing environment, but it will depend largely on how public administrations implement the activities proposed.

19. Follow the UBB

During 2014, the Ministry of Economic Development adopted the Strategic National Ultra Broad Band Plan (UBB)⁸ tried to plan the development of Ultra Broad Band across the country. Ultra Broad Band refers to any high-speed internet access that is permanent and faster than traditional Wi-Fi access. It enables large amounts of information to be sent at the same time at high speeds between computers or other electronic devices. The Ministry has committed to providing the citizens with a tool to monitor and check the ongoing Ultra Broad Band projects, which are part of an ongoing effort to expand fiber optic buildout in the country. The Ministry developed a website, bandaultralarga.italia.it,⁹ in which citizens could only access aggregated data and not detailed geo-location information on the state of the implementation of the UBB.¹⁰

In this commitment, the Ministry improve the tools to monitor the development of the national Ultra Broad Band Plan and improve the quality and quantity of the published datasets.

Consulted stakeholders informed the IRM researchers that they did not have a clear understanding of this action's consequences.¹¹ The potential impact of this commitment is coded as minor because the new website is a specific geo-referenced portal using a digital system dedicated to the public land register of infrastructures.

This is a new step toward increasing the transparency of datasets on the ongoing Ultra Broad Band projects.

20. OpenCoesione Plus

OpenCoesione¹² is a portal on the implementation of the projects financed by the Italian cohesion policies. It is a deliverable from Italy's first action plan¹³ on cohesion policies aimed at bridging the social-economic gaps between different areas of the country through resources drawn from the domestic and EU budget. It collects and makes open data on resources, spending, programmers, executors, timelines, payments, and completion of projects available. The portal currently ensures transparency on the implementation of projects funded by EU structural funds and national cohesion policies as envisaged by the Unitary Monitoring System (they are managed by the Ministry of Economics and Finance and supported by the administrations leading the projects). This project is part of the partnership between the Italian Parliament and the European Commission. The portal also contains additional information on the financial and socio-economic context for each project. OpenCoesione agency is conducting the monitoring for the 2014-2020 programming period, which will begin in December 2017.¹⁴ Open data currently available on the portal refers to the implementation of projects in the 2007-2013 period. The current version of the portal offers a limited set of information on programming and funding decisions.¹⁵

One stakeholder from Foundation ANCI¹⁶ explained how the implementation of the OpenCoesione's platform is an ongoing process that began seven years ago. Every year the platform collects an increasing amount of more specific data on projects financed by the Italian cohesion policies. Therefore, the potential impact of this

commitment is coded as minor because it is an incremental step to increase information on the portal, which is an activity that predates the action plan.

21. OPENAID 2.0

OPENAID¹⁷ is an online tool that gathers data and information on Italy's foreign aid projects since 2004. The platform has many features such as showing projects by beneficiary country, funding institution, and sector; monitoring trends over time by country and sector; and comparing Italian resources with other OECD countries over time. The OPENAID tool offers all data in an open format to be reused for information and research purposes. However, according to the lead implementing administration, the website has become obsolete: it only collects data validated by the OECD and uploads it one and half years after the original data was collected.

According to Publish What You Fund,¹⁸ Italy was the only European country in 2013 not included in the IATI platform.¹⁹ Italy has published 10 of 28 standard indicators to assess the transparency on public aid. In addition, of the 28 standard indicators, Italy has never published information that would meet the criteria for 12.

With this commitment, OPENAID aims to provide the citizens with a tool to monitor the actions carried out by profit-making partners in beneficiary countries, thereby guaranteeing transparency and traceability in the management of development aid at the national and international level.

The potential impact of this commitment is moderate because it is a significant step forward in resolving the lack of the transparency on data and information on public aid. Although the commitment increases the quality and quantity of available data, it will not significantly change government practice.

22. Anti-corruption academy

According to the Corruption Perceptions Index 2016 of Transparency International,²⁰ Italy ranked sixtieth globally. In 2016,²¹ the ANAC highlighted the problem of a widespread lack of knowledge about the tools and mechanisms to prevent corruption in the PAs. This commitment aims to better educate public employees about anti-corruption tools and management through skills-based training and increased dialogue.

The stakeholders surveyed responded that they believe this commitment could have an impact on reframing the discussion of corruption among public employees but expressed doubt that this commitment would improve the risk management and anticorruption strategies inside the PAs.²² Therefore, the potential impact is minor.

23. Network of digital animators

In 2015, the Government launched a school reform called *La Buona Scuola*, or "Good School," through Law 107/2015.²³ The "Italian National Plan for Digital Education" (Piano Nazionale Scuola Digitale – PNSD)²⁴ is a policy launched by the Ministry for Education, University and Research and one of the three pillars of this reform. This policy aims to set up a comprehensive innovation strategy across Italy's school system to update its digital capability. It has introduced the specific figure of the "digital animator,"²⁵ who is in charge of fostering innovation in schools, and a general strategy to disseminate innovation in the education system.²⁶ In November 2015, MIUR appointed 8,300 digital animators.²⁷ The goal of this commitment is to ensure the implementation of activities organized by the digital animators in order to implement the PNSD. This commitment aims to enhance the digital animators' workspace and envisions four activities: develop a platform to allow digital animators

to share content and expertise; allocate funds for digital animators; engage with digital animators after a year to potentially involve them in the implementation of PSND; and train and mentor digital animators in every school.

The potential impact for this commitment is moderate. A digital animator network could stimulate and improve the sharing of best digital practices in schools. However, the network needs to be supported by a specific portal and strengthened through the involvement with other digital innovations carried by other public sectors.

24. School kit: a strategy to value best practices in education

As part of the 2015 PNSD, and related to the previous commitment, the Ministry for Education, University and Research has introduced “school kits,” which are specific guidelines for digital animators on new digital practices. The school kit project was first published 5 May 2016 and by July 2016, the platform had been accessed by approximately 50,000 users.²⁸ To date, the school kit platform²⁹ contains thirteen school kits, some of which have already been accessed by over 25,000 users. There are three kinds of school kits: a) school kits proposed by the education community; b) school kits proposed by third parties (i.e. science museums, universities, foundations, or associations); and c) school kits produced by the Ministry and associated with Ministerial content or actions.

This commitment aims to develop a system that will collect, value and disseminate good practices in education, and thus create openness, which is currently missing in the Italian educational system. To do so, the action plan lists three steps: develop a “shared management” strategy for the School kit platform, deliver new platform functionalities, and publish at least 100 school kits involving at least 20 stakeholders. The potential impact is coded as minor because this action was already planned before the development of the action plan. However, the commitment does increase the number of school kits and visitors.

25. Monitor the education reform “La Buona Scuola”

This commitment, like the previous two, are part of the PNSD. The Good School law has reformed the National Educational System.³⁰ Good School is a complex policy and requires accountability tools to allow the Ministry’s stakeholders, students, and their families to monitor the implementation of these measures and assess their effectiveness. Key points of this policy include: hire approximately 100,000 permanent teachers, enable principals to evaluate new teachers, seek funding from voluntary tax donations, and foster internships and work-study programs, etc.³¹

This commitment aims to develop an accountability strategy associated with the Good School program through computer applications and mobile services. An application was launched in May 2016 to monitor school building projects; since 2014, about six-billion euros were allocated to fund over 18,000 projects. In addition, the commitment aims to release a platform to monitor agreements and outcomes of the work-linked training schemes (i.e. the internship and work-study programs) and develop the application, “La Buona Scuola digitale”, to monitor investment and actions under the PNSD.

The potential impact is minor as this activity was already planned before action plan, but it does facilitate citizen monitoring of the reform.

26. Transparency registry of the Ministry for Economic Development

Italy does not have specific, national regulation of lobbying. Pending regulation of the issue, the Transparency Registry of the Ministry for Economic Development is based

on the model used by EU institutions and is part of the many transparency and accountability measures adopted by the Ministry. It is a new participation and control tool providing citizens with accurate information on who interacts with the Ministry. In 2014, the Ministry adopted a Code of Conduct for its employees with the purpose of establishing rules to prevent corruption, protect the public interest, and define consequences for misconduct committed by individuals within and outside of the Ministry.

The Ministry also produced a specific Code of Conduct for new members that consent to join the Transparency Registry. The Code establishes that the members of the Transparency Registry are required to comply with the principles of transparency and integrity. Registry members are barred from offering, accepting or requesting money or any kind of compensation, advantage, or benefit, directly or through intermediaries, for the purpose of distorting or faking their registration or hiding their meetings with the Ministry.

This commitment is the first attempt to solve the lack of transparency concerning meetings of central PAs with those professionally representing legal interests. This is the first time a ministry has adopted this tool, and its implementation is a major step toward transparency. According to stakeholders, it is the first, very relevant step to require all PAs to keep track on their meetings. A transformative commitment would require the adoption of registries for all central administrations.

Completion

18. Supporting and protecting whistleblowers

The commitment is partially completed (limited) and delayed. According to the action plan, the ANAC had to complete the platform for the management of reports by June 2017. Through the self-assessment report, the ANAC moved the deadline to October 2017, citing the time-consuming procedure for awarding the contract and the need of the other PAs to be supported. The ANAC informed the IRM researchers that the platform is already enabled inside the Authority as a trial pilot.³² The platform will be shared with all PAs in December 2017 (18.1). Concerning the support actions, on 22 June 2017, the ANAC published a report on whistleblowing in Italy to disseminate information, developments and challenges of the whistleblower protection.³³ According to the IRM researchers, this report doesn't support the culture of whistleblowing but merely provides implementation data without input from public employees. Therefore, the described initiative doesn't achieve the specific objective identified in the commitment. However, its deadline is April 2018 (18.2).

The ANAC has engaged a partnership with Transparency International Italy and the State Bar Association of Rome, for a training course on whistleblower protection.³⁴ A stakeholder³⁵ claims that the training will start 14 December 2017 (18.3).

On 28 February 2017, the Minister of Education, in collaboration with the ANAC, launched the contest "Whistleblower 2017" aimed to improve the culture of whistleblowing and raise awareness among the new generations (18.4).³⁶

Stakeholders confirm the limited completion of the commitment, described in the self-assessment, especially given the absence of the ANAC's platform for the management of reports.

19. Follow the UBB

This commitment is substantially completed but delayed. Despite a deadline of April 2017, according to the self-assessment, a data-sharing platform with the national subsoil registry (SINFI) has been just started and was postponed to October 2017 by the Ministry for Economic Development (19.2). On the website bandaultralarga.italia.it,³⁷ it is possible to check the progress of broadband in each Italian town (19.1). In the same section of the website it is possible to download datasets on progress in XML, CSV e JSON formats (19.3). The available data are updated with basic details, including spatial information, (estimated) percentages of coverage per year, and speed class (e.g. 30Mb or 100 Mb) for each municipality. A section of the website has been developed for monitoring and disseminating open datasets for the development of new civic applications (19.4).

20. OpenCoesione Plus

The commitment is substantially completed and on schedule. The deadline to complete all the commitment's activities is June 2018.

OpenCoesione has published through its official portal³⁸ new data and information on resource planning for the period 2014–2020,³⁹ budget and operational programs,⁴⁰ development plans,⁴¹ and decisions of the Interministerial Economic Planning Committee (CIPE) (20.1).⁴² Additionally, OpenCoesione⁴³ published new data on funding opportunities connected with cohesion policy programs to develop projects.⁴⁴ Regarding each opportunity, OpenCoesione has published the standard information in open data format (20.2).⁴⁵ One major project that OpenCoesione is implementing is called A Scuola con Opencoesione (ASOC) and involves more than 200 Italian schools across the country.⁴⁶ The action included several events across Italy⁴⁷ and a series of videos by the participating students of ASOC, thus fulfilling the commitment's aims to involve schools in developing policy plans.⁴⁸

The results of the anonymous stakeholders' survey confirm the completion level reported by the self-assessment report.

21. OPENAID 2.0

The commitment has just started as of December 2017 and is delayed. One specific action is delayed and the deadlines for others have not yet expired. According to the Italian Agency for Development and Cooperation (AICS), the development of the complementary platform is delayed due to the length of the procurement process (21.1). According to interviews with the lead implementing administration, the Agency is working to provide information about projects funded by private donors and release data in available open formats (21.4), and to enhance the capacity to update initiatives and projects (21.5). This action is considered very ambitious due to difficulties collecting data from private entities and business professionals (21.2). On 30 June 2017, OPENAID started uploading data regarding AICS organization on the IATI platform (21.3).⁴⁹

22. Anti-corruption academy

This commitment has started, but is delayed. According to the self-assessment, training materials have been produced, but the delivery phase of the modules has been postponed to September 2017 (22.1 and 22.2). No other steps have been taken toward implementing the commitment. It must be noted that the National School of the Administration (NSA) already hosts a general training course on the prevention of corruption (fifth edition) (22.1) and a specialized training course on preventing corruption (fourth edition).⁵⁰ Therefore the delay cannot be considered due to lack of resources.

The results of the anonymous stakeholders' survey confirm the commitment is incomplete due to the failed delivery of the modules for the training.

23. Network of digital animators

This commitment is partially completed and ongoing. According to Donatella Solda-Kutzmann (Ministry of Education, Universities and Research), the platform has been active since the beginning of October.⁵¹ The Minister allocated 50,000 euros for its implementation (23.1). The Ministry of Education allocated 8.4 million euros for digital animators (1,000 Euros for each school (23.2)),⁵² plus 25 million euros for training and mentoring (23.4).⁵³ Between 25–27 November 2016, the Ministry of Education celebrated the Week of the National Plan for Digital Schools⁵⁴ with three days of events at Royal Palace of Caserta aimed to discuss PNSD topics and share the results of the first year of the Plan's implementation (23.3).

24. School kit

According to the midterm self-assessment, two out of three actions have started but the overall commitment is delayed.⁵⁵ Therefore, the level of completion is coded as limited. The deadline of each individual commitment was not respected. The old school kits are available on the platform, but there is no evidence that a participatory process occurred to develop the strategy for new school kits (24.1). There is also no evidence regarding the delivery of new functionalities of the platform (24.2). According to an interview with the Ministry of Education, Universities and Research (MIUR), the government is working on these two milestones. Thirteen school kits are already available on the MIUR website (24.3).⁵⁶

25. Monitor the education reform “La Buona Scuola”

This commitment has been fully completed.⁵⁷ The Ministry of Education, Universities and Research (MIUR) hired the National Institute for Documentation, Innovation and Educational Research (INDIRE)⁵⁸ to monitor the work-linked training schemes for the 2015-2016 school year. INDIRE developed a telematic collection, which concluded on 18 May 2017.⁵⁹ The results of the monitoring of the project “Alternanza Scuola - Lavoro” are available on the MIUR website (25.1).⁶⁰ According to self-assessment, the application, “La Buona Scuola Digitale,” was launched together with the presentation of the new website but its results are “forthcoming” on Google Play and the Apple Store (25.2).⁶¹ There is no evidence regarding new datasets or the enhancement of the application “La Buona Scuola Digitale” with data from the Technological Observatory (25.3). According to the MIUR website, an online consultation was open to the public during Summer 2017 concerning funds for the Technological Observatory.⁶²

26. Transparency registry of the Ministry for Economic Development

This commitment is substantially completed and is on schedule. The Registry of the Transparency⁶³ and the Code of Conduct⁶⁴ were published online in September 2016 (26.1). These actions were almost complete when the action plan was released. According to the Registry's rules, all the interested entities must record their information in the Registry in order to have a meeting with the Minister, Deputy Ministers and State Secretaries (26.2).⁶⁵ The agenda of the of the Ministry and key staff is online (26.3).⁶⁶ Publication of the annual report is not formally completed but the lead implementing administration has informed the IRM researchers the all the information to be published in the report is already available on the Registry's website and the Ministry for Economic Development published a report on the Registry's activities during the Open Administration Week from 4 March to 11 March 2017 (26.5).⁶⁷ The section of the Ministry's website where users can submit proposals, requests, studies, and other communication is active and has been

available since 6 September 2016 (26.4).⁶⁸ Interviews with Transparency International Italy⁶⁹ confirmed the findings in the self-assessment and the substantial completion of the commitment.

Early Results

Regarding Commitment 18, the “Whistleblower 2017” contest was open to all Italian schools with four schools (from Reggio Calabria, Milan, Rome and Ostia) in the jury. Almost 20 Italian schools have participated in the contest, proposing an Italian definition of “Whistleblowing.” The ANAC and MIUR honored three schools. However, the planned activities don’t pursue clearly the purpose of the four OGP values.

Concerning Commitment 19, the website bandaultralarga.italia.it has a tool⁷⁰ to monitor the implementation of the national Ultra Broad Band (UBB) Plan. The tool includes data on the extension⁷¹ of UBB, aggregated in a dashboard with national and regional detail. The datasets are in open format but include basic information. The data provided by the lead implementing administration⁷² shows that the new website recorded 166,497 users, 1,174,848 views, and 254,254 sessions with an average duration of 3.29 minutes in one just year.

According to the self-assessment, the project A Scuola con OpenCoesione (ASOC), included in Commitment 20, has involved almost 200 classes, more than 4,000 students, 360 teachers, 26 Centers of Information Europe Direct and 61 local associations. During the school year (September 2016 to June 2017) the Department of Open Cohesion Policies organized more than 200 events and gave awards to student projects.⁷³ The Department started new forms of active cooperation with Regional Administrations, starting with Sardinia, directly involved in planning and implementing territorial development policies to support and expand the participation in education and strengthen communication between CSOs and administration members who manage funds. In order to facilitate the constant update of the civic monitoring by students, the Department also launched the collection ASOC Experience,⁷⁴ which included new videos made by participating schools and show students describing the evolution of their research after a year.

Concerning Commitment 23, more than 3,400 digital animators are now members of the platform. Moreover, the platform has 20 moderators and 339 moderator candidates. MIUR stated in the midterm assessment that that on 26 July, 30 school kits were uploaded (Commitment 24),⁷⁵ however, only 13 are on the platform (24.3),⁷⁶ and most (if not all) seem to be developed by MIUR itself.

Commitment 25 has early results. According to a public statement⁷⁷ from MIUR, the technology observatory has collected data about 3,500 schools. Concerning Commitment 26, the registry has been available since September 2016, recording a high number of views (121,881 views) in one year. The IRM researchers could not determine the registry’s usage by CSOs.

Next Steps

In order to complete Commitment 18, the ANAC could benefit from defining specific activities to fully implement the online platform for whistleblower reports. The necessary steps include disseminating information on the policies and protections for whistleblowers among public administration employees, and providing training on the new platform. The specific activities concerning developing a culture and awareness of whistleblower protection for all PAs should be taken forward into the next action plan, as this requires an ongoing effort.

According to Walter Tortorella (Foundation ANCI), the Department of the Open Cohesion Policies uses the same datasets as the National General Accountant.⁷⁸ Often the activities of these two institutions are similar and their eventual collaboration could be very useful to identify national economic progress. The Department for Cohesion Policies should value this suggestion for inclusion in the next action plan.

The implementation of the Transparency Registry of the Ministry for Economic Development represents a real innovation but it remains limited as an initiative for just one Ministry. The IRM researchers suggest taking this commitment forward into the next action plan and extend it to all other ministries.

¹ The text of this section is taken from the OGP action plan.

² Law n. 190/2012 <http://www.gazzettaufficiale.it/eli/id/2012/11/13/012G0213/sg>.

³ Guidelines for ANAC's resolution n.6 of 2015 are available at: http://www.anticorruzione.it/portal/public/classic/AttivitaAutorita/AttiDellAutorita/_Atto?ca=6123.

⁴ The ANAC's 2017 Report on the implementation of whistleblowing in Italy is available at: http://www.anticorruzione.it/portal/public/classic/Comunicazione/News/_news?id=cefc80580a7780426d425ea887635cff.

⁵ Civic 97 et al., "Segnalare la corruzione" (Sept. 2017), <https://www.transparency.it/wp-content/uploads/2017/09/report-rapporto-su-relazioni-RPC.pdf>.

⁶ Law n. 3365/2017 http://www.camera.it/_dati/leg17/lavori/stampati/pdf/17PDL0055370.pdf.

⁷ According to 58 percent of the stakeholders interviewed by survey, the potential impact of the commitment is transformative.

⁸ The first goal, identified by Strategic National Ultra Broadband Plan, is covering the 85 percent of the national territory with ultra broad band. See http://www.agid.gov.it/sites/default/files/documenti_indirizzo/strategia_bul_nov_2014.pdf.

⁹ Strategic Plan: Ultra Wide Band, "Italy Digital 2020" (accessed 13 Mar. 2017), bandaultralarga.italia.it.

¹⁰ BUL, *Strategia italiana per la banda ultralarga* (accessed 13 Mar. 2018), 84, <http://bandaultralarga.italia.it/wp-content/uploads/2016/04/StrategiaBandaUltraLarga2014.pdf>.

¹¹ During the multi-stakeholder interview, participants were not aware of this initiative, and survey respondents also did not have opinions on this topic.

¹² OpenCoesione, "2014-2020 Programming" (accessed 13 Mar. 2018), www.opencoessione.gov.it.

¹³ First OGP Action Plan: Italy, <https://www.opengovpartnership.org/documents/italy-action-plan-2012-2013>.

¹⁴ Agenzia per la Coesione Territoriale, "Programming 2014-2020" (accessed 13 Mar. 2018), www.agenziacoessione.gov.it/it/politiche_e_attivita/programmazione_2014-2020/index.html.

¹⁵ Regarding Operational Programs, the portal only offers the texts of the Programs themselves and the related Implementation Reports. For national resources, the portal provides only the main general information on projects funded by the Cohesion and Development Fund approved by CIPE in the period 2011-2012.

¹⁶ Walter Tortorella, Foundation ANCI, interview by IRM researchers.

¹⁷ <http://openaid.aics.gov.it/it/>.

¹⁸ Publish What You Fund, <https://www.open-cooperazione.it/web/news-aid-transparency-index-2016-l-italia-ancora-fanalino-di-coda-nella-trasparenza-dell'aiuto--GPqWesRRA0Xaz.aspx>.

¹⁹ IATI, <https://www.aidtransparency.net>.

²⁰ Transparency International, Corruption Perceptions Index 2016.

²¹ The 2016 National Anti-Corruption Plan is found here: <https://www.anticorruzione.it/portal/rest/jcr/repository/collaboration/Digital%20Assets/anacdocs/Attivita/Atti/determinazioni/2016/831/del.831.2016det.PNA.pdf>.

²² Commitment 22 has not started and the primary stakeholder for this activity (Professor Hinna) never replied to the IRM researchers' requests for interview. The request was sent by email on 8 July 2017. He replied on 9 September 2017 that he received our email, but provided no further information. The IRM researchers followed up by phone and email on 23 November 2017, but did not receive any response.

²³ Law "La Buona Scuola" developed by Renzi Government I: <http://www.gazzettaufficiale.it/eli/id/2015/07/15/15G00122/sg>.

²⁴ National Plan of Digital School - English version: http://www.istruzione.it/scuola_digitale/allegati/2016/pnsd_en.pdf.

- ²⁵ According to the Ministry of Education, a digital animator is a teacher who cooperates with the Headmaster and the administrative manager for the implementation of the of "National Plan for Digital School" (http://www.istruzione.it/scuola_digitale/prog-animatori-digitali.shtml).
- ²⁶ From 25–30 November 2016, the MIUR held the "Week of PNSD", inviting all schools, teachers and animators to share the results, initiatives, projects of the first year of the Plan's implementation. The press release of this week is found here: <http://www.governo.it/articolo/settimana-del-piano-nazionale-scuola-digitale/6179>.
- ²⁷ MIUR's press release is found here: http://hubmiur.pubblica.istruzione.it/web/ministero/cs191115?pk_vid=982c7b74adfca57515064153442b5d17.
- ²⁸ Third OGP Action Plan: Italy, pp 82-83, https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.
- ²⁹ The Schoolkits Platform is found here: <http://schoolkit.istruzione.it>.
- ³⁰ Gazzetta Ufficiale, Law 13, n. 107 (Reform of the national education and training system and delegation for the reorganization of the current legislative provisions) (2015), <http://www.gazzettaufficiale.it/eli/id/2015/07/15/15G00122/sg>.
- ³¹ ANSA, "Factbox: the Good School reform Its key measures and the principal objections against it" (5 May 2015), http://www.ansa.it/english/news/2015/05/05/factbox-the-good-school-reform_a07d6741-c3ed-429b-ad1f-b63618d0e41c.html.
- ³² Nicoletta Parisi, ANAC Commissar, interview by IRM researchers.
- ³³ 2017 ANAC Report on the implementation of whistleblowing in Italy is available at: http://www.anticorruzione.it/portal/public/classic/Comunicazione/News/_news?id=cefc80580a7780426d425ea887635cff.
- ³⁴ This is evidenced by a request of collaboration send by the President of the State Bar Association of Rome to the ANAC's commissar on 3 August 2017.
- ³⁵ Transparency International Italy, interview by IRM researchers.
- ³⁶ The announcement for the 2017 whistleblower contest (in Italian) is found here: http://www.istruzioneveneto.it/wpusr/wp-content/uploads/2017/04/Concorso_nazionale_WHISTLEBLOWER_un_esempio_di_cittadinanza_attiva_e_responsabile.pdf.
- ³⁷ Strategic Plan: Ultra Wide Band, "Abruzzo" (accessed 13 Mar. 2018), bandaultralarga.italia.it/mappa-bul/regione/abruzzo/13/.
- ³⁸ OpenCoesione official website: www.opencoensione.gov.it
- ³⁹ OpenCoesione, "Sources of financing 2014-2020" (accessed 13 Mar. 2018), www.opencoensione.gov.it/risorse_2014_2020/.
- ⁴⁰ OpenCoesione, "Programming of cohesion policies: financial resources" (accessed 13 Mar. 2018), <http://www.opencoensione.gov.it/opendata/#risorse1420-title>
- ⁴¹ OpenCoesione, "Download the Open Data" (accessed 13 Mar. 2018), <http://www.opencoensione.gov.it/opendata/#fsc1420-title>.
- ⁴² OpenCoesione, "2014-2020 programs" (accessed 13 Mar. 2018), http://www.opencoensione.gov.it/programmi_2014_2020/
- ⁴³ OpenCoesione official website: www.opencoensione.gov.it.
- ⁴⁴ OpenCoesione, "2014-2020 funding opportunities" (accessed 13 Mar. 2018), http://www.opencoensione.gov.it/opportunita_2014_2020/
- ⁴⁵ OpenCoesione, "Download the Open Data" (accessed 13 Mar. 2018), <http://www.opencoensione.gov.it/opendata/#opportunita-title>.
- ⁴⁶ Project "La Scuola di Opencoesione:" <http://www.ascuoladiopencoesione.it>.
- ⁴⁷ A Scuola di Opencoesione, http://www.ascuoladiopencoesione.it/wp-content/uploads/2016/09/ALLEGATO_A_ASOC1617_Vademecum_circolare.pdf.
- ⁴⁸ ASCO1617 Awards are found here: https://www.youtube.com/watch?v=mQ3sJirtWTo&list=PLe47mmEmIMU7mO-bpwZzjh_apJWY3-U-J.
- ⁴⁹ Data on AICS's organisation is found here: <https://www.iatiregistry.org/publisher/aics>.
- ⁵⁰ Scuola Nazionale dell'Amministrazione, "Registration is now open for the 4th and 5th edition of the Anti-Corruption courses" (accessed 30 Sept, 2017), <http://sna.gov.it/nc/tutte-le-news/dettaglio-news/article/sono-aperte-le-iscrizioni-alla-iv-e-v-edizione-dei-rispettivi-corsi/>.
- ⁵¹ Animators digital platform: <https://app.wetipp.com/piano-nazionale-scuola-digitale/wall/>.
- ⁵² See <http://www.tecnicaledellascuola.it/archivio/item/29894-animatori-digitali,-arrivano-1-000-euro-a-scuola-ma-il-miur-promette-e-solo-l-inizio.htm>; Decree available here: http://www.istruzione.it/scuola_digitale/prog-laboratori-territoriali.shtml.
- ⁵³ "Il Piano Nazionale Scuola Digitale incontra il Paese - I prossimi passi" (slideshow) is available here: <https://www.slideshare.net/miursocial/il-piano-nazionale-scuola-digitale-incontra-il-paese-i-prossimi-passi>.
- ⁵⁴ Calendar of PNSD's week: <http://www.settimanapnsd.it/workshop-per-docenti/> and http://www.istruzione.it/scuola_digitale/prog-settimana-pnsd.shtml.

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https://www.opengovpartnership.org/sites/default/files/Italy_Mid-Term_Self-Assessment_2016-2018_EN.pdf.
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- ⁵⁸ INDIRE's website: <http://www.indire.it>.
- ⁵⁹ INDIRE's collection: <http://monitoraggio.indire.it/alternanza/>.
- ⁶⁰ Monitoring results http://www.istruzione.it/allegati/2016/Focus_ASL_2015_2016_v4.pdf and <http://www.istruzione.it/alternanza/rilevazione.shtml>.
- ⁶¹ "la buona scuola digitale" (brochures):
http://www.istruzione.it/scuola_digitale/allegati/brochure_scuola_digitale.pdf and
http://www.istruzione.it/scuola_digitale/app.shtml.
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<https://www.miuristruzione.it/1330-pnsd-osservatorio-scuola-digitale-questionario-on-line-fino-al-20-luglio/>.
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<http://registrotrasparenza.mise.gov.it> and <http://registrotrasparenza.mise.gov.it/index.php/consultare-il-registro>.
- ⁶⁴ Code of Conduct: <http://registrotrasparenza.mise.gov.it/index.php/informazioni/codice-di-condotta>.
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<http://registrotrasparenza.mise.gov.it/index.php/registrazione-aggiornamento/chi-deve-registrarsi>.
- ⁶⁶ Ministry's agenda:
<http://registrotrasparenza.mise.gov.it/index.php/agende?resetfilters=0&clearordering=0&clearfilters=0>
- ⁶⁷ *Il Registro Trasparenza del MISE* (report on the Registry's activities):
http://www.sviluppoeconomico.gov.it/images/stories/documenti/rapporto_registro_trasparenza-saa2017.pdf.
- ⁶⁸ Section of the Ministry's website for reports and complaints:
<http://registrotrasparenza.mise.gov.it/index.php/segnalazioni-e-contestazioni>.
- ⁶⁹ Interview to Chiara Putaturo, Transparency International Italy.
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<http://bandaultralarga.italia.it/piano-bul/il-monitoraggio/>.
- ⁷¹ The data concerns the percentage of buildings connected and connectivity speed.
- ⁷² Giorgio Maria Tosi Beleffi, emails with IRM researchers, 24 Nov. 2017.
- ⁷³ OpenCoesione awards are found here: <http://www.ascuoladiopencoesione.it/asoc1617-vincitori/>.
- ⁷⁴ ASOC Experience (video) is available here:
https://www.youtube.com/playlist?list=PLe47mmEmIMU7mO-bpwZzjh_apJWY3-U-J.
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- ⁷⁶ Schoolkit Platform, <http://schoolkit.istruzione.it/>.
- ⁷⁷ Public Statement from MUIR, 26 Jul. 2017: <http://bit.ly/2G0nIGj>.
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27. Roma Capitale - Transparent Agenda (Subnational Commitment – City of Rome)

Description: Adopting communication tools to strengthen the relations between policy-makers, administration and stakeholders.

General objective: Rise the transparency concerning the relationship between administration and stakeholders.

Expected results: Full transparency on the activities of the councilor responsible for the project “Roma semplice” in his/her relations with stakeholders, through the cooperation with the National Anticorruption Authority, the opening of the agenda and the development of a register of stakeholders, as tools to ensure transparency and accessibility of information.

Responsible Institution: Roma Capitale

Start date: September 2016

End date: March 2017

28. Transparent Milan (Subnational Commitment – City of Milan)

Description: Drafting a public agenda, regularly updated, of the meetings between stakeholders and decision- makers.

General objectives: Expand transparency of public administration through the adoption of (publicly accessible online) agendas of meetings between stakeholders and public decision-makers. Thanks to it the activity of public decision-makers will be known to all citizens who will be able to evaluate choices with regard to the rights of representation and the broader public interest.

Expected results: The agenda will include a) date and place of the meeting; b) participants; c) reason for the meeting. The agenda will be publicly accessible online. Initially, it will be launched as a pilot project by the Department for Participation, Open Data and Active Citizenship. The test phase is needed to consider its future gradual implementation in all public decision-making offices.

Responsible Institution: City of Milan

Start date: September 2016
2016

End date: November

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
27. Roma Capitale –				✓	✓	✓	✓				✓		No		✓		

Transparent agenda																			
28. Transparent Milan: Public agenda of meetings of public decision-makers				✓	✓	✓	✓				✓		Yes						✓

Context and objectives

27. Roma Capitale - Transparent Agenda

As detailed in Commitment 16, the City of Rome's 2016-2021 government program includes the value of innovations around transparency and open data and developing a digital agenda for Rome.¹ In cooperation with the National Anti-Corruption Authority, the commitment aims to create and publish the Open Agenda of the department responsible for "Roma semplice" and to develop a register, which includes department meetings with stakeholders, to ensure transparency and accessibility of information.

Stakeholders believe the potential impact of the Transparent Agenda could be moderate as these activities can solve the existing lack of transparency regarding the Department's meetings with stakeholders.

The IRM researchers assess the potential impact of this commitment as moderate because the register and the agenda is a major step forward but limited to just one Department of Rome.

28. Transparent Milan: public agenda of meetings of public decision-makers

In 2016, the City of Milan's administration² appointed a specific Councilor specialized in participation and open data.³ The City of Milan has never produced public decision-makers meeting agendas, which could help counter the undue pressure of lobbyists and interest groups.

According to Transparency International Italy,⁴ the commitment will increase the internal transparency of the City of Milan. However, this should be implemented in all departments to qualify for transformative reform. Therefore, its potential impact is moderate.

Completion

27. Roma Capitale - Transparent Agenda

This commitment is partially completed (limited) and delayed. Only one out of two activities are completed. The open agenda is available on the institutional website of the deputy mayor "Sample Rome"⁵ (27.2). However, the register of stakeholders has not been developed and is behind schedule. According to the self-assessment, the approval process for the Capitoline Assembly Resolution establishing the register of stakeholders has been launched (27.1). Transparency International Italy confirms the limited implementation of the commitment.

Commitment 28. Transparent Milan

This commitment is fully completed. The City of Milan has established the procedures and tools to acquire participant data on meetings occurring between the Councilor and stakeholders (28.1).⁶ Furthermore, the City of Milan has published online the agenda of the Department of Participation, Open Data and Active Citizenship (28.2).⁷ An interviewed representative of Transparency International Italy⁸ confirms the findings of the self-assessment regarding completion of this commitment.

Early Results

The subnational Commitments 27 and 28 have verifiable results. Roman citizens can view the daily updated agenda of their political representatives. The agenda shows both the past activities of the Deputy Mayor and the activities for the upcoming week. However, the IRM researchers highlight that the Roman agenda cannot be downloaded in open data format (i.e. Excel), but instead in plain text (.txt or .html).

The City of Milan now provides citizens with an agenda related to the past activities of Lorenzo Lipparini, the councilor specializing in participation and open data. The IRM researchers confirm that the agenda is up-to-date as of September 2017.

Next Steps

Both Rome and Milan should take forward these commitments into the next action plan, expanding their adoption to all departments in the city administration.

¹ Digital Agenda for Rome - This document is the result of contributions by all the actors involved such as citizens, businesses, professionals, city-users, associations, personnel of Rome Capital, public central and peripheral administrations, municipalities of Rome Capital, schools, universities. The scope of action of the Digital Agenda includes the Third National Open Government Plan; the Digital Growth Strategy; the Strategy for the Ultralarga Band; and the Digital Agenda of Lazio. See <https://www.comune.roma.it/pcr/it/newsview.page?contentId=NEW1176738>.

² In June 2016, Giuseppe Sala of the Democratic Party was elected as the new Mayor of the City of Milan. "Municipal Elections 5 June 2016," <http://www.repubblica.it/static/speciale/2016/elezioni/comunali/milano.html>.

³ The new administration established a new councillor for participation and open data. The Mayor can choose the members of the Council City. Corriere della sera.it, "Pisapia presents the new junta: 'I'm very satisfied with the team'" (10 Jun. 2011), milano.corriere.it/milano/notizie/politica/11_giugno_10/pisapia-presenta-nuova-giunta-assessori-190840108598.shtml.

⁴ Chiara Putaturo, Transparency International Italy, interview with IRM researchers, 28 Sept. 2017.

⁵ Open Agenda of the Councilor of Rome:

https://webmail.comune.roma.it/home/flavia.marzano@comune.roma.it/Flavia_Marzano.html.

⁶

https://login.comune.milano.it/pkmsvouchfor?milano&https://www.comune.milano.it/wps/myportal/ist/app/contattami?cdmLocale=it&PAGFROM=/wps/portal/ist/it/amministrazione/governo/Giunta/Lorenzo_Lipparini/Agenda_Assessore_LorenzoLipparini2017&TIPO=CMIGR&CODDEST=RDZ%20ASSESSORE%20LIPPARINI.

⁷ Open agendas of the meetings of the City of Milan may be found here:

http://www.comune.milano.it/wps/portal/ist/it/amministrazione/governo/Giunta/Lorenzo_Lipparini/Agenda_Assessore_LorenzoLipparini2017.

⁸ Chiara Putaturo, Transparency International Italy, interview with IRM researchers.

Theme V: Digital Citizenship and Innovation

29. Italia.it

Description: *Implementing a single platform which integrates digital services delivered by public administrations to citizens and businesses. The platform and the services will be accessed through the Public System of Digital Identity (SPID).*

General objective: *Help citizens and businesses in their relationship with public administration through user-friendly integrated services.*

Expected results: *Citizens, using their own profile accessible with SPID (public system of digital identity), will be able to visualize the records of all their exchanges/communications with public administration, receive alerts on deadlines, make and receive e-payments, file their documents, interact with the digital registry, evaluate services and give feedback and suggestions.*

Responsible Institutions: Agency for Digital Italy, Social Security Institute, Revenue Agency, Schools, Ministry of Infrastructure and Transport, and gradually all other PAs

Start date: September 2016
2018

End date: May

30. Deployment of SPID to support innovation

Description: *Implementing targeted actions to support the largest deployment and use of SPID, the public system of digital identity, by public and private online service providers.*

General objective: *Increase the number of online services accessible through SPID, making them more user-friendly.*

Expected results: *The action will help increase the number of services accessible through SPID, thus fully implementing digital citizenships rights by simplifying the authentication system.*

Responsible Institutions: Agency for Digital Italy, Ministry of Economic Development, Ministry of Culture and Tourism, and Ministry of Education, Universities and Research

Start date: September 2016
2018

End date: May

31. Observatory on digital rights

Description: *Setting up an interregional task force which promotes the content of the Charter of Internet Rights, spreads the digital culture and identifies tools to analyse the level of dissemination and enjoyment of digital rights by citizens.*

General Objective: *Increase citizens' awareness of digital rights through information and awareness-raising actions regarding existing regulatory and legislative tools; support administrations in removing obstacles which hinder or slow down the full implementation of digital rights; look at case studies and good practices which help implement the principles of the Charter of Internet Rights identifying counterparts in the public sector dealing with these issues. In order to be more in line with the local context and its specificities, initiatives carried out with the support of regional*

companies will involve central and local administrations and will include exchanges and debates with local associations and communities.

Expected results: Increased awareness of digital rights; definition of specific areas of analysis and development of a set of indicators to monitor digital rights with a view to setting up the core of a future Interregional Observatory.

Responsible Institutions: Regional Authorities and the Agency for Digital Italy.

Start date: September 2016
2018

End date: June

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
29. Italia.it			✓		✓	✓					✓		Yes		✓		
30. SPID				✓	✓	✓		✓				✓	Yes		✓		
31. Observatory on digital rights		✓			✓	✓				✓			No		✓		

Context and objectives

The commitments under the digital citizenship and innovation theme have the common aim to increase citizens' use and knowledge of their digital rights, as well as tools to facilitate the relationship between citizens and PAs. The 2016 Digital Single Market Indicators (DESI)¹ show a high supply of public digital services but low usage. According to DESI 2017, Italy ranks twenty-fifth in the use of e-government services, among the lowest in Europe. The use of digital technologies by enterprises and the delivery of online public services is close to EU average. Compared to last year, however, Italy made progress on connectivity (i.e. fixed broadband, mobile broadband, broadband speed, and prices), particularly through improvements in NGA (or next-generation)² access.³ Through these commitments, the Government aims to monitor digital rights, set up awareness-raising actions regarding the content of the Charter of Internet Rights, and ensure the dissemination and development of the Public System of Digital Identity (SPID).

29. Italia.it

This commitment aims to implement a single platform that will integrate several online services, and thereby increase the use of digital services. As the 2016 Digital Single Market Indicators have shown, Italy has a low level of digital service use. To improve this situation, the government has taken some steps such as the publication

of website design guidelines, the creation of the authentication system SPID (Public System of Digital Identity)⁴ and the development of the e-payment platform. This commitment aims to build on this progress by launching a public consultation to create service design guidelines, developing a community of developers and designers, creating a new website with information on public services, establishing a register of APIs, and implementing a central access point for public services. Moreover, these actions aim to improve user experience, user friendliness, and availability of services.⁵

The potential impact is moderate. According to stakeholders Letizia Di Carlo (Consorzio CBI—Customer to Business Interaction) and Enrico Alletto (Open Genova), the technological components are a decisive priority for the adaptation of PA information systems. Developing a unique and single point of access to PA services is a significant change compared to the current, fragmented access, where every PA has its own data portal.

30. Deployment of SPID to support innovation

The Public System of Digital Identity (SPID), is a system that allows citizens and businesses to have a single digital identity, from multiple devices, on all online services of public administrations and affiliates. The SPID system was introduced with the legislative decree no. 285/2014.⁶ In July 2015, the Agency for Digital Italy (AGID) provided four regulations concerning Managing Accreditation, Pre-Identity Use, Implementation Modes and Technical Rules.⁷ The SPID system is now working, and this commitment aims to increase the use of SPID⁸ and the number of services accessible through it. However, as the 2016 Digital Single Market Indicators have shown, digital service use in Italy is low level. Indeed, AGID reports that, by late June 2016, 79,000 digital identities have been issued, 182 central and local public administrations have provided digital services, and 524 online services are accessible through SPID.⁹

The potential impact of this commitment is transformative; the SPID will allow citizens to access public services more easily, saving them time and resources.

31. Observatory on digital rights

The commitment aims to spread awareness and knowledge about digital rights, which is still mostly unknown throughout the country. These rights include: the right to access the internet; to use online public services; to know and learn through the web; and the right to web neutrality, personal data protection, information self-determination, anonymity, oblivion, security, and inviolability of personal IT spaces and systems. These are just a few of the issues included in the Italian “Charter of Internet Rights” approved by the Chamber of Deputies in 2015.¹⁰

The low level of awareness among citizens and PAs regarding rights, the use of online public services, personal data protection, etc., is due to the absence of education and monitoring initiatives by public institutes, which are supposed to guarantee these rights. This commitment assesses the connection between the enjoyment of digital rights and the exercise of democracy, equity and freedom. For these reasons, the commitment aims to increase the awareness of digital rights and legislative tools.

The potential impact is coded as minor, due the low specificity of the commitment text. Stakeholder Enrico Alletto (Open Genova) suggests more attention on local municipalities, where citizens’ awareness of “digital rights” is lower.

Completion

29. Italia.it

Italia.it is partially complete (limited) and on time. AGID published the service design guidelines and subsequently launched a public consultation from 7 July 2016 to 31 August 2016 (29.1).¹¹ The guidelines were updated after the public consultation and are still current.¹² Two discussion groups (communities of developers and designers) are available online (29.2)¹³ and, according to the stakeholders, they are working well.¹⁴ The new website providing information on public services is in progress. First results are expected in November 2017 (29.3),¹⁵ and will be assessed in the end-of-term report. The remaining two commitments (29.4 - Development of an interoperability infrastructure and 29.5 - Implementation of a central access point to services) have not yet started. The deadline is April and May 2018. Stakeholders¹⁶ have confirmed the level of completion.

30. Deployment of SPID to support innovation

The commitment is on time, but is ongoing. The adoption of SPID by private entities in their role as service providers has not been carried out but AGID has already prepared a model of agreement (30.1).¹⁷ According to AGID, a draft of agreement for the Universities is ready. Indeed, the Universities of Rome and Turin allow their students to access University services with SPID (30.2).¹⁸ Although the federal wireless infrastructure accessible to citizens is under development, a delay is expected since its deadline is September 2017 (30.3). The use of SPID in at least two public consultation websites has not started yet (30.4). Three out of five public services can be requested through SPID: teachers can request the "Bonus docent,"¹⁹ and 18-years-olds can ask for the "Culture Bonus."²⁰ Additionally, a pre-programmed pension can be requested through SPID (30.5).²¹ According to the self-assessment,²² four out of five actions have been started, but none of them are complete. As such, the completion of this commitment is coded as limited.

31. Observatory on digital rights

The commitment is on time and partially complete (limited). The Regional Authorities of Campania, Emilia Romagna, Lazio, Lombardy, Piedmont, Sardinia, Toscana, and Umbria have established an interregional working group. The working group has identified goals, actions and timeframes (31.1).²³ According to the self-assessment,²⁴ an analysis of good national and international practices on digital rights monitoring was carried out in January 2017. In March 2017, a questionnaire was drawn up for the online public consultation on citizens' perception of digital rights and citizenship. The public consultation regarding the digital rights and digital citizenship was launched from 27 March to 27 May 2017.²⁵ In June 2017, the results of the consultation were analyzed. Currently, a set of digital rights monitoring indicators is being developed (31.2).²⁶

Early Results

There are no early results for Commitment 29.

For Commitment 30, the number of Public administrations using SPID has significantly grown in the last 20 months.²⁷ According to stakeholders Enrico Alletto (Open Genova) and Letizia Di Carlo (Consorzio CBI—Customer to Business Interaction), however, the digital identity system is late and is still too complicated to use. Moreover, there are still only a few online services available through SPID. The process of getting a digital identity is complicated, and citizens do not fully understand the concrete use of digital identity. SPID is formed by different mechanisms (i.e. three different levels of security) working together. Stakeholders

have noted that these mechanisms break down at some point. While the cause is unknown, stakeholders believe this to be the source of the SPID complications. It is important that all these aspects be repaired, since Commitment 30 aims to digitize public service and guarantee easier access to citizens.

For Commitment 31, the consultation²⁸ to gauge how digital rights are perceived has recorded 1,125 responses, but it is too early to verify any results from the consultation.²⁹

Next Steps

Consulted stakeholders believe these commitments represent a positive step towards promoting digital innovation among PAs and empowering citizens with digital tools. But stakeholders have doubts. Concerning Commitment 29, stakeholders wonder how it would be possible to involve developers outside PAs and how to collect their suggestions or gather support. This step should be better specified and explained in the next action plan. Concerning Commitment 30, stakeholders have highlighted the limited knowledge citizens have about SPID and the available services. Furthermore, the process to get SPID is still too difficult. The impact that SPID (and the other digital tools above described) can be significant, but not if there is low awareness of these tools. The IRM researchers suggest the government organize initiatives to provide citizens with SPID, and to open offices to explain SPID to the citizens, as in Commitment 16. Concerning Commitment 31, the IRM researchers and stakeholders suggest harmonizing this action with Commitment 34. Concrete actions could be taken in next action plan to better affect citizen's awareness.

¹ The Digital Economy and Society Index (DESI) is a composite index that summarises relevant indicators on Europe's digital performance and tracks the evolution of EU member states in digital competitiveness (<https://ec.europa.eu/digital-single-market/en/desi>).

² Next generation access (NGA) describes a significant upgrade to the Broadband available by increasing speed and quality of the service.

³ The Italian Digital Economy and Society Index. A selection of key documents and graphs are shown about topics such as broadband, internet activity and skills, egovernment, ICT in schools, research and innovation, as well as other main indicators: <https://ec.europa.eu/digital-single-market/en/scoreboard/italy>.

⁴ SPID (public system of digital identity) is the new access system that allows citizens and businesses to access a single digital identity, from multiple devices, to all online services of public administrations and affiliates. The SPID identity consists of credentials with different features based on the security level required for access. There are three levels of security, each of which corresponds to a different SPID identity level: <http://www.agid.gov.it/agenda-digitale/infrastrutture-architettura/spid/percorso-attuazione>.

⁵ Third OGP Action Plan, pp. 98-99

https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.

⁶ Legislative decree n. 285/2014,

http://www.agid.gov.it/sites/default/files/leggi_decreti_direttive/dpcm_24_ottobre_2014a.pdf.

⁷ Agenzia per l'Italia Digitale, "Determinazione N. 44/2015" (2015),

www.agid.gov.it/sites/default/files/circolari/determinazione_dg_n.44_-_28_luglio_2015_-_emanazione_regolamenti_spid_0.pdf. Since 15 September 2015, it has been possible to request the application SpID straight from AgID. On 19 December 2015, AgID accredited the first three SPID Identity Managers in compliance with the procedures provided by the standards: InfoCert S.p.a, Poste Italiane S.p.a, and Tim (through Telecom Italia's Trust Technologies company). Since March 2016, these first three digital identity managers have been issuing the first SpID identities to citizens and businesses. In September 2016, Aruba Pec S.p.A. and Sielte S.p.a. were also accredited to provide SpID system. Further, in May 2017, Namirial S.p.A. and Register.it S.p.a. were also accredited.

⁸ SpID in Italy (public system of digital identity), <http://www.agid.gov.it/agenda-digitale/infrastrutture-architettura/spid/percorso-attuazione>.

⁹ SpID <http://www.agid.gov.it/agenda-digitale/infrastrutture-architettura/spid/percorso-attuazione>.

¹⁰ In July 2015, the Chamber of Deputies approved a motion promoting the "Charter of Rights on the Internet." The motion "Quintarelli and others" no. 1-01031 (so called because of the founder of the Civic

Choice Member Party, Stefano Quintarelli) aims to engage the government to activate any useful initiative for the promotion and adoption at the national, European and international level of the principles contained in the Declaration of Internet Rights adopted on 28 July 2015 by the Commission on Rights and Duties on the Internet (part of the Chamber of Deputies). In the motion, the Internet is defined as "an indispensable tool to promote individual and collective participation in democratic processes and substantial equality." See http://www.camera.it/application/xmanager/projects/leg17/commissione_internet/TESTO_ITALIANO_DE_FINITVO_2015.pdf. The motion is found here: http://banchedati.camera.it/sindacatoispettivo_17/showXhtml.Asp?idAtto=43156&stile=7&highLight=1&paroleContenute=%27MOZIONE%27+%7C+%2701031%27+%7C+%27MOZIONE%27; The Declaration of Internet Rights is found here: <http://www.camera.it/leg17/1179>.

¹¹ Guidelines: <https://design-italia.readthedocs.io/it/stable/>; Agenzia per l'Italia Digitale, "Online guidelines for the design of digital services in the public administration" (28 Jul. 2016), www.agid.gov.it/notizie/2016/07/28/online-linee-guida-il-design-servizi-digitali-pubblica-amministrazione.

¹² Italia Open Gov, "29. Italia.it" (accessed 13 Mar. 2018), open.gov.it/monitora/29-italia-it/.

¹³ Communities websites are found here: <https://developers.italia.it/> and here: <https://designers.italia.it>.

¹⁴ Enrico Alletto - Open Genova, interview by IRM researchers.

¹⁵ Italia Open Gov, "29. Italia.it."

¹⁶ Letizia Di Carlo (Customers to Business Interaction) and Enrico Aletto (Open Genova), online stakeholder meeting, 25 Sept. 2017.

¹⁷ AGID model of agreement: <http://www.agid.gov.it/notizie/2016/07/27/spid-pubblicata-bozza-convenzione-adesione-privati>.

¹⁸ Agenzia per l'Italia Digitale, "SPID: the path of diffusion continues, growing adhering administrations and active services" (9 Sept. 2016), www.agid.gov.it/notizie/2016/09/09/spid-prosegue-il-percorso-diffusione-crescita-amministrazioni-aderenti-servizi.

¹⁹ "Bonus docenti" institutional website: <https://cartadeldocente.istruzione.it/#/>.

²⁰ "Bonus Cultura" institutional website: <http://www.agid.gov.it/notizie/2016/09/15/www18appit-al-fase>.

²¹ APESocial.it, "Ape Sociale: the "do-it-yourself" or Patronato online question?" (18 Jun. 2017), www.apesocial.it/appe-sociale-la-domanda-telematica-fai-patronato/#more-132.

²² Midterm Self-Assessment Report, pp. 73-74, https://www.opengovpartnership.org/sites/default/files/Italy_Mid-Term_Self-Assessment_2016-2018_EN.pdf.

²³ IRM researcher interview.

²⁴ Midterm Self-Assessment Report, pp. 75-76, https://www.opengovpartnership.org/sites/default/files/Italy_Mid-Term_Self-Assessment_2016-2018_EN.pdf.

²⁵ Italia Open Gov, "Questionario online sui diritti e la cittadinanza digitale" (accessed 13 Mar. 2018), open.gov.it/questionario-online-sui-diritti-la-cittadinanza-digitale/.

²⁶ Italia Open Gov, "31. Osservatorio sui diritti digitali" (accessed 13 Mar. 2018), open.gov.it/monitora/31-osservatorio-sui-diritti-digitali/.

²⁷ The number of services accessible through SPID has grown from 240 in 2016, to 4317 in December 2017, <http://www.agid.gov.it/notizie/2016/04/19/spid-prosegue-crescita-servizi-disponibili-il-cittadino> and <https://spid.gov.it/servizi>.

²⁸ Italia Open Gov, "Questionario online sui diritti e la cittadinanza digitale"

²⁹ Id.

32. Lecce - Start-up in the city (Subnational Commitment – City of Lecce)

Description: Rewarding innovative start-ups and SMEs which meet the technological requirements of administrations and help solve their problems.

General objective: Make public administrations more open to innovation, to innovative new businesses and to digital transformation.

Expected results: The rational of this action is putting into contact administrations and innovative businesses, in order to be able to meet the increasing technological needs of public administrations and reward businesses that are able to provide a solution to real problems.

Responsible Institutions: City of Lecce, Registro.it of the National Research Council, and National Association of Italian Municipalities

Start date: September 2016

End date: December 2017

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
32. Lecce – Start-up in the city			✓		Unclear						✓		Yes			✓	

Context and objectives

Innovation comes from private sector, rather than from public administration, especially at local level. In addition to the low innovation rate among public administrations, the entire procurement system does not always effectively support innovation. Start-ups or SMEs,¹ the source of many important innovations, are often unable to access the market due to bureaucratic obstacles. The City of Lecce aims to better connect start-ups and public administrations. By seeking the expertise of start-ups and SMES, this commitment could have a moderate potential impact in improving the technological needs of institutions. However, the type of public-private partnership as written does not include a public-facing element that will improve access to information, citizen's ability to participate in decision making, or government accountability. It is therefore not clearly relevant to OGP values.

Completion

This commitment is on schedule. From 24 May to 30 June 2016, the City of Lecce held an open consultation for the second edition of the Open Data Contest. During the consultation, the draft notice was shared on the Open Data portal and all

interested parties were asked to contribute comments and ideas regarding the clarity of the notice, ensuring maximum participation. Thanks to the public consultation, the regulations and contents of the "2nd Lecce Open Data Contest" have been defined (32.1).²

The City of Lecce launched the Second Edition of "Open Data Contest" from 25 July 2016 to 14 November 2016 on its official website (32.2).³ On 16 December, the City of Lecce published the contest's winners and their projects (32.3).⁴ There is no evidence of the replication of the "Open Data Contest" with other Local Administrations (32.4).

Early Results

This commitment included in the digital citizenship and innovation theme has verifiable results. To better share ideas and suggestion about PAs' needs, Lecce's citizens are provided with a specific section on the institutional website of the City named #APPSTONELECCE.⁵ It is a free workshop acting as a solution repository containing applications and cases of data reuse made available to all citizens and municipal administrations who, according to its use, will evaluate if and to what extent these data are considered useful in terms of new services.

Next Steps

There are no further recommendations at this time.

¹ SMEs - Small Medium Enterprises.

² Municipality of Lecce, "2nd OpenData Contest Lecce - Participated draft" (26 May 2016), dati.comune.lecce.it/blog/?p=466.

³ Municipality of Lecce, "2nd Lecce Open Data Contest (EXTENSION TO 14.11.2016)" (25 Jul. 2016), dati.comune.lecce.it/blog/?p=502.

⁴ Municipality of Lecce, "List of projects and winners 2nd Lecce OpenData Contest" (16 Dec. 2016), dati.comune.lecce.it/blog/?p=540.

⁵ Municipality of Lecce, "#Appstonelecce - List of Apps, Dashboard and Viz Realized by Reusing the @OpenDataLecce Datasets," (accessed 13 Mar. 2018), dati.comune.lecce.it/blog/?page_id=165.

Theme VI: Digital Skills

33. Promoting digital skills

Description:¹ *A single system for all public administrations, consistent with EU classification and reference frameworks, to evaluate staff's digital skills. The choice to have a single system is crucial to develop actions to strengthen and aggregate the demand for digital skills. Supporting public administrations in assessing the digital skills requirements facilitates staff mobility, recruitment, and replacement processes in line with the real organizational needs of the various institutions*

General objective: *To enable public administrations to improve their digital skills through self-evaluation tools based on models consistent with the European context.*

Expected results: *a toolkit to self-assess digital skills, both at individual and organizational level.*

Responsible Institutions: Agency for Digital Italy, Ministry of Labor, and Ministry of Education, Universities and Research

Start date: September 2016
2017

End date: September

34. Becoming digital citizens

Description: *Developing a curriculum, seen as a set of innovative educational contents and formats, to involve all school students in developing skills through digital citizenship practices. It is a comprehensive strategy aimed at equipping Italian students with all the skills needed for a real digital citizenship, placing them at the center of practice by working in real scenarios such as: civic monitoring of public investment through open data, care and enhancement of common goods through digital technologies, promotion of constructive dialogue in digital environments, enhancement of local and national digital public services, development of smart city applications, etc. This activity is part of a broader strategy called "Digital Curricula" included in the National Plan for Digital Schools.*

General objective: *The aim of the project "A curriculum for digital citizenship in every school" is to provide all students in Italian schools with a portfolio of "objective-based and impact-oriented" activities for the development of digital citizenship skills.*

Expected results: *micro-activities and curricular activities on digital citizenship will be organized in all schools, with a special focus on: I) Rights in the Internet; II) Media education and critical and informed use, including elements of open government; III) Education to information including elements of open government; IV) Digital art and culture, including care of digital commons; V Big and open data; VI) Internet of things and making; VII) etc.*

Responsible Institutions: Ministry of Education, Universities and Research, Prime Minister's Office – Department for Cohesion, other institutions dealing with digital citizenship (i.e. Data Protection Authority, Ministry of Culture and Tourism)

Start date: September 2016
2017

End date: August

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
33. Promoting digital skills			✓		Unclear					✓			No		✓		
34. Becoming digital citizens				✓		✓		✓			✓		No		✓		

Context and objectives

The commitments under the digital skills theme aim to increase digital skills and information literacy. The DESI indicator (Digital Economy and Society Index)² shows a shortage of digital skills in all Italian sectors of the digital economy. Italy ranks 25th in Europe for public digital services provision.³ In 2015, 63 percent of the population used Internet on a regular basis (compared to 76 percent of the European Union average) and 43 percent had basic or slightly better than average digital skills.⁴ This represents a digital gap of Italians in the European market. The government has adopted the Digital Agenda in an effort to reduce this gap.

33. Promoting digital skills

This commitment aims to develop a self-assessment tool for civil servants. This commitment is an internal government employee evaluation system and is not directly relevant to OGP values. Stakeholders attending the IRM researchers' focus group⁵ believe this commitment will have a limited impact, as a self-assessment tool alone cannot improve digital skills and may not even raise the demand for more literacy. This commitment does not specify what targets employees will be trained to meet, nor does it give details on the content of training. The potential impact is coded as minor, as it is unclear how this activity would address or change current government practice.

34. Becoming digital citizens

This commitment aims to better enable digital skills of students through a specific training curriculum in schools. According to the government, many citizens do not have the necessary skills and are often unable to generate a real demand for digital services from the public administration. The level of involvement is still limited and vast groups of the population do not exercise this right. Schools can develop simple and effective initiatives for developing "citizenship skills" (such as watchdog activities

on public spending, digital participatory processes, on line voting) which, too often, are only marginally covered by the education system.⁶ This commitment would improve citizens' ability to participate in government through online services.

In 2015, the Government launched the Good School reform.⁷ One of the three pillars of this reform is the "Italian National Plan for Digital Education" (Piano Nazionale Scuola Digitale – PNSD),⁸ a policy launched by the Ministry for Education, University and Research for setting up a comprehensive innovation strategy across Italy's school system and bringing it into the digital age. The PNSD's strategy includes an action (n.15) for the development of digital citizenship skills by developing micro-curricular activities on digital citizenship in Italian schools. This commitment seeks to equip Italian students with skills needed for digital citizenship through the application of "Digital curricula." According to the stakeholders attending the focus group, this could have a transformative effect. Commitment 34 is the most relevant for digital citizenship if it improves the education system. In their opinion, training on digital skills should be compulsory in schools to best enable citizens to participate in government in an informed and competent way. However, stakeholders stress that a significant portion of citizens are excluded from this strategy, generally those who are out of school or with few digital skills. For this reason, the commitment is considered to have a moderate potential impact.

Completion

33. Promoting digital skills

The government has started only a minor activity and is this commitment is delayed. According to the self-assessment and those responsible for implementation,⁹ AGID has only started the preliminary assessment activities for the support tools (33.1), which were expected in January 2017. The activities of collecting feedback, processing information (33.2), and monitoring the assessment of the activities implemented (33.3) are not started yet, as they will follow the completion of the first action.

34. Becoming Digital Citizens

Commitment 34 is partially completed (limited) and delayed. The call for projects in the "Digital Curricula" was launched in September 2016 (34.1).¹⁰ According to the self-assessment and those responsible for the implementation,¹¹ the selection of the successful partnerships and beginning actions, scheduled for October 2016, was postponed to June 2017 (34.2), and is still ongoing.¹² Three milestones out of five have not yet begun and will start in the second year. These include the production of mini-formats for the development of digital citizenship skills and testing in schools, the completion of the testing phase in schools, and the delivery of educational paths and relevant involvement strategies in all Italian schools.¹³

Early Results

There are no early results for Commitment 33.

The call for projects "Digital Curricula" of Commitment 34, launched in September 2016, has collected 482 proposals¹⁴ that are currently under evaluation.¹⁵ At this stage, it is too early to see if these projects will help solve the gaps in digital skills of students. It must be noted that this action is part of the PSND, therefore the added value to OGP is unclear based on the steps completed during the implementation period.

Next Steps

The IRM researchers recommend setting up an initiative for “silver digital skills,” i.e. supporting the capacity and engagement of elderly people, who normally lack digital capacities and are therefore excluded by open government processes. Actions can be taken forward in the next action plan, but the government should focus more the added value of action plan to existing strategies.

¹ The description of the commitments is taken from the action plan.

² Digital Single Market - European Commission: <https://ec.europa.eu/digital-single-market/en/desi>.

³ Digital Economy and Society Index 2017 - Italia - Europa EU.

⁴ Id.

⁵ Stakeholder interview from Focus Group, 25 Sept. 2017.

⁶ Third OGP action plan: Italy, https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.

⁷ Law “La Buona Scuola” developed by Renzi Government I
<http://www.gazzettaufficiale.it/eli/id/2015/07/15/15G00122/sg>.

⁸ Italian National Plan for Digital Education - English version:
http://www.istruzione.it/scuola_digitale/allegati/2016/pnsd_en.pdf.

⁹ Interview with IRM researchers.

¹⁰ Ministry of Education, University and Research, “Digital Curriculum” (accessed 13 Mar. 2018), www.istruzione.it/scuola_digitale/curricoli_digitali.shtml.

¹¹ Focus Group interview with IRM researchers on 25 Sept. 2017.

¹² Midterm Self-Assessment Report, 83,
https://www.opengovpartnership.org/sites/default/files/Italy_Mid-Term_Self-Assessment_2016-2018_EN.pdf.

¹³ nome e data intervista

¹⁴ Giovanni Caprioli, Ministry for Education, interview by IRM researchers, 22 Nov. 2017.

¹⁵ The deadline for the application was the 21 November 2016. The evaluation is still ongoing.

V. General Recommendations

Stakeholders commended the government for opening the consultation process and including commitments in priority areas such as FOIA implementation, transparency registries, and digital public administration. The IRM researchers recommend that the next action plan focus on including fewer commitments that are more ambitious, clearly defined, and measurable, while deepening and expanding current progress in opening traditionally opaque sectors.

This section aims to inform development of the next action plan and guide completion of the current action plan. It is divided into two sections: 1) those civil society and government priorities identified while elaborating this report and 2) the recommendations of the IRM.

5.1 Stakeholder Priorities

Based on stakeholder comments, open data and transparency remain the most important themes.

The action plan is broad and includes commitments on pressing public policy issues in Italy. None of the stakeholders interviewed provided any recommendations for additional areas to address in the next action plan. Indeed, stakeholders have identified some commitments that are currently being implemented in one MDA that should be replicated across all MDAs (e.g. Commitments 26 - Transparency Registry for the Ministry of Economic Development, 27 - Transparency for government agendas, and 28 - Publish government meetings and agendas). Stakeholders believe that OGP's work increased the public's awareness of innovation in Italy's public administration. However, some stakeholders stressed the gap between national and local initiatives, noting the need for stronger support share and scale successful initiatives.

Finally, stakeholders suggest developing innovative digital commitments to reach marginalized populations, especially those with limited access to technology, training, and basic computer literacy.

5.2 IRM Recommendations

Based on the above, the IRM researchers have identified the top five recommendations for the next action plan.

1. Include fewer, more ambitious commitments when developing the next action plan

The increased number of commitments (from six commitments in 2014 to 40 in 2016) demonstrate the Executive's interest in OGP. However, the rationale behind commitments is not always clear and some commitments are similar or overlap. For instance, the commitments related to digital animators in the schools, digital skills of students, hackathons for students, school kits, and Good School monitoring can all be framed in a single initiative under the National Plan for Digital Schools. The duplication of commitments makes it difficult to measure results and impact of a single initiative. Additionally, the funding for these commitments remains unknown, reducing transparency and hindering monitoring efforts to understand commitment progress, successes, and failure. The IRM researchers recommend consolidating similar commitments.

Another major issue is the inclusion of many ongoing projects or nearly completed projects into the current action plan (e.g. the activities concluded in October-December 2016 occurred just three months after the presentation of the action plan). The added value of the action plan to existing activities is often unclear, reducing the potential impact of OGP.

In order to bolster potential impact and completion, the next action plan could be more selective when it comes to prioritizing commitments. Focusing on fewer, more ambitious commitments will strengthen the action plan and the overall OGP process. During the consultation process, the government and civil society could consider the added value OGP could bring in visibility or political support to reforms. The action plan needs to prioritize commitments in critical areas of governance that will most benefit from greater openness and public engagement (e.g. healthcare).

2. Strengthen the participatory process of the Open Government Forum

The newly established Open Government Forum (OGF) responds to two past IRM recommendations. This permanent, multi-stakeholder forum addresses key issues from past consultations by increasing civil society involvement in all phases and including a more diverse set of stakeholders.

Despite the government's efforts to engage with stakeholders during the action plan's development, stakeholders noted that many of their proposals were not adopted into the final action plan, and expressed interest in greater involvement beyond attending meetings and opportunities to comment. Stakeholders have also shown limited knowledge of the action plan as a whole. Furthermore, participation of citizens and CSOs is limited to the "usual suspects." The IRM researchers recommend making the OGF more responsive and accountable. Specifically, the government should consider the following measures:

- Strengthen the co-creation of commitments between government and stakeholders, taking into account the commitments coming from civil society;
- Extend consultation periods according to OGP requirements; and
- Involve OGF in the Monitora system by publishing OGF assessments on completion.

3. Localize the OGP process and focus on broader avenues of engagement

The current action plan includes three main implementing institutions—the Department for Public Function (OGP Team), the National Anti-Corruption Authority (ANAC), and the Agency for Digital Italy (AGID), as well as governments in the cities of Rome, Milan, Bologna, Lecce, and Florence. However, there are thousands of municipalities in Italy which are not currently engaged in the OGP process.

Rather than having individual cities submit their own action plans, the government could encourage a national rollout of open government initiatives to multiple cities and municipalities.

- The Department for Public Function should consult with municipalities and geographic associations to localize national-level OGP efforts; and
- The government could consider how existing commitments and recommended next steps can be made more relevant to the subnational level. For instance, Commitments 27 and 28 could include publication of the agenda and the registry of stakeholders.

The action plan contains a number of commitments to increase citizens' access to the government by improving service delivering using new technological innovations. Interviewed stakeholders have identified the need to better include populations that do not necessarily have digital skills. Currently there are around 4,000 digital services accessible through the SPID system but many older citizens are not able to take advantage of these services. The next action plan could include commitments that identify digitally marginalized populations and provide offline citizen engagement.

Opening government requires initiatives to make government policymaking more participatory and open to public input and oversight. New digital platforms and tools have increased transparency and participation opportunities, but the next step should be to ensure that information access and participation is available offline or through intermediaries.

- The government could consider a commitment that identifies marginalized populations and provide offline citizen engagement, in particular elderly people.

4. Improve FOIA implementation and practices

In May 2016, Italy passed FOI legislation, entitled "Transparency Decree." While this is a historic step to improve citizen's access to information, rights groups note challenges with implementation and low response rates to information requests.

The next action plan could prioritize further improvements in FOIA implementation by adopting a consistent set of practices in response to requests for information. Suggested measures could include:

- Set up a system to monitor PAs' responses to information requests;
- Publish statistics of government institutions, including how many requests they receive and the time they take to respond, etc.; and
- Support public institutions by developing guidance and providing training.

5. National regulations for lobbying

Italy could benefit from stronger regulations on lobbying, and a national public registry of lobbyists.¹ There are few examples of public agendas of executives and elected officials. These tools transparency around potential conflicts of interest. The action plan includes three commitments on this by the Ministry for Economic Development and the deputy mayors of Rome and Milan.

The next action plan could extend the implementation of registries and agendas to track interactions between public officials and lobbyists or stakeholders in the government and other PAs.

6. Open database of reference prices

The government and the anti-corruption authority, the ANAC, could release open datasets on reference prices for PA purchases. The ANAC already publishes prices of purchases of medical devices, pharmaceutical products for hospitals, health services and other services for healthcare sector, but data are not in open format and new sectors should be included.

The next action plan could include a commitment on opening a database on reference prices for goods and services for PAs.

Table 5.1: Five Key Recommendations

1	Include fewer, more ambitious commitments when developing the next action plan Ensure commitments do not overlap with one another and have clear, measurable activities and well-defined, expected outcomes.
2	Strengthen the participatory process of the Open Government Forum Involve OGF in the Monitora system by publishing OGF assessments on completion
3	Localize the OGP process and focus on broader avenues of engagement Increase efforts to open government by ensuring that many municipalities (ANCI) are involved in efforts to carry out commitments
4	Improve FOIA implementation and practices Monitor and track FOI requests, processing times, and response rates in each government institution to ensure compliance.
5	National regulations for lobbying Develop a national public registry of lobbyists and publish open agendas of executives and elected officials.

¹ See <https://www.transparency.it/lobbying/>.

VI. Methodology and Sources

The IRM progress report is written by researchers based in each OGP-participating country. All IRM reports undergo a process of quality control to ensure that the highest standards of research and due diligence have been applied.

Analysis of progress on OGP action plans is a combination of interviews, desk research, and feedback from nongovernmental stakeholder meetings. The IRM report builds on the findings of the government's own self-assessment report and any other assessments of progress put out by civil society, the private sector, or international organizations.

Each IRM researcher carries out stakeholder meetings to ensure an accurate portrayal of events. Given budgetary and calendar constraints, the IRM cannot consult all interested or affected parties. Consequently, the IRM strives for methodological transparency and therefore, where possible, makes public the process of stakeholder engagement in research (detailed later in this section.) Some contexts require anonymity of interviewees and the IRM reviews the right to remove personal identifying information of these participants. Due to the necessary limitations of the method, the IRM strongly encourages commentary on public drafts of each report.

Each report undergoes a four-step review and quality-control process:

1. Staff review: IRM staff reviews the report for grammar, readability, content, and adherence to IRM methodology.
2. International Experts Panel (IEP) review: IEP reviews the content of the report for rigorous evidence to support findings, evaluates the extent to which the action plan applies OGP values, and provides technical recommendations for improving the implementation of commitments and realization of OGP values through the action plan as a whole. (See below for IEP membership.)
3. Prepublication review: Government and select civil society organizations are invited to provide comments on content of the draft IRM report.
4. Public comment period: The public is invited to provide comments on the content of the draft IRM report.

This review process, including the procedure for incorporating comments received, is outlined in greater detail in Section III of the Procedures Manual.¹

Interviews and Focus Groups

Each IRM researcher is required to hold at least one public information-gathering event. Researchers should make a genuine effort to invite stakeholders outside of the “usual suspects” list of invitees already participating in existing processes. Supplementary means may be needed to gather the inputs of stakeholders in a more meaningful way (e.g., online surveys, written responses, follow-up interviews). Additionally, researchers perform specific interviews with responsible agencies when the commitments require more information than is provided in the self-assessment or is accessible online.

Italy's research methodology strategy

Due to the high number of commitments and the timeframe available, the IRM researchers adopted the following approach to ensure feedback from the responsible agency and at least one stakeholder:

1. Analysis of the third-party sources and reports by desk research;

2. Online surveys open to stakeholders (invitation by email);
3. Interviews with stakeholders (invitation by email);
4. Interviews with one representative for each responsible agency; and
5. Online stakeholder meetings through the BlueJeans platform.

Second-round interviews with stakeholders aimed to bridge the lack of collected information about some commitments.

1. The OGP Team has published information in the OGP website, open.gov.it, including:
 - A section on OGP Initiative and Italy's participation;
 - A section on the third action plan (published 20 September 2016), its addendum (published 29 June 2017), a report on the consultation phase of the civil society (published 20 September 2016), and the midterm self-assessment (published 3 October 2017);
 - A section called "Monitora," a tracking system on the implementation of all commitments (since 9 January 2017);
 - A section on online public consultations (i.e. those on the action plan and the Guidelines for Consultations in Italy) and the material produced (i.e. the proposals of the Open Government Forum for the third action plan), and initiatives such as Open Government Week and the OpenGov Championship;
 - A section for the Open Government Forum. This section includes the list of OGF members and their consultation;
 - A section on the OGP Team; and
 - A section called News

The website is well-structured and rich with information, representing a good starting point for an assessment.

On October 2017, the OGP Team released the midterm self-assessment.² A draft report was available for consultation between 5 and 19 September 2017. The assessment differs from the Monitora webpage on the level of completion of milestones and on the timeframe of the actions. The release date of the assessment (October 2017) can explain the first difference, as Monitora's last update was before September 2017. Furthermore, actions concluded after the expected deadline are scored "missed objectives" in Monitora and "Completed" in the assessment.

2. The survey had several sections:
 - Information on respondent;
 - Involvement in the Open Government Forum;
 - Participation in the third action plan consultation process;
 - Assessment on the completion and impact of each commitment, grouped by theme: open data, transparency, participation, accountability, digital citizenship and Innovation, digital skills. Respondents could add comments on a specific commitment in each theme; and
 - A general assessment on the action plan.

The survey provided the researchers with insight on the commitments' completion and impact.

The IRM researchers requested the mailing list of the Open Government Forum and used it to send emails including the instructions for the survey. The survey collected twelve responses.³

3. The IRM researchers contacted 52 stakeholders belonging to the Open Government Forum by email inviting them for phone interviews. In addition, the OGP Team provided the researchers a mailing list of around 108 stakeholders, also invited by email. In total, 160 stakeholders were invited to the review process.
4. In the first round of interviews, the IRM researchers interviewed 23 parties responsible for the commitments. The questions were:
 - Can you describe the baseline related to the analyzed commitment?
 - In your opinion, which is the potential impact of the commitment on a scale of one to five? (1 corresponds to Worsen, 2 to None, 3 to Minor, 4 to Moderate and 5 to Transformative.)
 - In your opinion, can the commitment achieve its planned objective?
 - In your opinion, would your agency/office have achieved this commitment even without the OGP action plan? Did the action plan bring some added value to the commitment?
 - Can you describe the level of completion concerning each specific commitment?
 - What has been already implemented that matches what is planned in the action plan?

Furthermore, the interviews included specific questions about the analyzed commitment.

5. The IRM researchers organized an online, stakeholder national-level meeting⁴ on 25 September 2017, attended by eleven participants. Due to the high number and wide scope of commitments (40), the meeting was structured in six separate sessions:

TIME	SESSION/TOPIC
9:45 – 10:00	Participants registration
10:00 – 10:15	Introduction on OGP and IRM
10:15 - 11:00	OPEN DATA
11:00 – 11:15	Break
11:15 - 12:00	TRANSPARENCY
12:00 - 12:15	Break
12:15 – 13:00	PARTICIPATION
13:00 - 13:45	Break
13:45 – 14:30	ACCOUNTABILITY
14:30 - 14:45	Break

14:45 – 15:30	DIGITAL CITIZENSHIP
	DIGITAL SKILLS

The meeting had eleven participants. The following table show the sources for each commitment

Commitment		Source of information					
		Interview of implementing admin.	Monitor a OGP	Self-assessment Report OGP	Survey for Stakeholders	Stakeholders' Meeting	Interview of specific stakeholder
OPEN DATA	1. Shared national agenda for the enhancement public data		x	x	x	x	
	2. Opening data on mobility through OpenTrasporti	x	x	x	x	x	
	3. Istat Linked Open Data		x	x	x	x	
	4. Access and reuse of data from the education system		x	x	x	x	
	5. OpenCUP Portal – National registry of public investment projects	x	x	x	x	x	
	6. Firenze Open Data		x	x	x		
	A1. Open Data from the dataset of the Programme for the rationalization of public procurement	x			x		x
TRANSPARENCY	7. FOIA: implementation and monitoring	x	x	x	x	x	
	8. (More) Transparent Administration	x	x	x	x	x	
	9. Social networks for transparency in PA		x	x	x	x	
	10. Transparency of data on penitentiaries		x	x	x		
	11. CONSIP Tenders Dashboard	x	x	x	x	x	

	12. <i>Transparent Milan: public registry of elected and appointed representatives</i>		x	x	x		x
	A2. <i>Single regulation for access and digitalization of procedures</i>	x			x	x	
	A3. <i>Transparency by design</i>	x			x	x	
	A4. <i>Portal of environmental "VAS-VIA-AIA" evaluations and authorizations</i>				x		
	A5. <i>SISPED – Digital system for the collection of data on waste shipments authorized with a written preliminary notification and authorization procedure</i>	x			x		
PARTICIPATION	13. <i>Open Administration Week</i>		x	x	x	x	
	14. <i>Strategy for participation</i>		x	x	x	x	
	15. <i>Public Works 2.0</i>	x	x	x	x	x	
	16. <i>Rome cooperates</i>		x	x	x		
	17. <i>Bologna decides and transforms</i>		x	x	x		x
	A6. <i>Participation strategy: guidelines on consultations carried out by the Senate</i>				x		
ACCOUNTABILITY	18. <i>Supporting and protecting whistleblowers</i>	x	x	x	x		x
	19. <i>Follow the UBB</i>		x	x	x		x
	20. <i>OpenCoesione Plus</i>		x	x	x		
	21. <i>OPENAID 2.0</i>		x	x	x		
	22. <i>Anticorruption Academy</i>		x	x	x		
	23. <i>Network of digital animators</i>		x	x	x		

	24. <i>School kit: a strategy to value best practices in education</i>		x	x	x		
	25. <i>Monitor the education reform “La Buona Scuola”</i>		x	x	x		
	26. <i>Transparency Registry of the Ministry for Economic Development</i>	x	x	x	x		x
	27. <i>Roma Capitale - Transparent Agenda</i>		x	x	x		
	28. <i>Transparent Milan: public agenda of meetings of public decision-makers</i>	x	x	x	x		
DIGITAL CITIZENSHIP AND INNOVATION	29. <i>Italia.it</i>	x	x	x	x	x	
	30. <i>Deployment of SPID to support innovation</i>		x	x	x	x	
	31. <i>Observatory on digital rights</i>		x	x	x	x	
	32. <i>Lecce - Start-up in the City</i>		x	x	x		
DIGITAL SKILLS	33. <i>Promoting digital skills</i>	x	x	x	x	x	
	34. <i>Becoming digital citizens</i>		x	x	x	x	

Survey-Based data

The IRM researchers conducted an online survey to collect data on the completion and impact of each commitment in the action plan. The survey was open starting 11 September for two weeks, and is still available at <https://goo.gl/forms/qUZ4IG422KJNVjAI3>. Results from eleven respondents—all members of the Open Government Forum—provided an assessment of each commitment’s completion and impact. The results are reported in Chapter IV.

About the Independent Reporting Mechanism

The IRM is a key means by which government, civil society, and the private sector can track government development and implementation of OGP action plans on an annual basis. The design of research and quality control of such reports is carried out by the International Experts Panel, comprised of experts in transparency, participation, accountability, and social science research methods.

The current membership of the International Experts Panel is

- César Cruz-Rubio
- Hazel Feigenblatt
- Mary Francoli
- Brendan Halloran
- Hille Hinsberg

- Anuradha Joshi
- Jeff Lovitt
- Fredline M'Cormack-Hale
- Showers Mawowa
- Ernesto Velasco

A small staff based in Washington, DC, shepherds reports through the IRM process in close coordination with the researchers. Questions and comments about this report can be directed to the staff at irm@opengovpartnership.org.

¹ IRM Procedures Manual, V.3: <https://www.opengovpartnership.org/documents/irm-procedures-manual>.

² The report is available at <http://open.gov.it/wp-content/uploads/2017/10/3rd-ogp-plan-en.pdf>.

³ Data are available here:

https://docs.google.com/forms/d/1T2PI8hydk38OKjiCPQWvLxNmYKI0c98HLIX_RFbFnqw/edit#responses.

⁴ The meeting was on line to encourage participation by reducing transfer hosted by OGP through BlueJeans platform (<https://bluejeans.com/412501424>).

VII. Eligibility Requirements Annex

The OGP Support Unit collates eligibility criteria on an annual basis. These scores are presented below.¹ When appropriate, the IRM reports will discuss the context surrounding progress or regress on specific criteria in the Country Context section.

In September 2012, OGP officially encouraged governments to adopt ambitious commitments that relate to eligibility.

Table 7.1: Eligibility Annex for Italy

Criteria	2011	Current	Change	Explanation
Budget Transparency ²	4	4	No change	4 = Executive's Budget Proposal and Audit Report published 2 = One of two published 0 = Neither published
Access to Information ³	4	4	No change	4 = Access to information (ATI) Law 3 = Constitutional ATI provision 1 = Draft ATI law 0 = No ATI law
Asset Declaration ⁴	4	4	No change	4 = Asset disclosure law, data public 2 = Asset disclosure law, no public data 0 = No law
Citizen Engagement (Raw score)	4 (7.83) ⁵	4 (7.85) ⁶	No change	<i>EIU Citizen Engagement Index</i> raw score: 1 > 0 2 > 2.5 3 > 5 4 > 7.5
Total / Possible (Percent)	16/16 (100%)	16/16 (100%)	No change	75% of possible points to be eligible

¹ For more information, see <http://www.opengovpartnership.org/how-it-works/eligibility-criteria>.

² For more information, see Table 1 in <http://internationalbudget.org/what-we-do/open-budget-survey/>.

For up-to-date assessments, see <http://www.obstracker.org/>.

³ The two databases used are Constitutional Provisions at <http://www.right2info.org/constitutional-protections> and Laws and draft laws at <http://www.right2info.org/access-to-information-laws>.

⁴ Simeon Djankov, Rafael La Porta, Florencio Lopez-de-Silanes, and Andrei Shleifer, "Disclosure by Politicians," (Tuck School of Business Working Paper 2009-60, 2009), <http://bit.ly/19nDEfK>; Organization for Economic Cooperation and Development (OECD), "Types of Information Decision Makers Are Required to Formally Disclose, and Level Of Transparency," in *Government at a Glance 2009*, (OECD, 2009), <http://bit.ly/13vGtqS>; Ricard Messick, "Income and Asset Disclosure by World Bank Client Countries" (Washington, DC: World Bank, 2009), <http://bit.ly/1cIokYf>. For more recent information, see <http://publicofficialsfinancialdisclosure.worldbank.org>. In 2014, the OGP Steering Committee approved a change in the asset disclosure measurement. The existence of a law and de facto public access to the disclosed information replaced the old measures of disclosure by politicians and disclosure of high-level officials. For additional information, see the guidance note on 2014 OGP Eligibility Requirements at <http://bit.ly/1EjLJ4Y>.

⁵ "Democracy Index 2010: Democracy in Retreat," The Economist Intelligence Unit (London: Economist, 2010), <http://bit.ly/eLC1rE>.

⁶ "Democracy Index 2014: Democracy and its Discontents," The Economist Intelligence Unit (London: Economist, 2014), <http://bit.ly/18kEzCt>.