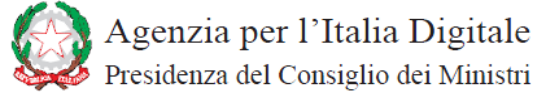




*Presidenza del Consiglio dei Ministri*  
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# Mid term review on the implementation of the 2<sup>nd</sup> Italian action plan on Open Government

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# Actions by the Italian Government

The Italian coalition Government took office in February 2014 and has since then been focusing on major structural reforms in sectors such as education, justice, labour and digitalization. Among these, the Minister for Simplification and Public Administration promoted an

administrative reform process which aims at making public administration more efficient and effective and able to support citizens and businesses, notwithstanding cuts in public spending.

# Public Administration Reform

In August 2015, Parliament adopted the Delegated Law on the Reform of Public Administration (Law no. 124 of 7 August 2015, Delegations to Government in the field of public administration reorganization). This is the most important plan to modernize Italian public administration ever developed in the last 15 years and is at the very core of Government actions touching on all aspects of public administration: digital citizenship, reorganizing the presence of the State at local level, senior civil service, anticorruption, civil service, chambers of commerce, research bodies, state-owned companies, local public services, police forces, conference of services, silence-is-consent between administrations, single texts. Public administration affects the daily life of every citizen: at work, at home, at school, and as far as their health is concerned, and at the same time influences investment in the country. In this awareness, a reform was developed to the benefit of 60 million citizens and to support economic recovery: it includes 14 delegations and about 20 implementing decrees.

Art. 1 introduces the **Charter for Digital Citizenship** to promote and implement digital citizenship rights for citizens and businesses, as already partly envisaged in the Code of Digital Administration, and introduces new ones. The Charter aims at facilitating users' digital access to public services, reforming decision-making within public administration by rationalizing coordination and collaboration tools between public administrations, fostering the use of open source software.

The main measures include:

- access to any online service using a single PIN which is universally accepted by all service providers, both public and private;
- setting minimum quality, security and timely-delivery standards for digital services and sanctions for in-compliant administrations;
- using a digital approach when rethinking administrative procedures (digital first);
- ultra broadband access with priority given to projects in the education, health and tourist sectors;

- granting citizens access to the portion of broad band that is not used by public offices to access internet services;
- digital domicile for citizens and businesses;
- better online access to childcare and parenting services;
- using open source software in public administrations;
- rationalizing mechanisms and governance bodies in the field of digitalization;
- digital and electronic payments as the main tool for transactions with public administrations.

The Charter for Digital Citizenship includes the following **measures to foster openness of public administrations**:

- free access and reuse of all information produced and held by public administrations in an open format;
- digital literacy;
- web-based participation in public decision-making;
- bridging the digital divide by developing basic digital skills.

The Government will also rationalize, simplify and deregulate the matter in order to make legislation more flexible and in line with the ongoing changes of the digital ecosystem, thus allowing citizens, businesses and administrations to fully benefit from the advantages of ICTs.

Finally, transparency measures include an expanded right to access public data and documents by aligning Italian legislation with the standards of the countries which adopted a Freedom of Information Act – FOIA (art.7). Citizens will be able to freely access public data and information except in case of secrecy or by clause of non-disclosure as established by legislation or for reasons connected to the protection of public and private interests; sanctions will be imposed on administrations failing to grant full access to information.

# Strategy for Digital Growth

The Agency for Digital Italy – AgID presented the Strategy for Digital Growth, approved by the Council of Ministers on 3 March 2015, which is the tool to implement the Digital Agenda and, therefore, an opportunity to pursue the major objectives of growth, employment, quality of life and democratic regeneration across the country.

The digitalization process is, by definition, cross-sectional. Therefore, the strategy integrates what has been or is being done both in the public and private sectors, such as:

- the strategy for smart specialization for research, innovation and competitiveness of the production system;
- the «Pact for Health» and the related e-health initiatives developed by the Ministry of Health;
- The Plan for Digital Justice in the civil and criminal field;
- The education reform plan “ La buona Scuola” by the Education Ministry;
- The digitalization strategy for businesses, initiatives to support institutional capacity and actions in the field of Smart Cities and Communities.

In this perspective, synergy is ensured with other existing national or regional public strategies to share goals, processes and results. The strategy anticipates the content of the Charter for Digital Citizenship and focuses on:

- coordinating all digital transformation actions and launching a centralization process for planning and public spending in this field;
- the Digital First principle, by switching off the way public services are traditionally accessed;
- disseminating the digital culture and the development of digital skills among businesses and citizens;
- modernizing public administration starting from processes, getting rid of the approach based on technical rules and guidelines and focusing on users’ needs and experiences;

- an architectural approach based on open standards ensuring accessibility and full interoperability of data and services;
- solutions aimed at encouraging cost cutting and better quality of services, including remuneration mechanisms which encourage suppliers to find increasingly innovative forms for service delivery and use.

The Strategy has a dynamic nature and can easily adapt to any scenario within the period 2014-2020. AgID coordinates the implementation of the strategy with all central and local administrations and has the full and active support of all the Regions and their local offices. The development of the strategy has to take place following a co-design approach, relying on local best practices to outline national plans and standards.

The strategy is the result of an online and offline participatory consultation process which took place between 20 November 2014 and 20 December 2014 and involved all public and private stakeholders as well as many citizens and civic associations. During the 30-day consultation, we received 587 comments from 83 different users. The Agency for Digital Italy also received over 50 written documents containing proposals from private and public entities. All of these were taken into consideration to integrate and amend the text.

# Implementation of the 2nd Italian OGP Action Plan

## 30 September 2015

### ***Action 1: Partecipa!***

### ***Action 2: Organize PA for Participation***

The time needed by Parliament to approve the Delegated Law no. 124/2015 and the related enabling decrees did not allow us to start the implementation of Actions 1 and 2 of the Action Plan focusing on participation; however, the general implementation timeframe mentioned in the Action Plan remains valid (deadline June 2016).

### ***Action 3: Trans-Parent+1***

After the approval of the OGP Plan, ANAC – the National Anticorruption Agency – started defining a new organization and governance model, pending the approval of the reorganization plan, in compliance with art. 19 par. 3 of Decree Law no. 90 of 24 June 2014, converted into Law no. 114 of 11 August 2014. In early 2015, ANAC already adopted organizational and regulatory acts and decisions with a view to integrating and innovating its own tasks and mission.

In this context, with reference to the supervisory activities to monitor publication obligations pursuant Legislative Decree no. 33/2013, ANAC first adopted decision no. 10/2015 concerning the «Identification of the relevant administrative authority to impose sanctions in case of violations to specific transparency obligations (art. 47 of Legislative Decree no. 33/2013)» and, later, adopted the Regulation concerning the power to impose sanctions pursuant article 47 of Legislative Decree of 14 March 2013, no 33 of 15 July 2015 (published on the Official Journal no. 176 of 31 July 2015), by which it regulated and organized the management of the new power to impose sanctions with further phases of activity.

In parallel, the drafting of the “Regulation concerning supervisory activities vis-à-vis the transparency obligations and measures to prevent corruption” has started. The aim is to reorganize and level out the supervisory activity carried out by ANAC in the field of transparency and anticorruption.

The Regulation being drafted includes the following provisions:

- the need for the reporting person to request civic access to the in-compliant administration or agency as a precondition to be able to officially inform ANAC about any transparency violation. This is meant to spread and foster the use of civic access in the relationship between citizens and administrations;
- the possibility for the reporting person to receive information about the investigation being carried out by the relevant Office. This is meant to promote a culture of participatory supervision as well as monitoring how administrations perform their institutional functions and use public resources.

When the Regulation is approved, the phases of Action 3 trans-Parent+1 will be implemented. The first step will be establishing the requirements of the project to develop a new web platform replacing “Campagna trasparenza”, more in line with ANAC’s new mission involving the supervision and protection of transparency.

In the meantime, the current web platform “Campagna trasparenza” will be gradually adapted by:

- including specific modules to control the reports submitted by users, thus allowing to acquire only the reports containing clear indications about the completion of the civic access procedure as of art. 5 of legislative decree 33/2013;
- automatically sending messages to the reporting person on the state of processing of his/her report.

### ***Action 4: Open Data Portal***

The Plan for Digital Growth defines Open Data as the “enabling platform” for the development of innovation and administrative transparency.

The activities of the second national OGP Action Plan include the enhancement of the National Open Data Portal, [dati.gov.it](http://dati.gov.it), that has been hosting the catalogue of Open Data published by Ministries, Regions and Local Authorities since 2011.

This action was needed because of the low quality of published data and the scarce possibility to reuse them due to licenses hindering their reuse for commercial purposes.

AgID is the agency responsible for this line of action and by updating the Portal it intended to boost transparency in administrative actions, the goal being to rationalize public spending, improve the quality of life of citizens and develop goods and services thanks to the use of data. In order to achieve these goals, AgID developed, within the portal, a new classification of datasets and radically revised the internal architecture of the portal.

In particular, in order to promote the quality of published data, in this new version, the Agency decided to:

- ensure homogeneous content of the catalogue, including now only metadata that describe open data available from public administrations;
- publish on the new portal only the metadata of available data in open formats and with associated licenses compatible with the definition of open data (i.e., public domain, attribution, attribution-shareAlike).

There are sections on specific topics inside the Portal, to the benefit of practitioners in this sector.

In particular:

- **Geo Data**, a single access point to geographical data available across the country;
- **Employment and Labour** providing in-depth information on the evolutions and dynamics of the labour market;
- **Data For All**, a virtual box containing reusable and accessible open data also for non-practitioners which includes the three thematic portals ItaliaSicura, Soldipubblici and OpenExpo.

This makes **Dati.gov.it** the frame of a broader strategy to foster activities supporting a culture of transparency and accountability in public administration, encouraging the dissemination and reuse of open data.

#### **Main results achieved:**

- Better exploitation of datasets by all categories of users;
- New possibilities for sharing, implementing and reusing all available information;



- Ongoing update of datasets;
- Interaction with users to improve the service.

### **Related activities:**

In order to enhance the amount of available public data, starting from the needs of citizens, businesses and practitioners, AgID launched a **public consultation** last February on the types of data to be made available in line with the Open Data principles.

The Agency also plays an active role in organizing events and contests on data reuse. For example, AgID was a partner in the contest "**The big hackathon of Maker Faire**", that was held on 10 October 2015 in Rome and focused on the issues of mobility, Open Data and occupational safety. It was addressed to developers, engineers, designers, startups and students. On the occasion of this hackathon, AgID worked actively with public administration to make their datasets publicly available.

### ***Action 5: Follow the money (SoldiPubblici)***

In order to monitor and analyze the financial information from public institutions, including budgets, spending and public contracts, AgID developed and released three thematic portals (SoldiPubblici, ItaliaSicura and OpenExpo) containing open data and open content material available with an open license.

Thanks to the platform **SoldiPubblici**, users can access and compare public spending data (monthly updated) from all local administrations. Soldipubblici.gov.it was designed to let citizens better access and understand data on public spending, with a view to enhancing transparency and participation in public management. Thanks to this platform, citizens search public spending information based on the SIOPE database. SoldiPubblici, relies on a semantic search engine that can associate an institution with a cost item, based on SIOPE's codification.

Thanks to this portal, citizens can interact with a transparent system and better understand public spending. The portal is also useful to public administrations since they obtain results in terms of rationalization of spending and can compare their expenses with the those of other administrations.

In order to foster transparency and citizens' participation, AgID developed two additional thematic portals: **ItaliaSicura** is the system to monitor Government actions to counter hydrogeological risks which provides an overview of the areas under a status of national emergency. The portal ensures access to emergency-related Open Data (i.e. landslides and floods) and the related works carried out by the Government.

The other portal is **OpenExpo** which contains data on the management, design, organization and deployment of Expo 2015 to support the accuracy and transparency of procedures connected with the organization of the event. The model used - beyond catching the attention of users on Open Data - turned out to be really interesting due to its potential reusability for other major events.

In this context, the **#Data4all** initiative was also developed. It is a box/container for the three thematic portals (SoldiPubblici, ItaliaSicura and OpenExpo), which was nominated for the OGP awards in 2015. **#Data4all** is a narrative frame for external communication to citizens, practitioners and administrations.

### **The results achieved with the "Soldi Pubblici" initiative and the other two thematic portals include:**

- Increased awareness of public spending by citizens (Soldi Pubblici received 1.5 million requests in the first 30 days);
- A replicable model to better share public data;

- A greater interest in the Open Data ecosystem;
- Implementation of new anticorruption tools;
- Greater access to public information.

## ***Action 6: Digital Citizenship***

This line of action covers a wide range of services and has the general aim of allowing citizens and businesses to digitally interact with each other and with the State. In this sector, AgID played and still plays a key role that has been focusing, among other, on authentication services, e-invoicing, e-payments and population records services.

### **Main areas of intervention for the action line “Digital Citizenship”**

#### **Public System of Digital Identity (SPID)**

AgID is responsible for the project **Public System of Digital Identity (SPID)** which aims at making sure that all citizens and businesses have safe and protected access to digital services delivered by Public Administration. The **SPID** system is an open group of public and private entities that, after being accredited by the Agency for Digital Italy, are allowed to manage services connected with the registration, release of credentials and provision of tools to access the network on behalf of public administrations to the benefit of citizens and businesses. When the SPID becomes operational citizens will have greater access to online services and online service delivery will be increasingly simplified. The system is a priority set by the Prime Minister and will become operational by the end of the year. The ultimate goal of this process which involves a plan to modernize, simplify and rationalize digital services is **Italia-login**, a single user-centered portal. Italia-login will not only be a platform to access public services but also the natural place where citizens, using their profile, will be able to send and receive information to and from public administration keeping the whole communication history while having access to all gradually available services.

#### **Results**

We received 4 accreditation requests as Identity Provider, and the template for the agreement with Service Providers and Attribute Providers was drafted. The business model for the payment of private Service Providers is being defined.

At the European level, the Commission recently approved the FICEP proposal (funded with the tool CEF Telecom) which aims at integrating SPID with STORK (Digital Authentication).

#### **E-invoicing**

The Ministry of Economics and Finance, in conjunction with AGID, introduced **e-invoicing** in public administration, which became mandatory for all PAs in March 2015. AgID provided assistance and support to administrations to optimize the reception, handling and filing of e-invoices in order to digitalize processes and allow savings.

#### **Results**

At 31 August 2015, over 22,700 administrations registered to the IndicePA (IPA) for a total of over 54,000 registered e-invoicing offices, of which 49,500 (about 91%) received at least one invoice file through the interchange system (SDI). The number of administrations that have not registered yet to IPA is getting lower: only **1.1%** of all entities having to adopt e-invoicing.

#### **E-payments**

As to **Electronic Payments**, the Agency developed an e-payment system for public administration “**PagoPA**”, as part of a strategic project allowing citizens and businesses to perform electronic payments and freely choose the service provider, the payment tools and the preferred technological channel. PagoPA allows public administrations to accelerate debt recovery, reduce costs and deliver homogeneous services to users.

AgID drafted the Guidelines establishing the rules on how to make electronic payments and developed the **Nodo dei Pagamenti-SPC (Payment Hub)**, a digital platform ensuring interoperability between public administrations and Payment Service Providers (PSPs), which has been operational since June 2012.

## **Results**

304 credit entities joined in (16 already operational, 288 going through a test phase) of which 233 Municipalities and their Consortia and Associations, 13 Regions, 8 Ministries (Foreign Affairs, Education, Economic Development, Defence, Agriculture, Labour, Home Affairs, Justice) and 8 additional public institutions (INPS, INAIL, Istat, etc). 34 PSPs joined too (26 banks, 5 payment institutes, the Post service and two major circuits), accounting for 90% of the target.

Since the beginning of the year, we had 46,000 transactions (in July 2015 +40% of transactions compared to July 2014). A few initiatives on standard services and new ways to interact with the PA were also launched.

## **National Register of Resident Population (ANPR)**

With the project **National Register of Resident Population (ANPR)**, AgID intends to address the excessive fragmentation of population data contained in 8,057 databases in as many municipalities. The ultimate goal is setting up a centralized database that will gradually replace Municipal registers and the Register of Italian citizens living abroad (AIRE) with a consequent improvement of the life of citizens and population registry officials.

## **Results**

Actions carried out by AgID started an analysis involving a pilot group of 27 Municipalities, set up a working group with providers to perform the necessary adjustments of existing municipal information systems and published specifications agreed with the pilot group and the central administrations involved.

On 14 December 2015, the new information system will be operational in the first Municipality. The remaining administrations will have their systems adapted by the end of 2016.