Independent Reporting Mechanism (IRM): Italy End-of-Term Report 2016-2018

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Overview: Italy
Independent Reporting Mechanism (IRM) End-of-Term Report 2016–2018

Several commitments in Italy’s third action plan opened government in a major or outstanding way, particularly in the areas of transparency of publicly-funded projects, supporting whistleblower protection, and improving civic engagement at the municipal level. By the end of the action plan, over half of the 40 commitments saw substantial or full implementation. The capacity of citizens and civil society to utilize the opportunities offered by the action plan and by the Open Government Forum remains an open issue.

The Open Government Partnership (OGP) is a voluntary international initiative that aims to secure commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption and harness new technologies to strengthen governance. The Independent Reporting Mechanism (IRM) carries out a review of the activities of each OGP-participating country.

The report covers the full action plan implementation period of September 2016 to June 2018 and includes some relevant developments up to September 2018.

In 2016, the Department for Public Administration (DPA) developed Italy’s third OGP action plan and hosted the national Open Government Forum (OGF), the mechanism for permanent consultation of stakeholders within OGP. More than 50 civil society organizations (CSOs) were consulted in the development and implementation of the action plan. Italy’s 2016–2018 action plan includes 40 commitments that directly involve 17 institutions of the Executive (mostly a collection of ministries and departments of the national government), national agencies or authorities (including the National Anti-corruption Authority [ANAC]), and five local administrations.

 Compared with its predecessors, the third action plan had a wider scope, stronger stakeholder consultation process during its development, a wider scope of commitments, and addressed priority topics such as the Freedom of Information Act (FOIA), lobbying, and open data.

At the time of writing this report, Italy has not published an end-of-term self-assessment report.1 On 11 May 2018, the DPA met with the stakeholders for the development of the fourth action plan.2 The participation was lower than in the previous action plan,3 and the development phase of the fourth action plan is currently delayed. The original timeline4 has been modified following the results of political elections in May 2018.

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1 The self-assessment is expected for October 2018, the Italian OGP Contact person says.

This report was prepared by Lorenzo Segato and Nicola Capello, independent researchers.
OGP Italia, Twitter post, 11 May 2018, 2:03 a.m., [https://twitter.com/opengovitaly/status/994865500604780544](https://twitter.com/opengovitaly/status/994865500604780544).

A group of CSOs involved in the OGF has expressed their concerns about the distance between OGF and CSO expectations. Therefore, they have announced the decision to not attend the meetings for the 4th action plan. The links to the report ([http://spaghettiopendata.org/blog/matteo-brunati/un-report-sul-forum-ogp-e-pli-opendata#.W4fNK5Mzaw4](http://spaghettiopendata.org/blog/matteo-brunati/un-report-sul-forum-ogp-e-pli-opendata#.W4fNK5Mzaw4) and [http://spaghettiopendata.org/Report-ForumOGP-OpenData.html](http://spaghettiopendata.org/Report-ForumOGP-OpenData.html)) are broken. The report (alpha version) is still available here: [https://docs.google.com/document/d/1LxArALZvYfgm_M3l2-ViauhfgMBZC0le4uPiDh/edit?usp=sharing](https://docs.google.com/document/d/1LxArALZvYfgm_M3l2-ViauhfgMBZC0le4uPiDh/edit?usp=sharing)

OGP Italia, Twitter post, 11 May 2018, 2:16 a.m., [https://twitter.com/opengovitaly/status/994868805632450561](https://twitter.com/opengovitaly/status/994868805632450561).
Consultation with Civil Society during Implementation
Countries participating in OGP follow a process for consultation during development and implementation of their action plan.

Italy consulted the civil society mainly for the development of the action plan. The consultation process during the implementation has remained a limited and centralized process, with little engagement and participation from the civil society.

The Open Government Forum (OGF) serves as Italy’s multistakeholder forum and is the place for dialogue and engagement with the civil society regarding OGP activities. According to Italy’s point of contact for OGP, the OGF has been an important platform for discussions and collaboration between government and civil society. The OGF met three times during the second year of implementation between May 2017 and May 2018: 8 May 2017, 12 December 2017, and 11 May 2018. The meeting in May 2018 also focused on the co-creation of the fourth action plan. The OGF meetings were attended by the Minister for Public Administration and other high-level public administration representatives.

The OGF operates along five specific rules, sharing all results and notes on the public OGF Google group and repository, and it is organized in six thematic working groups (or tables). Information on the OGF website is scarce: shared documents are only partially available, notes of the meetings are not available, and the Google repository has not been updated since 2016. There is no evidence on the OGF website of consultation activities or iterative dialogue between OGF members.

In November 2017, the government invited the OGF transparency and open data working group to a consultation meeting 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 that took place in February 2018. The main event of Open Government Week was the European Open Government Leader’s Forum (5 February 2018 in Milan), where the DPA invited representatives of the civil society in fishbowl talks on the future of participation. According to Italy’s point of contact for OGP, this working group meeting led to positive discussions between government and civil society representatives regarding the implementation of open data commitments in the third action plan.

Recently, some organizations (Spaghetti Open Data, Openpolis, Ondata, Open Genova, and Open Knowledge Italy) have withdrawn from the OGF working table on transparency and open data, citing a significant gap between their expectations and the way OGF operates. These CSOs criticized the consultation process during implementation, saying that OGF meeting were infrequent and that CSO feedback during the meetings were not sufficiently addressed. However, they also noted that OGF still has potential to serve as an important consultation platform and that government and civil society need to work together to improve future engagement.

Table 2: Consultation during Implementation

<table>
<thead>
<tr>
<th>Regular Multistakeholder Forum</th>
<th>Midterm</th>
<th>End of Term</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Did a forum exist?</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>2. Did it meet regularly?</td>
<td>Yes</td>
<td>No</td>
</tr>
</tbody>
</table>

Table 3: Level of Public Influence during Implementation

The IRM has adapted the International Association for Public Participation (IAP2) “Spectrum of Participation” to apply to OGP. 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.” In
line with the experience, the level of public influence in Italy during the implementation of the action plan remains “consultative,” with the possibility for the public to provide inputs, and no obligation or practice by the government to react or give feedbacks.

<table>
<thead>
<tr>
<th>Level of Public Influence during Implementation of Action Plan</th>
<th>Midterm</th>
<th>End of Term</th>
</tr>
</thead>
<tbody>
<tr>
<td>Empower</td>
<td>The government handed decision-making power to members of the public.</td>
<td></td>
</tr>
<tr>
<td>Collaborate</td>
<td>There was iterative dialogue AND the public helped set the agenda.</td>
<td></td>
</tr>
<tr>
<td>Involve</td>
<td>The government gave feedback on how public inputs were considered.</td>
<td></td>
</tr>
<tr>
<td>Consult</td>
<td>The public could give inputs.</td>
<td>✔</td>
</tr>
<tr>
<td>Inform</td>
<td>The government provided the public with information on the action plan.</td>
<td></td>
</tr>
<tr>
<td>No Consultation</td>
<td>No consultation</td>
<td></td>
</tr>
</tbody>
</table>


4 The six working groups are: Transparency, Open Data, Accountability, Participation, Innovation and Citizenship, and Digital Skills.


6 At the time of the mid-term IRM report, OGF notes and discussion are not available on the public Google Drive Folder: [https://bit.ly/2Y54mYL](https://bit.ly/2Y54mYL).


8 One of the activists of Spaghetti Open Data, has published the document in one of his blog: [https://docs.google.com/document/d/1LxArALZvFggn_M3i2-ViauhftgMBZC0le4uPIDi-A/edit?usp=sharing](https://docs.google.com/document/d/1LxArALZvFggn_M3i2-ViauhftgMBZC0le4uPIDi-A/edit?usp=sharing). The document was shared four times. The document was available at [http://spaghettionedata.org/Report-ForumOGP-OpenData.pdf](http://spaghettionedata.org/Report-ForumOGP-OpenData.pdf). The two links are now broken and the report (alpha version) is still available here: [https://docs.google.com/document/d/1LxArALZvFggn_M3i2-ViauhftgMBZC0le4uPIDi-A/edit?usp=sharing](https://docs.google.com/document/d/1LxArALZvFggn_M3i2-ViauhftgMBZC0le4uPIDi-A/edit?usp=sharing).

About the Assessment
The indicators and method used in the IRM research can be found in the IRM Procedures Manual. One measure, the “starred commitment” (✪), deserves further explanation due to its interest to readers and usefulness for encouraging a race to the top among OGP-participating countries. Starred commitments are considered exemplary OGP commitments. 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 judgment 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.
- The government must make significant progress on this commitment during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation.

Starred commitments can lose their starred status if their completion falls short of substantial or full completion at the end of the action plan implementation period.

In the mid-term report, Italy’s action plan contained two starred commitments. At the end of term, based on the changes in the level of completion, Italy’s action plan has four starred commitments:

- Commitment 3: ISTAT linked open data,
- Commitment 13: Open Administration Week,
- Commitment 36: Rome cooperates, and
- Commitment 30: SPID.

Finally, the tables in this section present an excerpt of the wealth of data the IRM collects during its reporting process. For the full dataset for Italy, see the OGP Explorer at [www.opengovpartnership.org/explorer](http://www.opengovpartnership.org/explorer).

About “Did It Open Government?”
To capture changes in government practice, the IRM introduced a new variable “Did It Open Government?” in end-of-term reports. This variable attempts to move beyond measuring outputs and deliverables to looking at how the government practices have changed as a result of the commitment’s implementation.

As written, some OGP commitments are vague and/or not clearly relevant to OGP values but achieve significant policy reforms. In other cases, commitments as written appear relevant and ambitious, but fail to open government as implemented. The “Did It Open Government” variable attempts to captures these subtleties.

The “Did It Open Government?” variable assesses changes in government practice using the following spectrum:

- Worsened: Government openness worsens as a result of the commitment.
- Did not change: No changes in government practice.
- Marginal: Some change, but minor in terms of its effect on level of openness.
- Major: A step forward for government openness in the relevant policy area but remains limited in scope or scale.
- Outstanding: A reform that has transformed “business as usual” in the relevant policy area by opening government.
To assess this variable, researchers establish the status quo at the outset of the action plan. They then assess outcomes as implemented for changes in government openness.

Readers should keep limitations in mind. IRM end-of-term reports are prepared only a few months after the implementation cycle is completed. The variable focuses on outcomes that can be observed in government openness practices at the end of the two-year implementation period. The report and the variable do not intend to assess impact because of the complex methodological implications and the time frame of the report.

2 The International Experts Panel changed this criterion in 2015. For more information, visit http://www.opengovpartnership.org/node/5919
Commitment Implementation

General Overview of Commitments
As part of OGP, countries are required to make commitments in a two-year action plan. The tables below summarize the completion level at the end of term and progress on the “Did It Open Government?” metric. For commitments that were complete at the midterm, the report will provide a summary of the progress report findings but focus on analysis of the ‘Did It Open Government?’ variable. For further details on these commitments, please see the Italy IRM progress report 2017. Italy’s third action plan contains 40 commitments in six categories: transparency, open data, participation, accountability, digital citizenship, and innovation, with more than 17 central administrations responsible for implementation.

The action plan benefited from lessons learned from the previous plan, which was largely incomplete and limited in ambition. To ensure greater completion, the Italian OGP team has increased opportunities for stakeholders to track progress. Italy’s OGP website (open.gov.it) has an intuitive tool called “Monitora” for tracking commitment progress. Monitora is a self-assessment tool for implementing Italian ministries, departments, and agencies (MDAs). In principle, it allows stakeholders to comment, however the plugin is not active, reducing the monitoring potential of the website.

Table 4: Assessment of Progress by Commitment

<table>
<thead>
<tr>
<th>Commitment Overview</th>
<th>Specificity</th>
<th>OGP Value</th>
<th>Potential Impact</th>
<th>Completion</th>
<th>Midterm</th>
<th>Did It Open Government?</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Low</td>
<td>Medium</td>
<td>High</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>1. Shared national agenda for public data</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>2. Open transportation data</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>3. Link ISTAT to open data</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>4. Open education data</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>5. Create national registry of public investment projects</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>A1. Program for the rationalization of public procurement</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>6. Open urban data in Florence</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>7. FOIA</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>8. (More) Transparent administration</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>Commitment</td>
<td>Specificity</td>
<td>OGP Value Relevance (as written)</td>
<td>Potential Impact</td>
<td>Completion</td>
<td>Midterm</td>
<td>Did It Open Government?</td>
</tr>
<tr>
<td>------------</td>
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<td>----------------------------------</td>
<td>------------------</td>
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<td>---------</td>
<td>-------------------------</td>
</tr>
<tr>
<td>Commitment</td>
<td>Low</td>
<td>Medium</td>
<td>High</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>9. Social networks for transparency</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>10. Data on penitentiaries</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>11. CONSIP tenders dashboard</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>12. Single regulation for access and digitization</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>13. Transparency by design</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>15. CONSIP dashboard</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>16. Open Administration Week</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>17. Strategy for participation</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>18. Public Works 2.0</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>19. Participation strategy</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>20. Rome cooperates</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>22. Supporting and protecting whistleblowers</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>23. Follow the UBB</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>24. OpenCoesione Plus</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>25. OPENAID 2.0</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
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<tr>
<td>26. Anticorruption academy</td>
<td>✔</td>
<td>Unclear</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>27. Network of digital animators</td>
<td>✔</td>
<td>Unclear</td>
<td>✔</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Public Accountability</td>
</tr>
<tr>
<td>Commitment Overview</td>
<td>Specificity</td>
<td>OGP Value Relevance (as written)</td>
<td>Potential Impact</td>
<td>Completion</td>
<td>Midterm</td>
<td>Did It Open Government?</td>
</tr>
<tr>
<td>---------------------</td>
<td>-------------</td>
<td>----------------------------------</td>
<td>------------------</td>
<td>-----------</td>
<td>---------</td>
<td>------------------------</td>
</tr>
<tr>
<td>Commitment Details</td>
<td>None Low</td>
<td>Medium High Access to Information Civic Participation Public Accountability Technology &amp; Innovation for Transparency &amp; Accountability None Minor Moderate Transformative Not Started Limited Completed Substantial Worsened Did Not Change Marginal Major Outstanding</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>25. Monitor the education reform “La Buona Scuola”</td>
<td>✔</td>
<td>Unclear</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>26. Transparency registry of the Ministry for Economic Development</td>
<td>✔ ✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>27. Roma Capitale— Transparent agenda</td>
<td>✔ ✔ ✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
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<tr>
<td>28. Transparent Milan: Public agenda of meetings of public decision-makers</td>
<td>✔ ✔ ✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>29. Italia.it</td>
<td>✔ ✔ ✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>30. SPID</td>
<td>✔ ✔ ✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>31. Observatory on digital rights</td>
<td>✔ ✔ ✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>32. Lecce—Start-up in the city</td>
<td>✔ Unclear</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>33. Promoting digital skills</td>
<td>✔ Unclear</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
<tr>
<td>34. Becoming digital citizens</td>
<td>✔ ✔ ✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
<td>✔</td>
</tr>
</tbody>
</table>

2 The first release of the Italian OGP action plan contained 34 commitments, six more were added in June 2017 through an Addendum.
4 Only one out of six commitments were completed in the 2014–2016 plan.
5 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.
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.

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.

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.

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.

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.

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.

Editorial note: The commitment text was shortened for brevity and readability. To see full text of commitments please see the 2016–2018 national action plan available at https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.
### Commitment Overview

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<td>None</td>
<td>Low</td>
<td>Medium</td>
<td>High</td>
<td>Access to Information</td>
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<td>1. Shared national agenda for public data</td>
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<td>✔</td>
<td>✔</td>
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<td>2. Open transportation data</td>
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<tr>
<td>3. Link ISTAT to open data</td>
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<td>✔</td>
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<tr>
<td>4. Open education data</td>
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<tr>
<td>5. Create national registry of public investment projects</td>
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<td>A1. Program for the rationalization of public procurement</td>
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**Editorial note:** Commitment 3 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.

**Commitment Aim**

The commitments under the Open Data theme aimed to increase the number of datasets and the quality of data available for citizens, within a framework of national strategies and reforms adopted by the government. Areas targeted for increased data release included the transportation sector, education field, public investment projects, and public procurement. Most of these commitments are part of ongoing open data initiatives.

**Status at Midterm**

**Commitment 1: Limited**

**Commitment 2: Substantial**

**Commitment 3: Limited**

**Commitment 4: Substantial**

**Commitment 5: Limited**

**Commitment A1: Not reviewed**

The situation by the midterm (end of July 2017) was the following:

- Commitment 1 (“Shared national agenda for the enhancement of public data”) had limited completion. At the end of July 2017, the National Digital Agency (AGID) had not published the National Agenda for the Enhancement of Public Data (1.2), expected in December 2016. The monitoring activity (1.3) was expected by February 2018.
• Commitment 2 ("Opening data on mobility through OpenTrasporti") was substantially completed. The Ministry of Infrastructure and Transport achieved the four objectives planned for the first year of the action plan, while three milestones were planned in the second year with an expected completion of June 2018.

• Commitment 3 ("ISTAT linked open data") was partially completed: The National Statistical Institute ISTAT added datasets on local labor systems (3.1) to the existing open-data portal. The publication of data included in the National Register of Urban Streets and Street Numbers in LOD format (3.2) was delayed. The publication of elementary data taken from the surveys included in the National Statistical Program in LOD format (3.3), was expected by December 2017.

• Commitment 4 ("Access and reuse of data from the education system") was substantially completed. The activities are part of an ongoing action of the Ministry for Education, Universities, and Research (MIUR) as defined in the “Good School” Law. The commitment includes a central portal of education data (4.1, released 9 March 2017) and a hackathon (4.3, held in March 2017). The creation of a “data gym” to empower students in reusing data (4.2) was delayed.

• Commitment 5 ("OpenCUP Portal – National registry of public investment projects") includes five actions to promote the existing OpenCUP portal, all to be completed during the second year of the action plan. By June 2017, the Department for Planning and Coordination of Economic Policy (DPCEP) signed two Memoranda of Understanding (MoUs) with the University Polytechnic of Milan and the National Council of Research (5.2) and was preparing several events to promote open data for public investments in OpenCUP (5.5), intending to involve data users and researchers (5.2). DPCEP also improved the OpenCUP portal (5.3), completing preliminary steps to establish a citizens’ network (5.3).

• Commitment A1 ("Open Data from the dataset of the program for the rationalization of public procurement") was included in the action plan as an addendum in July 2017. Therefore, its completion and results were not assessed during the first year.

Status at End of Term
Commitment 1: Limited
Commitment 2: Substantial
Commitment 3: Substantial
Commitment 4: Complete
Commitment 5: Substantial
Commitment A1: Substantial

At the end of the implementation period (July 2018), four commitments achieved substantial completion, opening data on transport, labor market, public investments and public procurement (2, 3, 5, and A1). Commitment 4, related to open data in the education system, was fully completed, while Commitment 1, on setting up a public agenda on open data, remained limited.

Commitment 1. Shared national agenda for public data
The implementation of this commitment remained limited. According to the Monitora, none of the three milestones were achieved by the end of the action plan. In the second year, AGID did not consult civil society or the Open Government Forum to identify the datasets to be included in the “basket” (1.1). The “Three-Year Plan for information technology in the Public Administration,” published in May 2017, took the place of the Digital Agenda, which no longer exists (1.2). Annex 5 of the Three-Year Plan contains the Open Data basket, and the monitoring activity on datasets released in 2015 and 2016 (1.3). One stakeholder (OpenGenova) confirms that the commitment did not achieve its objectives. Other stakeholders report the failure of the Digital Agenda.
Commitment 2. Opening data on mobility through OpenTrasporti
The implementation of this commitment remained substantial, with some progress in the second year. The Ministry for Transport (MIT) released new datasets\(^1\) beyond the deadline of Milestone 2.1 (December 2016) on the platform dati.mit.gvo.it (2.2). From 20–22 June 2017, the MIT enabled the infrastructure Opentrasporti\(^1\)\(^2\) (2.3) in a pilot for the G7 meeting on transports in Cagliari, Italy, but the application has not been developed further. The MIT told the IRM researchers in an interview\(^1\)\(^3\) that it has met with several entities holding real-time transport data (2.6), but there are no publicly-available records of these meetings. One stakeholder tried to set up a system in Genova, but the Municipality did not provide assistance.\(^1\)\(^4\) Two milestones, the automatic and real-time updating system of Opentrasporti (2.5) and the consultation\(^1\)\(^5\) on Local Public Transport (TPL) data interoperability (2.7), were expected to be finished for June 2018.\(^1\)\(^6\) By the time of writing this report, the draft guidelines for TPL data interoperability were underway but not yet complete.\(^1\)\(^7\)

Commitment 3. ISTAT linked open data
The implementation of this commitment is substantial, with progress made in the second year on the publication of elementary data from surveys of the National Statistical Program (3.3).\(^1\)\(^8\) The publication of data from the National Register of Urban Streets and Street Numbers (ANNCSU) (3.2) by the Italian National Institute of Statistics (ISTAT) was not achieved, because the authorization of the Italian Data Protection Authority (Garante per la protezione dei dati personali) is still pending.\(^1\)\(^9\)

Commitment 4. Access and reuse of data from the education system
This commitment is complete. The MIUR published datasets on school buildings, the number of students and teachers per school, as well as the academic performance (aggregate grades) of students per school.\(^1\)\(^0\) Published information also includes schools that had undergone security standard checks for earthquakes. The MIUR also released documents called “school-kits” (see also Commitment 24) to support schools training students in reusing open data, and one of the school-kits refers to open data of the MIUR portal (4.2).\(^2\)\(^1\) The MIUR promoted the access and reuse of open data with initiatives like #FuturaItalia. This initiative included 24 events, such as trainings, civic hackathons, and innovation awards. Futura Terni was held on 12–14 November and brought together experts, digital animators, students, and teachers from schools in the Umbria Region.\(^2\)\(^2\)

Commitment 5. OpenCUP Portal – National registry of public investment projects
This commitment is substantially completed. According to the Monitora,\(^2\)\(^3\) DPCEP has promoted open data concerning public investments in OpenCUP in 15 events from October 2017 to June 2018 (5.5).\(^2\)\(^4\) DPCEP signed three MoUs to involve data users (students and researchers), generating two master theses on OpenCUP. DPCEP has improved the OpenCUP portal significantly (5.4). While the citizens’ network is not established (5.3), the DPCEC regularly receives information requests via email from experts, citizens, and public administrations.\(^2\)\(^5\)

Commitment A1. Open Data from the dataset of the program for the rationalization of public procurement
Consip has released 10 new datasets in CSV format (A1.1) since July 2017.\(^2\)\(^6\) The website shows that datasets have been downloaded 150 times and have received a five-star rating\(^2\)\(^7\) by users. Consip has postponed the release of linked open data (A1.2) to 2019.\(^2\)\(^8\) Therefore, this commitment is considered substantially complete.

Did It Open Government?

Commitment 1. Shared national agenda for public data
Access to Information: Did not change
Civic Participation: Did Not Change

Given the limited progress to implement this commitment and the redirection towards a three-year plan for information technology in the Public Administration instead of the Digital Agenda, changes in
government practice did not occur. The government did not set up any additional mechanisms for civic participation, since AGID already had a consultation mechanism with the civil society on open data. Some of the most active stakeholders in this field, such as SpaghettiOpenData, Openpolis, Ondata, Open Genova, and Open Knowledge Italy, noted that bottlenecks still remain, and acknowledge slow progress on the release of the most requested datasets.

**Commitment 2. Opening data on mobility through OpenTrasporti**

**Access to Information: Marginal**

This commitment did not significantly change government practices to open public transport information held by transport companies. The government had not launched the single platform, and while the number of datasets in the portal of the Ministry for Infrastructure increased from 19 to 43, some important datasets on public transport are still missing. For example, the platform still does not offer key datasets such as a live transport arrivals Application Programming Interface (API) or local transport stop locations and routes. Other datasets on public infrastructures (such as ports) have not been updated in the past two years. A dataset on strikes of public transport employees is regularly updated.

In addition, OpenGenova contended that the most important milestones of the commitment, real-time and automatic updates, did not materialize. On a positive note, the city of Cagliari has piloted publication of some datasets of local transport during the G7 Transport meeting in Italy on June 2017. The pilot data offers information on 15 different datasets, including transit agencies, stops and routes, schedules, and fares.

**Commitment 3. ISTAT linked open data**

**Access to Information: Marginal**

At the beginning of the action plan, the ISTAT portal already contained territorial and statistical data from the 2011 census and the open-data portal of Italian National Institute for Environmental Protection and Research (ISPRA). By the end of the action plan, ISTAT released data on the local labor system and new data from the census, which represents marginal improvement for access to information. However, ISTAT did not open the “most demanded” dataset—street names and numbers (3.3). Data prioritization is something civil society has been critical of in discussions in online forums.

**Commitment 4. Access and reuse of data from the education system**

**Access to Information: Major**

**Civic Participation: Marginal**

At the beginning of the action plan, the MIUR had a large data stock that was partly available to individual institutions and citizens. There was no single online platform combining information about the education system. During the action plan period, the MIUR published on a single-platform dataset on the education system, such as number of students and teachers per school, as well as academic performance (aggregate grades) of students at each school. Particularly relevant is information about the list of schools that have undergone security standard checks to establish resilience of buildings to earthquakes. This is the first time the MIUR has published this information in open data.

In addition, efforts are underway to encourage access and reuse of this data in schools. For example, in the Umbria Region, digital animators gathered with students and teachers from schools across the province and region for three days to create a collaborative space for innovation. Mentors, experts, and researchers worked with students to design solutions for the territory, encouraging civic participation. According to one of the event directors, the event helped harness citizens’ digital skills. The experience of the Umbria Region shows the ongoing process of increasing capacity of students to reuse data, involving different stakeholders.
Commitment 5. OpenCUP Portal – National registry of public investment projects

Access to Information: Outstanding
Civic Participation: Did Not Change

Prior to the action plan, the portal OpenCUP contained information on around 780,000 projects with public funding. While the commitment as written did not foresee any improvements to access to information, after two years, the number of published investment projects in the portal has more than doubled (1,950,000 projects). The interoperability between OpenCUP and other different public open-data systems, such as OpenCoesione, OpenCantieri, Italiasicura.Scuole, now makes it possible to publish detailed and coherent information on public spending. CUP is a single code of project and the OpenCUP allows users to search projects using different criteria, such as ongoing projects in a certain region by level of expenditure, state of completion of the project, and contracted company. The portal is user-friendly and has changed the way the government discloses information about public-investment projects.

OpenCUP won the #digitalagenda prize of the University Polytechnic of Milan in December 2018. A few weeks before, the European Union had included OpenCUP as a best practice in the fourth annual report “Open Data Maturity in Europe 2018: New horizons for Open Data driven transformation.” One stakeholder on the Open Government Forum confirmed in an interview that OpenCUP represents an outstanding change in access to information.

As for civic participation, the government did not manage to set up the citizens network. Without this element accomplished, civic participation practices have not changed because of this commitment.

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

Access to Information: Marginal

Consip has released 10 new datasets, as opposed to the targeted number of 11, to the existing open-data portal of Consip. The website increased the number of accesses to its open-data portal fourfold—from 43,715 in 2016 to 181,364 in 2018. Also, the number of downloads grew from 2,378 to 11,501 during the same period.

There were no public comments on the datasets, nor any publicly-available evidence of reuse. The lack of knowledge or interest by interviewed CSOs in the Open Government Forum also demonstrates little, if any, uptake in the newly released data.

Carried Forward?

At the time of writing this report, the next action plan has not been released. Stakeholders suggest that the next action plan focus on solving the bottlenecks that impede data release.

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1 For example, the National Agenda for the Enhancement of Public Data or the three-year plan for ICT in Public Administration.
2 For example, the reform of the Public Administration.
3 For example, 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.
The Italian OGP website hosts a monitoring system of the commitment implementation, called “Monitora.” The web portal has been online since the start of implementation, and it has been periodically updated during the action plan. The Monitora portal may be accessed at http://open.gov.it/monitora/, and it gathers the latest information provided by responsible authorities of each commitment to the OGP team. The Monitora contains the same information of the self-assessment and it is considered by the researchers the primary source of information for the government viewpoint.
The information in the Monitor (zero out of three objectives achieved) differs from what declared in the progress report (one out of three objectives achieved).

12 API Opentransporti, http://opentransport.mit.gov.it/. (The app is available here: https://apkpure.co/g7-cagliari-opentransporti-app/).
13 Person in charge of the activity, MIT, interview by IRM researchers.
14 OpenGenova, interview by IRM researchers.
17 Mario Nobile, MIT, interview by IRM researchers.
18 Stefano De Francisci, ISTAT, interview by IRM researchers.
24 Marini, Monitora, interview by IRM researchers.
25 Person in charge of the action, provided updated information on the events: 10 events with 50 participants each, one workshop with 160 participants, one workshop with 600 participants.
26 Person in charge of the commitment, DPCEC, interview by IRM researchers.
28 Susanna La Cecilia, Consip and MEF, interview by IRM researchers.
29 The Italian Digital Agency (AGID) offers a public space for discussion around public data and digital services in a dedicated forum called the Forum Italia, which could respond to Milestone 1.1 https://forum.italia.it. The forum is active, with multiple topics, numerous members, and AGID staff responding to many requests. Participation is open and free, and many of the contributors of the “Data” section—relevant for this commitment—belong to the civil society organizations that ask the government for more openness. The forum goes beyond the ambition of the consultation with civil society or the OGF, offering a permanent platform for discussion that improves opportunities for the public to inform or influence decisions and to hold the government more accountable for its actions. Indeed, many participants to the OGF—Transparency and Open Data working table—are active in the Forum Italia on the same topics, and they suggest rationalizing the places for discussion.
30 Under the flagship of a public interest for more open data, they create opportunities for their businesses. For instance, they request opening the Post Codes, or increasing quality and reuse of Open Data, or increasing transparency and traceability of payments (related to the electronic invoicing). The potential situations of conflict of interest should be clarified. The question of representativeness and potential conflict of interests of some spokesperson of the civil society has already been discussed in the mid-term report.


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.

**Editorial note:** The commitment text was shortened for brevity and readability. To see full text of commitments please see the 2016–2018 action plan available at [https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf](https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf).

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<tbody>
<tr>
<td>6. Open urban data in Florence</td>
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<td>High</td>
<td>Access to Information</td>
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<td>High</td>
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</table>

**Commitment Aim**
This commitment aimed to increase the number of available datasets in the City of Florence concerning public spaces, lighting, roads, water, housing, and environmental data. Its goal was to provide data that is reusable and increase its use by citizens, particularly for students and professionals in the building sector.

**Status at the Midterm**
**Complete**
This commitment was completed between November 2016 and January 2017. The commitment included students’ participation in open-data trainings and the making of projects using the newly available datasets (6.1); updating the existing open data on roads, vehicle circulation, and traffic flow for a new bridge over the Mugnone River (6.2); and awareness-raising activities and consultations with professionals in the construction sector (6.3).

While this commitment was completed in the first year of the action plan, the City of Florence has continued moving forward¹ these actions beyond the end of the implementation period.

**Did It Open Government?**
**Access to Information:** Marginal

The City of Florence is one of Italy’s the best performing municipalities in terms of the publication of open data and participation at the local level.² At the beginning of the action plan, the city had already published a number of datasets in open format. In June 2016, the city’s open-data portal included 1,337 datasets.³ By June 2018, that number had increased by ten percent, to 1,469 datasets.⁴ The new data includes, for example, the location of public fountains, drugstores, electric car chargers, traffic lights, meeting points of neighborhood police (vigile di quartiere), and the results of elections. However, the increased data disclosure is not significant compared to the extensive data that was...
already available before. The City of Florence clarified that, due to the high volume of already available datasets, it decided to concentrate on disclosing new datasets on public utilities and disseminating how to use previously published data.\footnote{The IRM received the following information from the City of Florence during the pre-publication period for this report.}

To promote data reuse among professionals and school students, the City of Florence involved students in trainings and pilot projects. The pilot projects involved students in collecting data on traffic and road closures to the Mugnone river to add to the datasets.

**Carried Forward?**

At the time of writing this report, the next action plan has not been released.

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\footnote{“Florence Open Data”, Monitora, Italia Open Government, updated 30 August 2018, \url{http://open.gov.it/monitora/6-firenze-open-data/}. Gianluca Vannuccini, City of Florence, interview by IRM researchers.}

\footnote{The city was prized several times for its open government. See, for instance, Stefania Valbonesi, “Open data and transparency awarded Municipality of Florence”, STAMP Toscana, 29 May 2013, \url{https://www.stamptoscana.it/open-data-e-trasparenza-premiato-il-comune-di-firenze/}.}


\footnote{The IRM received the following information from the City of Florence during the pre-publication period for this report.}
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.

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.

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.

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.

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.

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.

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.

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.

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.

**Editorial note:** The commitment text was shortened for brevity and readability. To see full text of commitments please see 2016–2018 action plan available at [https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf](https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf).

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**Commitment Aim**

The commitments under the Transparency theme sought 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 concern publishing information in several sectors: prisons, contracts and tenders, environmental impact assessments, and industrial waste management.

**Status at Midterm**

Commitment 7: Limited
Commitment 8: Limited
Commitment 9: Limited
Commitment 10: Limited
Commitment 11: Substantial
Commitment A2: Not Reviewed
Commitment A3: Not Reviewed
Commitment A4: Not Reviewed
Commitment A5: Not Reviewed

The situation¹ by the midterm (end of July 2017) was the following:

- Commitment 7 (“FOIA: implementation and monitoring”) had limited completion. The National Anticorruption Authority (ANAC) had published guidelines (7.1) that included the metrics for the monitoring process of the FOI requests (7.2). ANAC held a focus group to explain the monitoring activities on 7 March 2017 (7.3). Milestones 7.3 and 7.4 (report on Freedom of Information Act [FOIA]) were scheduled for the second year of the action plan.

- Commitment 8 (“[More] Transparent administration”) had limited completion. ANAC monitored the transparency practices of 62 ministries, departments, and agencies (eight independent authorities, 14 ministries, 40 local authorities), but only 30 percent of the monitored Public Administrations (PAs) published information according to the guidelines’ standards.

- Commitment 9 (“Social networks for transparency in PA”) saw limited completion. The Ministry of Economics and Finance (MEF) has completed the review of available social networks (Twitter, Facebook, Google+, SlideShare, Pinterest, Instagram, YouTube, and Periscope) (9.1), and started the specific activities: the development of instructions to drive the use of social networks by the PAs (9.2) and monitoring best practices (9.3).

- Commitment 10 (“Data on penitentiaries”) saw limited completion, as the Ministry of Justice had tested the ICT platform (10.1), which had to be released by June 2017.

- Commitment 11 (“CONSIP Tenders’ Dashboard”) was substantially completed. The Dashboard² was made available online in June 2017. At the time of the progress report, Consip declared³ that collecting feedback (11.2) was not planned because communication sent “spontaneously by citizens and collected by email are satisfactory to identify the potential improvements.”

- Commitments A2 to A5 were included in the OGP action plan as addenda⁴ at the end of the first year of implementation in July 2017. Therefore, completion and results were not assessed in the IRM Progress Report. For more information about the context and objectives of these commitments, please see the 2016–2018 IRM progress report.

Status at End of Term
Commitment 7: Complete
Commitment 8: Complete
Commitment 9: Complete
Commitment 10: Limited
Commitment 11: Complete
Commitment A2: Limited
Commitment A3: Not Started
Commitment A4: Complete
Commitment A5: Limited
At the end of the implementation period (July 2018), five commitments on FOIA, transparency on public procurement and environmental information (7, 8, 9, 11, and A4) have been completed. Four commitments related to penitentiaries, waste management, and simplification of the legal framework on access to information (10, A2, A3, and A5) remain limited.5

Commitment 7. FOIA: implementation and monitoring
This commitment is complete, as confirmed by the NGO Riparte il Futuro.6 During the second year of the action plan, ANAC advanced the monitoring activity (7.3) on FOIA over 55 public administrations, publishing a report (7.4) on 15 January 2018.7

Commitment 8. (More) Transparent administration
This commitment is complete.8 During the second year of the action plan, ANAC approved a project called “Transparency,” relevant to the definition of transparency practices for public administrations. In January 2018, ANAC published a report on transparency on the websites of 20 local administrations for 2016 and part of 2017.9

Commitment 9. Social networks for transparency in PA
This commitment is complete.10 The MEF has published a document with operational indications on the use of social networks, corresponding to two milestones (9.2 and 9.3). The documents provide guidance on the design of institutional webpages (not relevant for social networks) and how to publish information in the social networks.

Commitment 10. Data on penitentiaries
Completion of this commitment remained limited. This commitment had two different objectives: simplifying internal procedures for the so called “domandine” (inmate requests) and increasing transparency and knowledge on penitentiaries. According to the Monitora11 and the person in charge of the commitment,12 all penitentiaries upload information on a web platform created for this commitment, and information on penitentiaries are available on the Ministry website at https://www.giustizia.it/giustizia/it/mg_2_3_2.page. At the time of writing this report, the IRM researchers have checked 43 penitentiary websites, and did not find prisoner information sheets on the websites.13

Commitment 11. Consip Tenders’ Dashboard
This commitment is complete. According to the last information provided by Consip,14 the dashboard has been fully operational since June 2017. Between June and November 2017, the dashboard recorded 25,724 views and 14,533 sessions. Data are frequently updated and available for download in open format.15 Consip did not set up a formal consultation process (11.2), providing two different explanations.16 This does not affect the achievement of the commitment objective of making information on public tenders more transparent and easily available. The IRM researchers have tested the dashboard, but none of the stakeholders interviewed for this report have used the dashboard.

Commitment A2. Single regulation for access and digitalization of procedures
Implementation of this commitment is limited.17 The National Institute for Insurance against Accidents at Work (INAIL) has set up a working group for communication, human resources, digital organization, and anticorruption (A2.1). INAIL adopted the single Code of Access (A2.2) with resolution 149, on the 22 March 2018.18 INAIL is currently tracking the requests19 of access to information with an electronic spreadsheet; in nine months (January–September 2018), INAIL has received 3,917 requests for accessing documents, two requests for “civic access,” and 17 “FOIA” requests.20 The development (A2.3) and release (A2.4) of a dedicated software to manage requests is still ongoing.

Commitment A3. Transparency by design
This commitment has not started.21 There is no evidence of the evolution of the digital architecture to release required data, documents, and information (A3.3), and the development of a self-service dashboard on the users’ website as well as a system—at back-office level—for real-time tracking of
the process flow (A3.4) had not yet been started by the end of the action plan. None of the civil society stakeholders interviewed for this report were aware of this commitment.

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

This commitment is complete. In April 2017, the Ministry for the Environment and the Protection of Land and Sea started the analysis of structure, data, and process of the AIA portal for improving the existing website (A4.1). The Ministry designed the new VAS-VIA-AIA (Strategic Environmental Assessment and Environmental Impact Assessment) portal [http://www.va.minambiente.it/it-IT](http://www.va.minambiente.it/it-IT) in December 2017 (A4.2 and A4.3), and launched it at the end of July 2018 (A4.4).

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

The SISPED is a digital system of the Ministry for the Environment (A5.1) for monitoring transnational waste shipments authorized under EU Regulation 1013/2006. The Ministry is responsible for uploading data (A5.2) and publishing an annual report for the European Commission (A5.3 and A5.4).

This commitment’s completion is limited. SISPED has been fully operational since June 2017 and is accessible from the institutional website of the Ministry of the Environment. However, access is restricted to the ministry and competent authorities in countries of origin, transit and destination of waste, notifiers and consignee, and law enforcement agencies. The publication of the annual report to the European Commission was scheduled for late 2018 to the beginning of 2019, beyond the end of the action plan.

**Did It Open Government?**

**Commitment 7. FOIA: implementation and monitoring**

**Access to Information: Major**

Italian FOI law had just been passed prior to the publication of this action plan. This commitment entailed publishing guidelines to help public administrations comply with the law’s requirements. This has largely been achieved, as ANAC published the guidelines, developed the monitoring methodology, and carried out the monitoring of FOI requests over 55 public administrations. According to the ANAC monitoring report, in 2017, 29 out of 55 PAs under monitoring have published data on FOI requests. 687 requests were filed, with significant differences at the geographical and institutional level. Riparte il Futuro, a local NGO, considers that the guidelines have made it easier for civil servants to understand the legal mechanisms for accepting requests and releasing requested information. Given that the FOI law is new, under the guidance of ANAC, this commitment has been a major step to facilitate proper implementation of access to information legislation.

Nevertheless, compliance to FOI requires ongoing improvement across all public administration. Transparency International Italy (TI Italy) confirms that not all PAs are fully compliant to FOI, with late and partial replies to freedom of information requests. TI Italy submitted 26 FOIA requests in 2018 to various PAs; in most cases, the requests were accepted, more than half provided timely answers (within 30 days), one-third replied late, and four did not provide responses.

**Commitment 8. (More) Transparent administration**

**Access to Information: Marginal**

At the beginning of the action plan, the documents, information, and data subject to compulsory publication in the section “Transparent Administration” of all PAs were presented differently by the various administrations. At the end of the first year, 30% of PAs published information according to the guidelines. There are no comparable data available for the second year, but in 18 months, the websites of the 20 PAs have been accessed 3.8 million times. The most visited webpages are the
section on tender and grants (29% of accesses) and on administrative acts (37.6%). Upgrading Transparent Administration webpages of different PAs signals that the new legislation has produced a positive change for encouraging more data disclosure.

However, according to Anticorruption Italy (AITRA), the web pages could be more user-friendly if they were to categorize information. Currently, information is published within multiple files, making it hard to find specific information.

**Commitment 9. Social networks for transparency in PA**

*Access to Information: Did not change*

Releasing operational guidance for the staff of PAs on the use of social networks has not increased quantity, improved quality of information, or accessibility of information disclosed to the public. According to two interviewed CSO representatives, the adoption of a guideline on the use of social network has not resulted in concrete changes in government transparency practices.

**Commitment 10. Data on penitentiaries**

*Access to Information: Did Not Change  
Civic Participation: Did Not Change*

This commitment intended to digitize the inmate requests that were not in digital format and publish information on penitentiaries on a web platform. After two years, the system has been created, but it is not functional. Antignone, an NGO working on inmates’ rights, confirms that the digitalization process in the penitentiary system is taking place, but the system is not yet working.

**Commitment 11. Consip Tenders’ Dashboard**

*Access to Information: Major*

At the beginning of the action plan, the Consip website contained information on tenders in a fragmented way. After two years, Consip has a new dashboard with comprehensive information on public tenders, updated regularly. By opening information on ongoing tender procedures, the Consip dashboard represents a major change in access to information on public procurement tenders, offering data in a simple and intuitive way. The dashboard provides the ability to check in real time the status of all tenders managed by Consip, the number and value of bids issued, and contracts awarded. There is no publicly-available statistics on its use or uptake.

**Commitment A2. Single regulation for access and digitalization of procedures**

*Access Information: Did not Change*

INAIL adopted the single Code for Access to make it easier for civil servants to operate the software managing FOI requests. There is no publicly-available evidence showing that the creation of this code has resulted in changing the existing practice on managing FOI requests.

**Commitment A3. Transparency by design**

*Access to Information: Did Not Change*

This commitment has not started, and it did not lead to any changes by the end of the action plan period.

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

*Access to Information: Major*

As written, this commitment was vaguely formulated envisioning improvement of the portal on environmental evaluations and impact assessments. Prior to this commitment, there were several websites with information about environmental permits. The Ministry of Environment has developed
a new portal for environmental evaluations. The portal includes the database, graphics, as well as a dedicated section “For the Citizen,”30 which explains how to access information and be involved. Templates are available to download, and the contact details for sending requests or comments are clearly marked in the webpage. The portal also includes search engines, provides geo-spatial information on the ongoing procedures, offers downloadable documents, and API maps. This represents a major change for disclosure of information—in terms of quantity and quality. Professor Marco Falconi from the Institute for Environmental Protection and Research (ISPRA)31 considers this portal an extraordinary tool for professionals and for citizens, as they can easily access all the official information and data related to environmental evaluations and authorizations. For instance, some notable assessments include evaluation of environmental impact of the new highway Pedemontana or the wind farm Selinus.

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

**Access to Information: Did Not Change**

The SISPED platform is fully functional, however information it holds on transnational waste shipments is only accessible to the Ministry of Environment in Italy and the relevant competent authorities in transit and destination countries. The annual report was not published during the action plan period.

**Carried Forward?**

At the time of writing this report, the new action plan has not been released.

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3 Marco Laudonio, responsible for the action, interview by IRM researchers.


5 “AIA”, A5 “SISPED”.


8 Antonella Igarra, responsible for the commitment, interview by IRM researchers on 4 September 2018.


“Dataset; Bandi e gare”, Open Data, accessed 17 September 2018, http://dati.consip.it/group/cat-bandi-e-gare. At the time of writing this report, the tender dataset had more than 2,300 downloads.

At the time of the progress report, Consip declared that collecting feedback (11.2) was not planned, because communication sent “spontaneously by citizens and collected by email are satisfactory to identify the potential improvements.” At the time of writing this report, Consip declared that “there are not enough data to assess the impact of the action.”


There are three different ways for access to information: “Access to documents” regulated by article 22 and subsequent articles of Law 241/1990; “civic access” introduced by article 5.1 of Legislative Decree 33/2013; Generalized access (or FOIA access) introduced by article 5.2 of Legislative Decree 33/2013 modified by Legislative Decree 97/2016.

Alessandro Pastorelli, responsible for the action, interview by IRM researchers.


SISPED, Ministero Dell’Ambiente, https://SISPED.minambiente.it/SISPED/SISPED.htm.


For instance, three regional councils collected 35 requests, eight in Campania, five in Emilia-Romagna, and 20 in Tuscany. 429 requests were directed to ministries, almost half to the Ministry for Interior (Home office, 202 requests), two to the Ministry for Environment, and four to the Ministry for Infrastructure and Transport. At the city level, Bari had four requests, Milan had 16, and Naples had 37.


For instance, the website of the city of Cagliari reports 1,485,535 visualizations, while the website of the city of Rome accounted less than 100,000 visualizations.

AITRA and Riparte il Futuro, interviews by IRM researchers.


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 councilors 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.

**Editorial note:** The commitment text was shortened for brevity and readability. To see full text of commitments please see the 2016–2018 action plan available at https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.

<table>
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<th>OGP Value Relevance (as written)</th>
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**Commitment Aim**

This commitment from the City of Milan aimed to make information and documents related to institutional works available to the public by updating and improving the city’s government website.

**Status at Midterm**

Limited

This commitment saw limited completed by the midterm. The City of Milan held online consultations on the institutional website “PARTECIPA-MI,” and organized two public meetings and meetings with employees to present new technological tools for transparency.

**Status at End of Term**

Limited

The commitment’s progress remains limited. The idea behind this commitment was to reuse public information of the city (official documents) to monitor the activity of the elected representatives. This was not achieved. Despite the appointment of a manager in July 2017 after a public, open call, the platform to open information about members of the elected bodies of the city (Council and Board) does not exist. Riparte il Futuro, an NGO member of the OGF, has confirmed the limited completion of this commitment.

**Did It Open Government?**

**Access to Information: Did not change**

The City of Milan’s commitment did not achieve the expected objectives. The public registry of elected bodies of the City was not developed and published by the end of the action plan. Riparte il Futuro recognizes the value of the idea and recommends the adoption of a similar measure across the country.
Carried Forward?
At the time of writing this report, the new action plan has not been released.

3 Lorenzo Lipparini, Councilor of Open Data of the City of Milan, interview by IRM researchers.
5 Riparte il Futuro, 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.

14. Strategy for Participation

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

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.

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.

**Editorial note:** The commitment text was shortened for brevity and readability. To see full text of commitments please see the 2016–2018 action plan, available at [https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf](https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf).

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**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.

**Commitment Aim**

The commitments under the Participation theme sought to increase the involvement of the Public Administrations (PAs) and civil society in the decision-making process.
Status at Midterm
Commitment 13: Substantial
Commitment 14: Substantial
Commitment 15: Limited
Commitment A6: Not Reviewed

The situation\(^1\) by the midterm (end of July 2017) was the following:

- Commitment 13 ("Open Administration Week") was substantially complete. The Department of Public Administration (DPA) started a communication campaign about Open Government Week through the portal opengov.it and national TV and radio. All PAs also promoted their individual Open Government Week events through a specific section of Italian OGP’s website (13.1). The first Open Government Week took place from 4 to 11 March 2017. During this time, the DPA delivered the Government Champion Award (13.2).

- Commitment 14 ("Strategy for Participation") was substantially complete. In June 2016, the DPA set up the Open Government Forum (OGF) (14.1). The DPA launched a public consultation on the draft guidelines for participation (14.3). The DPA collected national, regional, and local participatory experiences (14.2), and published a report on 9 March 2017. However, it had not yet tested the guidelines (14.4) or identified the suitable technological solutions to manage participation and consultation initiatives (14.5).

- For Commitment 15 ("Public Works 2.0"), the government developed and published on the MIT website an area called “Connecting Italy” for public debate on works of national interest. It did not reach the commitment’s goal because it was 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 was completed and published (15.1). The Ministry had not developed the new participatory platform for evaluating investments in public works yet (15.2), and had just started the works aimed to integrate the Opencantieri database with regional datasets (15.3). The building of an infrastructure for weekly automatic integration of regional datasets into the public works database was at an early stage (15.4). The Ministry tested the integration of an automatic update of datasets in Emilia Romagna (15.5). The Ministry had not yet implemented civic dissemination and communication actions and had not tested the monitoring of the physical development of public works using satellite images.

- Commitment A6 ("Participation strategy") was included as an addendum at the end of the first year of action plan implementation, in July 2017. Therefore, its completion and results could not be assessed during the first year.

Status at End of Term
Commitment 13: Complete
Commitment 14: Complete
Commitment 15: Limited
Commitment A6: Complete

At the end of the implementation period (July 2018), the commitment on the participatory strategy of the Senate achieved substantial completion (A6). The DPA fully completed two commitments to increase participation (13 and 14). The commitment for participatory mechanisms in large procurement contracts of the Ministry for Infrastructures remained limited.
Commitment 13. Open Administration Week
The implementation of this commitment is complete. The Second Open Government Week took place from on 5 to 11 February 2018. On the 24 May 2018, during the ForumPA, the DPA gave the awards to three civil society organizations: Fondazione realizza il cambiamento, Open Data Sicilia, and Riparte il Futuro. Events were attended by a large amount of stakeholders, members of the Open Government Forum, and citizens.

Commitment 14. Strategy for Participation
The commitment remains substantially completed, with some progress noted during the second year. After the publication of the guidelines on civil society engagement in February 2017, the DPA tested the newly-published guidelines during four public consultations. The dashboard for evaluating the performance of PAs in participation processes was not developed. The Open Government Forum has expanded its membership from 50 to 91 registered members, including CSOs, universities, and private companies.

Commitment 15. Public Works 2.0
The implementation of this commitment remains limited. The Ministry for Infrastructures and Transport (MIT) did not achieve the major goal of developing two participation platforms: the evaluation of investment in public works and the public debate on major public works. The Ministry organized several meetings with representatives of the 11 regional sections of the observatory on public works (a central monitoring body that oversees public contracts) and with the Institute for Transparency of Public Contracts, regarding the integration of the OpenCantieri database with regional datasets. The integration was not achieved, so transparency is only guaranteed to national-scale projects. The test for integration of regional data was performed during the first year of the action plan.

The Ministry shared in the Monitora the dissemination and communication activities about OpenWorks 2.0. The OpenCantieri platform has been revamped with new data intelligence and geo-intelligence functions. It includes a few satellite images on two large infrastructure works: the works for the Italian part of the Turin-Lyon high-speed rail (TAV) and the Highway A2 “Autostrada del Mediterraneo”.

Commitment A6. Participation strategy: guidelines on consultations carried out by the Senate
The Senate adopted the guidelines for consultations, so the implementation of this commitment is complete. In March and April 2017, the Senate carried out a public consultation on the guidelines, receiving more than 100 responses (A6.1). The Senate published the analysis of best practices in other Parliaments (A6.2) and adopted the guidelines in September 2017 (A6.5).

Did It Open Government?
Commitment 13. Open Administration Week
Access to Information: Did not change
Civic Participation: Major

The first and second Open Administration Week (Commitment 13) resulted in a high number of new initiatives of cooperation and collaboration between a variety of public policy stakeholders throughout Italy. By launching 241 initiatives across the country, with more than 22,000 participants in its first edition and 232 applications eligible for the Open Government Award, the government has fostered a collaborative culture involving wide spectrum of civil society and central and local administrations. Some events enabled citizen engagement in a structural way; in Messina, citizens co-created a local open government action plan during a public meeting, and participated in two hackathons. The city of Turin adopted the Madrid open-source platform for policy making. The City of Milan with 17 public administrations signed an MoU for civic participation. According to the NGO Cittadinanzattiva, this commitment significantly exceeded their expectations.
Commitment 14. Strategy for Participation
Access to Information: Did not Change
Civic Participation: Marginal

Based on the testing of the consultation guidelines developed as a result of this commitment, the change in government practice can be considered marginal.

At the beginning of the action plan, the participation of civil society in Italy’s OGP process was not structured. The development of the Strategy for Participation has led to 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. Transparency International Italy (TI Italy)\textsuperscript{22} confirms that OGF represents a unique opportunity to consult with a wide range of CSOs. The strategy did not disclose any new data or public information, nor did it increase its quality, so access to information did not change.

Commitment 15. Public Works 2.0
Access to Information: Marginal
Civic Participation: Did Not Change

As a result of this commitment, new data intelligence and geo-intelligence functions were added to the OpenCantieri platform.\textsuperscript{23} The platform includes a few satellite images on two large infrastructure works: the works for the Italian part of the Turin-Lyon high-speed rail (TAV) and Highway A2 “Autostrada del Mediterraneo” (15.7).

At the beginning of the action plan, the monitoring system in PublicWorks included 32 “priority actions” as envisaged in the Annex on Infrastructure of the 2015 Annual Budget. At the end of the action plan, the monitoring system has the same “priority actions,” but the number of measures has increased from 1,500 to 2,396 measures for the road system, highways, and rail network. The database, however, does not include the regional datasets, as originally envisaged. OpenGenova,\textsuperscript{24} a member of OGF, acknowledges that this commitment has demonstrated limited results due to scarce interoperability with regional datasets and insufficient investments. In terms of civic participation, the commitment did not change government practices, because the two intended participation platforms were not developed.

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

Before this commitment, the Senate did not have guidelines for public consultations. Public consultations were promoted by parliamentary groups through different means. By adopting the guidelines, the Senate has changed its way of engaging with citizens and interested stakeholders. Since the approval of the guidelines, the Senate has conducted only one consultation using the new guidelines regarding economic support to enterprises on energy consumption. 277 stakeholders (185 citizens and 92 legal entities) participated. While the adoption and implementation of the new guidelines is a positive change, the consultation mechanism remains largely underused.

Carried Forward?
At the time of writing this report, the new action plan has not been released.


The IRM follows a ‘high water mark’ for coding, which means that if the IRM researcher determines that the sum effect of the milestones warrants a higher coding for the commitment overall, this will be reflected in the overall coding. Due to the
size of the Italian OGP action plan, and the structure of the IRM reports in themes, the same philosophy applies to the scoring of the status of the theme. See the IRM manual, page 63, for more information.


20 “Open Administration Week”, Parliament Watch Italy, http://parliamentwatch.it/saa/


22 Transparency International Italy, interview by IRM researchers.

23 Explore the Shipyards”, ibid.

24 OpenGenova, interview by IRM researchers.
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.

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.

Editorial note: The commitment text was shortened for brevity and readability. To see full text of commitments please see the 2016–2018 action plan available at [https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf](https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf)

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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.

**Commitment Aim**
Commitment 16 aimed to lay the groundwork for open government in the City of Rome through digital tools and increased civic participation. Commitment 17 aimed to strengthen citizen participation in the City of Bologna through civic cooperation initiatives and engagement with the city administration.

**Status at Midterm**
Commitment 16: Substantial
Commitment 17: Limited

The situation¹ by the midterm (end of July 2017) was the following:
• Commitment 16 ("Rome cooperates") was substantially completed by the midterm. Live streaming of the city council meetings was available online (16.1). Decision n. 22/2017 established the Permanent Innovation Board and the Forum of Innovators (16.2). The Open Budget (16.3) is a link to an independent external platform (Openbilanci) that already existed before the action plan (16.3). The “Open Public Relations Offices” project had started and could be found on the updated Institutional Portal (16.4). The Strategy for Participation (16.5) was composed of five micro-objectives, and according to the self-assessment, only a few micro-objectives were complete.

• Commitment 17 ("Bologna decides and transforms") was limited in completion at the midterm. Bologna administration carried out several consultations to identify priorities and areas for participation and urban regeneration. Consultations started on 3 May 2017 and ended in October 2017, with the citizens choosing a project for the city to implement. (17.1). A website is already open for sharing petitions and ideas (17.2). 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 was scheduled to be released in March 2018 (17.3).

**Status at End of Term**

**Commitment 16: Substantial**  
**Commitment 17: Complete**

16. Rome cooperates  
The implementation of this commitment remained substantial with all but one milestone achieved. The incomplete milestone (16.4) was postponed to 2019. The City of Rome hosted the first meeting of the Innovation Forum (16.2) in November 2017, and completed the actions of the participatory strategy. The City’s website now has a section called “Partecipa” (16.5), with several initiatives; the city is currently testing its first participatory budget initiative.

17. Bologna decides and transforms  
This commitment is complete. The Municipality of Bologna carried out several consultations to identify priorities and areas for participation and urban regeneration. Consultations were open from May to October 2017, and citizens chose a project for the city to implement. Consultations are available on the official website of the City of Bologna. The consultations involved around 1,800 people during 70 meetings (17.1). One report on participation has been released, and the city of Bologna has granted full transparency to the participatory process on its website (17.3).

The results of the commitment were presented in February 2017 during the event “Non è solo immaginazione, è un cantiere” and at University of Bologna.

**Did It Open Government?**

16. Rome cooperates  
**Access to Information: Minor**  
**Civic Participation: Outstanding**  
**Public Accountability: Did not Change**

Prior to the implementation of the third action plan, the City of Rome was known for a lack of public trust in government decision-making. The city had an underused open-data portal, and no effective participatory processes were in place. During the two years of this action plan, the city conducted its first participatory budget initiative. Citizens were able to have their voice heard in among 80 selected projects for a total investment worth 17 million euros. The city also relaunched its open-data portal, revising and reorganizing information into 11 categories of datasets (road accidents; population; economy and employment; commercial activities; education and training; sports and culture; tourism and mobility; territory; environment; public administration; and elections), and reorganizing the datasets from 765 to 451. Through their participatory strategy, the City of Rome has created
opportunities for citizens to interact with the Municipality and participate in budget decisions. In total, 2,256 people voted for 80 projects, and expressed support through social networks.

Commitment 17. Bologna decides and transforms
Access to Information: Marginal
Civic Participation: Major

Unlike the City of Rome, the City of Bologna has a stronger tradition of civic engagement. Through this initiative of participatory budget, with more than 1,700 citizens actively engaged in the selection of the projects and more than 16,000 votes, the City of Bologna brought a major change in opening its local government. This represents an over-10% increase, compared to past participatory exercises of participatory budget. FabLab Bologna considers this initiative highly innovative in using technologies for social participation and inclusion, and confirms its major impact on opening government. Through this commitment, the City of Bologna also updated the information on its annual budget and on the projects approved though this initiative, but this has not opened new datasets, so change to access to information is marginal.

Carried Forward?
At the time of writing this report, the new action plan has not been released.

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1 “IRM Procedures Manual”, Independent Reporting Mechanism, Open Government Partnership, updated 16 November 2015, https://www.opengovpartnership.org/documents/irm-procedures-manual/. The IRM follows a ‘high water mark’ for coding, which means that if the IRM researcher determines that the sum effect of the milestones warrants a higher coding for the commitment overall, this will be reflected in the overall coding. Due to the size of the Italian OGP action plan and the structure of the IRM reports in themes, the same philosophy applies to the scoring of the status of the theme. See the IRM manual, page 63, for more information.
9 “Rome Collaborates”, ibid.
12 “Neighborhood Workshops”, ibid.
13 “Participatory budget”, ibid.
16 “Neighborhood Laboratories”, ibid.
“Open Data”, Roma Capitale, webpage archive June 2018,


There are many participatory projects. For example: “Collaborating is Bologna: 6 meetings in the neighborhoods and a consultation”, Fondazione Innovazione Urbana, https://bit.ly/30PGQ3D.


FabLab Bologna is a startup involving thematic communities on technologies and participation. Andrea Sartori, FabLab Bologna, interview by IRM researchers on 19 February 2019.
Theme IV: Accountability

18. Supporting and protecting whistleblowers
   Description: 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.

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.

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

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.

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”.

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.

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.

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.

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.

Editorial note: The commitment text was shortened for brevity and readability. To see full text of commitments please see the 2016–2018 action plan available at https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.
Commitment Aim

The commitments under the Accountability theme aim to increase the capacity of the public organizations to account for their activities, accept responsibility for them, and to disclose the results in a transparent manner. The theme includes commitments on whistleblowing, training, opening data, and open-source platforms. The actions could bring, directly or indirectly, more accountability of public administrations (PAs).

Status at Midterm

Commitment 18: Limited
Commitment 19: Substantial
Commitment 20: Substantial
Commitment 21: Limited
Commitment 22: Limited
Commitment 23: Limited
Commitment 24: Limited
Commitment 25: Substantial
Commitment 26: Substantial

The situation by the midterm (at the end of July 2017) was the following:
• For Commitment 18 ("Supporting and protecting whistleblowers"), the National Anticorruption Authority (ANAC) implemented a platform inside the Authority as a trial pilot (18.1), but the sharing of the platform with PAs was not expected until October 2017. ANAC engaged in a partnership with Transparency International Italy (TI Italy) and the State Bar Association of Rome for a training course on whistleblower protection, but the start of the training was not expected until 14 December 2017 (18.3). On 28 February 2017, the Minister of Education, in collaboration with ANAC, launched the “Whistleblower 2017” contest to improve the culture of whistleblowing and raise awareness among the new generations (18.4).

• Commitment 19 ("Follow the UBB") was substantially completed. On the website bandaultralarga.italia.it, users could check the progress of broadband in each Italian municipality (19.1) and download datasets on progress in XML, CSV, and JSON formats (19.3). The Ministry for Economic Development started a connection of data with the National Subsoil Registry (SINFI) but postponed it to October 2017 (19.2). A section of the website was developed to monitor and disseminate open datasets for the development of new civic applications (19.4).

• Commitment 20 ("OpenCoesione Plus") was substantially completed. OpenCoesione published on its official portal new data and information on resource planning for the period 2014–2020 (20.1). OpenCoesione published new data, in open-data format, on funding opportunities connected with cohesion policy programs to develop projects (20.2). OpenCoesione had not concluded yet the implementation of the project “A Scuola con OpenCoesione” (ASOC), and involved more than 200 Italian schools across the country.

• For Commitment 21 ("OPENAID 2.0"), the development of the complementary platform was delayed due to the length of the procurement process (21.1). The Italian Agency for Development Cooperation (AICS) was still working to provide information about projects funded by private donors, to release data in available open formats during year one of the action plan (21.4), and to enhance the capacity to update initiatives and projects (21.5). OPENAID had not completed the collection of data from private entities and business professionals that funded projects (21.2). OPENAID had begun uploading data regarding AICS on the International Aid Transparency Initiative (IATI) platform (21.3).

• For Commitment 22 ("Anticorruption academy"), the National School of Administration proceeded with training materials (22.1) but postponed the delivery phase of the modules (22.2).

• For Commitment 23 ("Network of digital animators"), the activation of the platform was expected at the beginning of October 2017 (23.1). The Ministry of Education allocated 8.4 million euros for digital animators (23.2) plus 25 million euros for training and mentoring (23.4). The Ministry of Education celebrated the Week of the National Plan for Digital School (PNSD) aimed to discuss PNSD topics and share the results of the first year of the action plan (23.3).

• For Commitment 24 ("School kit"), the Ministry of Education had not developed the strategy of the School kit platform (24.1), and had not delivered new functionalities of the platform (24.2). The Ministry published just 13 school kits on its website (24.3).
• For Commitment 25 ("Monitor the education reform ‘La Buona Scuola’"), the results of the monitoring of the project “Alternanza Scuola - Lavoro” were made available on the Ministry for Education, Universities, and Research (MIUR) website (25.1). The application “La Buona Scuola Digitale” was launched together with the presentation of the new website (25.2), but the Ministry did not enhance the app with data from the Technological Observatory, or strengthen the function of data collection by certified users (25.3). The Ministry had also not yet opened an online consultation fund for the Technological Observatory (25.3).

• Commitment 26 ("Transparency registry of the Ministry for Economic Development") was substantially completed. The Registry of the Transparency and the Code of Conduct were published online in September 2016 (26.1). The Registry’s rules required all interested entities to record their information in the Registry in order to have a meeting with the Minister, Deputy Ministers, and State Secretaries (26.2). The Ministry’s and key staff’s agendas were published online (26.3). Publication of the annual report was not completed, but the Ministry had published a report on the Registry’s activities during Open Administration Week 2017 (26.5). The section of the Ministry’s website where users can submit proposals, requests, studies, and other communication is active, and was made available on 6 September 2016 (26.4).

Status at End of Term
Commitment 18: Substantial
Commitment 19: Substantial
Commitment 20: Complete
Commitment 21: Substantial
Commitment 22: Complete
Commitment 23: Limited
Commitment 24: Limited
Commitment 25: Limited
Commitment 26: Complete

At the end of the implementation period (July 2018), around half of the commitments of the accountability theme are complete (19, 20, 21, and 26). Five saw limited completion (22, 23, 24, and 25). The commitment for supporting whistleblowers (18) saw substantial completion.

Commitment 18. Supporting and protecting whistleblowers
The implementation of this commitment is substantial. ANAC launched a platform for whistleblowing, based on open-source technology. The launch was followed by promotional activity by ANAC board members. The guidelines were still being drafted by the end of the action plan.

Commitment 19. Follow the UBB
This commitment is substantially complete. During the second year of implementation, the website bandaultralarga.italia.it was regularly updated, with datasets in XML, CSV, and JSON formats from the Open Data section. The remaining activity, a connection of data between the Ministry of Economic Development and the National Subsoil Registry saw no progress during the second year.

Commitment 20. OpenCoesione Plus
This commitment is fully implemented. OpenCoesione published new data on funding opportunities connected with cohesion policy programs to develop projects: the funding program; dates of publication and expiration; object of the call; link to the source; total amount and status (to expiry, to counter, pre-information), all in open-data format. The Department for Cohesion Policies published prospectus tenders and competitions (available for download in CSV format), which facilitates access to the information made available by the Administrations in charge of the
OpenCoesione is implementing a major project called “A Scuola con OpenCoesione” (ASOC) in more than 200 Italian schools, with almost 30 Europe Direct Information Centers and 60 local associations. OpenCoesione signed four agreements with the Senate and with the Italian regions Calabria, Sicily, and Sardinia to reinforce the initiatives in the regions.

OpenCoesione launched ASOC EXPERIENCE, a contest for students involved in ASOC. 13 teams participated in the contest, and the EU Commissioner for regional policies awarded the winners (20.3).

**Commitment 21. OPENAID 2.0**
The implementation of this commitment is substantial. According to the Monitora, AICS has implemented two platforms (instead of one) under OpenAID called OpenAID AICS. OpenAID AICS focuses on the projects managed directly by the Agency (666 projects in 2016, with a combined value of 358 million euros) from 2016 onwards. OpenAID ITALIA shows the aggregated data of previous projects, from 2004 to 2016, provided by 130 public donors, including Italian ministries, regions, universities, etc. (4,366 project in 2016 with a combined value of 2,334.48 million euros), and communicated annually to the Organization for Economic Cooperation and Development OECD (21.1). OpenAID AICS platform is complete and updated regularly. The OpenAID ITALIA platform contains aggregated information on previous projects (2004–2016) and will no longer be updated. Information on the cooperation from 2016 by other agencies than AICS is missing, as it will not be included in the OpenAID AICS platform.

Since 30 June 2017, AICS has been uploading data with IATI standard (only in the first platform). Data about projects funded by private donors are available in HTML and JSON format (21.4). The AICS platform is regularly updated; data published online on OpenAID are updated in real time by the Agency’s foreign branches through a back-end platform. The OpenAID ITALIA website publishes the historical data of cooperation of the Italian System, validated by the OECD Development Assistance Committee (DAC) (21.5).

**Commitment 22. Anticorruption academy**
This commitment is complete. The website of the National School of Administration lists information on the number of participants in the training courses. Each online training course features six short sessions, including videos and documents (links and PDFs). At the end of the course, participants rate the impact of the training with a self-assessment and receive a certification of participation. The registration of the training closed on 1 October 2017 (22.1 and 22.2). No additional information on this activity was provided to the IRM researchers.

**Commitment 23. Network of digital animators**
The PNSD establishes a digital animator for each public school (around 8,000). This commitment aimed to create a digital network for animators. Despite the significant resources allocated from the PNSD (around 35 million euros in 2017), the implementation of this commitment by June 2018 remained limited. There is no online platform for digital animators, training activities have only been planned or funded, and digital animators were invited to the launching event of the PNSD in November 2016. According to the Monitora, the only milestone achieved was the meeting of the digital animators in 2016. There were no activities in the second year of the action plan.

**Commitment 24. School kit: a strategy to value best practices in education**
This commitment derives from the PNSD, and its implementation remains limited: the website http://schoolkit.istruzione.it is not accessible due to work in progress (24.3). The number of school kits published on the Ministry website is far below the target set in the milestone. According to the Monitora, none of the three milestones were achieved by the end of term of the action plan.

**Commitment 25. Monitor the education reform “La Buona Scuola”**
This commitment was assessed as complete during the mid-term report. However, at the end of the action plan cycle, the IRM researchers consider the overall completion to be limited, despite the Monitora self-assessment that says that it is complete. The application, “La Buona Scuola Digitale,” was presented, but it is not available for download. There is no evidence of data development or integration with other datasets. The application “School buildings” is available on Google Play and the Apple store. The application shows only the amount of grants allocated by the Ministry of Education to public schools, but there is no connection with the main reform La Buona Scuola Digital, the focus of this commitment. The application, released in 2015, has not been updated. There is no platform available, but the results of the work-linked training schemes (alternanza scuola lavoro) are available on the Ministry’s website.

Commitment 26. Transparency Registry of the Ministry for Economic Development
This commitment is complete, and the registry is online on the Ministry website. The register includes the details of registered stakeholders and the agendas of general directors.

Did It Open Government?

Commitment 18. Supporting and protecting whistleblowers
Public Accountability: Major
Prior to this commitment, the only way for public employees to report cases of corruption to ANAC was through email. ANAC considers the new platform as an essential tool for receiving whistleblower reports for misconduct, having adopted an open-source platform for whistleblowing. The number of whistleblowing reports that ANAC receives has significantly increased as a result of the new platform. The platform was receiving around 30 reports per month in 2017, and around 66 per month in 2018 (its first six months). Most of the reports come from public employees. A year after its introduction, 607 reports were received in 2018, out of which 63 were sent to the public prosecutors’ offices, and 70 were sent to the Court of Auditors to ascertain the existence of wrongdoing or loss of public revenue. According to the website, around 70 percent of whistleblowing reports reach ANAC via this platform.

TI Italy views the new mechanism positively, as it is being used, and provides public sector employees with an official, safe, and privileged channel of communication of wrongdoings they witness.

Commitment 19. Follow the UBB
Access to Information: Marginal
The UltraBroadBand (UBB) is a national strategy to increase the digital maturity of the country, making public data more accessible. This commitment planned to publish detailed data on the development of the UBB plan. At the beginning of the action plan, UBB covered around 44% of houses in Italy. At the end of the implementation period, UBB covered around 67%. The National Digital Agency (AGID) has published information on the status of works for UBB, the percentage of broadband coverage at different speed (Megabits per second) at municipality level, in a simple and user-friendly way.

Commitment 20. OpenCoesione Plus
Access to Information: Marginal
The website OpenCoesione was set up in 2012, and existed prior to the start of the third action plan. During the implementation of this action plan, the government published new datasets on projects financed by the Italian cohesion policies, in open-data format. Although this is an ongoing initiative to improve the availability of information on cohesion policies, this commitment had the additional aim of increasing data use, through the project “A Scuola di Open Coesione”. By involving
every year hundreds of students of secondary schools in educational activities on the use of open data, this commitment has brought positive changes, but only led to a marginal change overall.

**Commitment 21. OPENAID 2.0**

**Access to Information: Marginal**

At the beginning of the action plan, the website OpenAID ITALIA contained information on around 3,600 cooperation projects that Italy has funded since 2004. The commitment was part of the ongoing process of publishing information, and its goal was to ensure transparency and accountability of programs and activities carried out by the Italian Cooperation. The website OpenAID ITALIA now includes an archive of data on almost 4,900 cooperation projects up to 2016, while the new website OpenAID AICS includes only data on new projects managed directly from AICS from 2016 onwards. Therefore, neither of the two websites include information on projects and resources for cooperation from other public agencies from 2017 onwards. In 2016, the AICS budget represented only 9% of the total value of the cooperation projects included in the OpenAID ITALIA platform. With this initiative, Italy has improved from a status of “very poor” to a status of “fair” (increasing by eight points in the ranking) in the transparency index of donors.

**Commitment 22. Anticorruption academy**

**Access to information: Did Not Change**

**Civic participation: Did Not Change**

**Public accountability: Did Not Change**

Italian anti-corruption law mandates that all PAs train their employees on anti-corruption themes, and training courses already existed. This commitment aimed to create an e-training package at the National School of Administration. AITRA, a nonprofit organization working on anti-corruption issues, expressed that the training course provides general information, but is not useful to give practical skills. Riparte il Futuro, an NGO active in communication and awareness on anticorruption, and a member of the Open Government Forum (OGF), was not aware of this initiative.

**Commitment 23. Network of digital animators**

**Access to information: Did Not Change**

**Civic participation: Did Not Change**

**Public accountability: Did Not Change**

This is one of the four commitments (the others being 4, 24, and 25) linked to the school reform “La Buona Scuola.” The capacity of the network to produce an impact is hindered, according to a stakeholder, by the limited capacity of digital animators, and the lack of cooperation among regional networks. Given its limited implementation, the commitment did not yield any changes to open government.

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

**Access to information: Did Not Change**

**Civic participation: Did Not Change**

**Public accountability: Did Not Change**

Given only preliminary activities were conducted to implement this commitment, and there is no functional portal, there are no changes to government practice to report as a result of this commitment. A member of the OGF criticized the initiative in an interview, stating it was approached in fragmented way.

**Commitment 25. Monitor the education reform “La Buona Scuola”**

**Access to information: Did Not Change**

**Civic participation: Did Not Change**

**Public accountability: Did Not Change**
The apps that were launched during the first year of implementation were terminated by the end of the action plan cycle. Other applications foreseen in the commitment were not made available.

Commitment 26. Transparency Registry of the Ministry for Economic Development
Access to Information: Major

This commitment aimed to provide citizens and interested users with the information on who the Ministry’s interlocutors are.46 At the beginning of the action plan, the Registry had 16 registered stakeholders.47 By increasing the number of registered entities 100 times (up to 1,304), the Ministry has increased the availability of information on its meetings in a major way.48 One member of OGF appreciates the action, welcoming its replication to increase its scale and magnitude.49 Until May 2018, close to the end of the action plan implementation period, the Registry had the agendas of the Minister, Vice Minister, and Under-Secretary.

Carried Forward?
At the time of writing this report, the new action plan has not been released.

The IRM follows a ‘high water mark’ for coding, which means that if the IRM researcher determines that the sum effect of the milestones warrants a higher coding for the commitment overall, this will be reflected in the overall coding. Due to the size of the Italian OGP action plan, and the structure of the IRM reports in themes, the same philosophy applies to the scoring of the status of the theme. See the IRM manual, page 63, for more information.
3 ANAC system for the management of reports of illegal conduct – Whistleblowing”, ANAC, available [in Italian] at https://servizi.anticorruzione.it/segnalazioni/#/
6 Interview by IRM researchers.
13 Idem.
21 Link provided by Alessandro Hinna of the National School of Administration: “Utilities”, National School of Administration, https://bit.ly/2y4zWL.
22 https://www.notiziedellascuola.it/legislazione-e-dottorina/indice-cronologico/2017/novembre/NOTA_MIUR_20171106_prot36983
The expert reported that, in some cases, public calls for proposal have been suspended, and in general the sig

According to the expert, sometimes the title of digital animator was given

separately. The March 2017

reform “La Buona Scuola” (school

education reform)

AITRA is


TI Italy, interview by IRM researchers.


“OpenAID ITALIA – Home”, ibid.


“Who we are”, Italian Association of Transparency and Anticorruption, http://aitra.it/chi-siamo/.

AITRA is a non-profit organization of professionals working on anti-corruption issues.

The objectives, milestones, activities of the four commitments are entangled in many ways, and all fall within the wider education reform. For instance, the data on the education system (Commitment 4) can be used by the students through a school kit (Commitment 24), coordinated by a digital animator of the school (Commitment 23) to monitor the education reform “La Buona Scuola” (Commitment 25), and it is therefore difficult to assess their completion and execution separately. The March 2017 hackathon (Milestone 3 of this commitment) is a concrete example of this entanglement.

Stati Generali dell’innovazione (member of the OGF), interview by IRM researchers. According to the expert, sometimes the title of digital animator was given without an assessment of the effective capacities. Another problem is the excessive close-minded attitude of some regional networks.

Stati Generali dell’innovazione (member of the OGF), interview by IRM researchers. The expert reported that, in some cases, public calls for proposal have been suspended, and in general the significant resources allocated by the previous government for the education reform have been suffocated by rules and procedure that has limited the innovative spirit of the reform.


Stati Generali dell’innovazione (member of the OGF), interview by IRM researchers.
27. Roma Capitale - Transparent Agenda (Subnational Commitment – City of Rome)

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

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

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

**Editorial note:** The commitment text was shortened for brevity and readability. To see full text of commitments please see the 2016–2018 action plan available at [https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf](https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf).

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<th>End of Term</th>
<th>Did It Open Government?</th>
</tr>
</thead>
<tbody>
<tr>
<td>27. Roma Capitale – Transparent agenda</td>
<td>High</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Technology &amp; Innovation for Transparency &amp; Accountability</td>
<td>None</td>
<td>Minor</td>
<td>Moderate</td>
</tr>
<tr>
<td>28. Transparent Milan: Public agenda of meetings of public decision-makers</td>
<td>High</td>
<td>Access to Information</td>
<td>Civic Participation</td>
<td>Technology &amp; Innovation for Transparency &amp; Accountability</td>
<td>None</td>
<td>Minor</td>
<td>Moderate</td>
</tr>
</tbody>
</table>

**Commitment Aim**

Commitment 27 aimed to develop the Open Agenda of the department responsible for “Roma semplice,” and to develop a register for department meetings with stakeholders in the City of Rome. For Commitment 28, the City of Milan aimed improve transparency of public administration (PA) by publishing online the agendas of meetings between stakeholders and public decision-makers.

**Status at Midterm**

Commitment 27: Limited

Commitment 28: Complete

Implementation of Commitment 27 (“Roma Capitale – Transparent Agenda”) was limited at the midterm. The open agenda was available on the institutional website of the deputy mayor “Sample Rome” (27.2). The City had not yet developed the register of stakeholders yet. (27.1).

Commitment 28 (“Transparent Milan”) was fully completed by the midterm. The City of Milan established the procedures and tools to acquire participant data on meetings occurring between the Councilor and stakeholders (28.1). Furthermore, the City of Milan published online the agenda of the Department of Participation, Open Data, and Active Citizenship (28.2).

**Status at End of Term**

Commitment 27: Limited

Commitment 28: Complete
Commitment 27. Roma Capitale – Transparent Agenda
The agenda of the councilor managing the project "Roma Semplice" is still online, but the register of stakeholders continues to be unavailable. According to the Monitora,1 the City Assembly was planning to adopt the decision for the register of stakeholders by the end of 2018 (27.1).

Did It Open Government?

Commitment 27. Roma Capitale – Transparent Agenda
Access to Information: Marginal
Civic Participation: Did Not Change
Public Accountability: Did not change

At the beginning of the action plan, the City of Rome had no public agenda of the meetings, which now exists. A member of the Open Government Forum (OGF)2 criticized two aspects of the agenda: the publication of too much information without filters to distinguish between internal meetings (with staff or the mayor) and relevant meetings for monitoring. Published information also focuses on meetings of only one member of the city executive board (Giunta). In addition, the register of stakeholders did not materialize, which was essential to change disclosure and transparency practices in government.

Commitment 28. Transparent Milan: Public agenda of meetings of public decision-makers
Access to Information: Marginal
Civic Participation: Did Not Change
Public Accountability: Did not Change

At the beginning of the action plan, there was no publicly-available information on the meetings between stakeholders and decision-makers of the City of Milan. By publishing all the meetings in an online agenda, the City of Milan has made a major change toward government openness. The City of Milan’s website now includes a public agenda of one member of the city executive board (Giunta) delegated by the mayor on civic participation and open government, with the details of his meetings with stakeholders. The agenda includes information such as the name of participants, the name of the affiliated entity, and the objective of the meetings. No other members of the executive board or the city council have published their agendas. A member of OGF3 recommends that it should include all members of the board.

Carried Forward?
At the time of writing this report, the new action plan has not been released.

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2 Riparte il Futuro, interview by IRM researchers.
3 Riparte il Futuro, interview by 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).

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.

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 analyze the level of dissemination and enjoyment of digital rights by citizens.

Editorial note: The commitment text was shortened for brevity and readability. To see full text of commitments please see the 2016–2018 action plan available at https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.

<table>
<thead>
<tr>
<th>Commitment Overview</th>
<th>Specificity</th>
<th>OGP Value Relevance (as written)</th>
<th>Potential Impact</th>
<th>Completion End of Term</th>
<th>Midterm</th>
<th>Did It Open Government?</th>
</tr>
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<tr>
<td>29. Italia.it</td>
<td>✔</td>
<td>Low, Medium</td>
<td>Minor</td>
<td>Limited</td>
<td>✔</td>
<td>Substantial</td>
</tr>
<tr>
<td>30. SPID</td>
<td>✔</td>
<td>High</td>
<td>Moderate</td>
<td>Completed</td>
<td>✔</td>
<td>Completed</td>
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<tr>
<td>31. Observatory on digital rights</td>
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<td>Low, Medium</td>
<td>Not Started</td>
<td>Worsened</td>
<td>✔</td>
<td>Major</td>
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</table>

Editorial note: Commitment 30 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.

Commitment Aim
The commitments under the Digital Citizenship and Innovation theme aim to increase citizens’ use and knowledge of their digital rights, as well as develop tools to facilitate the relationship between citizens and the public administration (PA). The 2016 Digital Single Market Indicators (DESI) show a high supply of public digital services but low usage. According to DESI 2017, Italy ranks 25 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 next-generation access (NGA).² ³

**Status at Midterm**
**Commitment 29: Limited**
**Commitment 30: Limited**
**Commitment 31: Limited**

The situation⁴ by the midterm (at the end of July 2017) was the following:

- Commitment 29 (“Italia.it”) had two out of five milestones complete: the National Digital Agency (AGID) published the service design guidelines, launched a public consultation (29.1), and supported the community of developers (29.2).

- Commitment 30 “Deployment of SPID to support innovation” had limited completion, with four actions out of five started, but none completed.

- Commitment 31 “Observatory on digital rights” had limited completion. Only a working group of regional authorities was set up and had identified its goals, actions and timeframes (31.1).

**Status at End of Term**
**Commitment 29: Limited**
**Commitment 30: Complete**
**Commitment 31: Limited**

At the end of the implementation period (July 2018), one commitment out of three had been completed and it is starred (30), while two have a limited completion (29 and 31).

**Commitment 29. Italia.it**

Despite its name,⁵ this commitment refers to the portal http://servizi.gov.it released on November 2017, which is currently only accessible in a beta version (29.3), with no active services. This commitment belongs to the wider strategy called Italy’s Digital Agenda,⁶ but AGID did not complete two milestones of the creation, the development of the interoperability infrastructure and establishment of the API register and the implementation of a central access point for public services.⁷ These milestones are fundamental to the launch of the portal, which remains a work in progress even beyond the end of the action plan. Recently, AGID announced the release of a selection of API for the catalogue,⁸ and organized a hackathon, Hack.Developers,⁹ in October 2017. The two portals, https://developers.italia.it/ and https://designers.italia.it,¹⁰ involve a community of developers and designers. The completion of the project (currently limited) is now in the hands of a new government.¹¹

**Commitment 30. Deployment of SPID to support innovation**

Prior to the implementation of this commitment, the government had created around 85,000 digital identities. By the end of the action plan, the number of digital IDs raised up to 2.8 million since the launch of the project.¹² ¹⁰ universities have adopted Public Digital Identity System (SPID) for service access (30.2). SPID was used as an authentication system for two public consultations for the City of Rome in June and July 2018 (30.4) and around 4,000 public administrations offer now services accessible through SPID (30.5). The network wifi.italia.it¹³ is now accessible through SPID (30.3).

**Commitment 31. Observatory on digital rights**

This commitment saw no progress during the second year of the action plan.¹⁴
Did It Open Government?

**Commitment 29. Italia.it**
**Access to Information:** Did Not Change  
**Civic Participation:** Did Not Change

This commitment is part of a wider reform for the digital progress of Italy, set up by the previous government. At the time of writing this report, the portal [http://servizi.gov.it](http://servizi.gov.it) is not active.

**Commitment 30. Deployment of SPID to support innovation**
**Access to Information:** Did Not Change  
**Civic Participation:** Did Not Change

By creating more than 2.6 million digital identities and extending the number of services accessible with the SPID in two years, the government has changed the way of citizen interaction with government services. Through the SPID, citizens can access their personal information held by Public Administrations (e.g. Health Service, Labour Service, National Insurance System, Chambers of Commerce) anytime for free, by making requests and obtaining services online. However, for the stakeholders interviewed, to realize the revolutionary potential of SPID, more has to be done; the major criticism is that it is difficult to register for the first time. The Banking Association Abi Lab considers the number of digital identities still insufficient to push private business stakeholders (e.g. the banking system) to implement the SPID in their services. For the Stati Generali dell’innovazione, the target is much lower than expected. The Industria Italiana del Software Libero stresses that the deployment of SPID needs to receive more support from the “digital ombudsman.”

Although SPID has changed accessing government-provided online services in a significant way, this commitment has not led to changes in disclosing government-held public information or to the creation of ways for citizens to participate in decision-making.

**Commitment 31. Observatory on digital rights**
**Access to Information:** Did Not Change  
**Civic Participation:** Did Not Change

At the beginning of the action plan, there was an attempt for a coordinated promotional activity to raise awareness of citizens’ right to the internet. At the regional level, but in two years, only an interregional working group has been set up.

**Carried Forward?**
At the time of writing this report, the new action plan has not been released.

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1. The Digital Economy and Society Index (DESI) is a composite index that summarizes relevant indicators on Europe’s digital performance and tracks the evolution of EU member states in digital competitiveness.
3. Next generation access (NGA) describes a significant upgrade to the broadband available by increasing speed and quality of the service.
6. The IRM follows a ‘high water mark’ for coding, which means that if the IRM researcher determines that the sum effect of the milestones warrants a higher coding for the commitment overall, this will be reflected in the overall coding. Due to the size of the Italian OGP action plan, and the structure of the IRM reports in themes, the same philosophy applies to the scoring of the status of the theme. See the IRM manual, page 63, for more information.
7. The domain [www.italia.it](http://www.italia.it) was registered by the government in 2004, but the website [www.italia.it](http://www.italia.it) hosts tourist information about Italy.
From 31 May 2017, the strategy has a new name: The Tri-annual Plan for the digital transformation of the Public Administration ict.italia.it. Please refer to Commitment 1 for more information.


Hilary Clark and Euan McKirdy, “Populist parties surge in Italian election”, CNN, 5 March 2018, https://cnn.it/2JMRdPW.


The WiFi°Italia°It project aims to allow citizens and tourists, both Italian and foreign, to connect in an easy way to a free of charge and widespread WiFi network throughout the Country. “WiFi.Italy.it – The national network of free Internet access”, Ministero dello sviluppo economic, http://wifi.italia.it/.


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.

Editorial note: The commitment text was shortened for brevity and readability. To see full text of commitments please see Action Plan 2016-18 available at https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf

Commitment Aim
This commitment from the City of Lecce aimed to better connect start-ups and public administrations.

Status at Midterm
Substantial
This commitment was mostly achieved in the first year of the action plan. The "2nd Lecce Open Data Contest" have been defined (32.1) and launched on the city of Lecce’s official website (32.2). On 16 December 2016, the City of Lecce published the contest’s winners and their projects (32.3).

Status at End of Term
Substantial
This commitment saw no progress in the second year of the action plan and remained substantially complete.1

Did It Open Government?
Access to Information: Did Not Change
Civic Participation: Did Not Change
Public Accountability: Did not Change

The starting point of this commitment was a favorable environment for the creation of new start-ups, with the local administration organizing contests. While this commitment aimed to remove bureaucratic obstacles for companies and to gain from the expertise of start-ups and small and medium-size enterprises (SMEs) to the technological needs of institutions, it was not clearly relevant to the OGP values of access to information, citizen’s ability to participate in decision-making, or public accountability.

Carried Forward?
At the time of writing this report, the new action plan has not been released.
Theme VI: Digital skills

33. Promoting digital skills

Description: 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.

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.

Editorial note: The commitment text was shortened for brevity and readability. To see full text of commitments please see the 2016–2018 action plan available at https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf.

Commitment Overview

<table>
<thead>
<tr>
<th>Commitment Overview</th>
<th>Specificity</th>
<th>OGP Value</th>
<th>Potential Impact</th>
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<th>Midterm</th>
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<td>✔</td>
<td>✔</td>
<td>✔</td>
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</tr>
</tbody>
</table>

Commitment Aim

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 25 in Europe for public digital services provision.\(^3\) In 2015, 63% of the population used Internet on a regular basis (compared to 76% of the European Union average), and 43% 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.

Status at Midterm

Commitment 33: Limited

Commitment 34: Limited
The situation by the midterm (at the end of July 2017) was the following:

- Commitment 33 was delayed, and only minor activities were started.
- Commitment 34 had published the call for selecting the schools to involve in the project.

**Status at End of Term**

**Commitment 33: Limited**

**Commitment 34: Limited**

**Commitment 33. Promoting digital skills**

The National Digital Agency (AGID) has started only a minor activity. No tools or instruments exist (33.1), and consequently, no feedback (33.2) or monitoring (33.3) were feasible.

**Commitment 34. Becoming digital citizens**

Following the activities in the first year, the Ministry for Education, Universities, and Research (MIUR) did not make additional progress in the implementation of this commitment.

**Did It Open Government?**

**Commitment 33. Promoting digital skills**

*Access to Information: Did Not Change*

*Civic Participation: Did Not Change*

*Public Accountability: Did Not Change*

This commitment was the first systematic initiative to promote digital skills of the public employees. However, the implementation has not advanced beyond intent, and therefore no results or changes in government practice have been seen.

**Commitment 34. Becoming digital citizens**

*Civic Participation: Did Not Change*

The only action started during the OGP action plan was the call for projects in the “Digital Curricula” (September 2016). Since then, this action did not continue, and there have been no changes to civic participation.

**Carried Forward?**

At the time of writing this report, the new action plan has not been released.

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4. Idem.
The IRM follows a ‘high water mark’ philosophy for coding, which means that if the IRM researcher determines that the sum effect of the milestones warrants a higher coding for the commitment overall, this will be reflected in the overall coding. Due to the size of the Italian OGP action plan, and the structure of the IRM reports in themes, the same philosophy applies to the scoring of the status of the theme. See the IRM manual, page 63, for more information.
Methodological Note

The end-of-term report is based on desk research and interviews with governmental and nongovernmental stakeholders. The IRM report builds on the findings of the government’s self-assessment report; other assessments of progress put out by civil society, the private sector, or international organizations, and the previous IRM progress report.

To produce the end-of-term report for Italy’s 2016–2018 action plan, the IRM researchers adopted the following approach to ensure feedback from the responsible agency and at least one stakeholder:

1. Assessment of the baseline for each commitment at the end of year one from the IRM progress report;
2. Collection and analysis of information uploaded on the section called “Monitora” in the OGP Italy website open.gov.it (last check on 30 September 2018);
3. Cross check of the Monitora information with desk research;
4. Request of additional information on the second year with each responsible agency (by email and phone) (from July to September 2018);
5. Request of information from the stakeholders, through phone calls, emails, forums (such as Spaghetti Open Data—https://groups.google.com/forum/#!topic/spaghettiopendata/OC62s3kFQ50 or forum.italia).

IRM researchers have sent to each stakeholder the information about the commitment, with a request to check and confirm the information and comment about the impact.

The IRM researchers contacted all implementing administrations up to two times through two different channels. Researchers could succeed in contacting almost all lead implementing administrations with exception of three of them (responsible for Commitments 4, 7, 8, 22, 26).

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<th>TOOLS</th>
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<td>2. OpenTrasporti</td>
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<td>3. ISTAT linked open data</td>
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<td>7. FOIA: Implementation and monitoring</td>
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<td>A6. Guidelines on consultations</td>
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<td>17. Bologna decides and transforms</td>
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<td>23. Network of digital animators</td>
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<td>24. School kit</td>
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<td>25. Monitor “La Buona Scuola”</td>
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<tr>
<td>30. SPID</td>
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</tbody>
</table>
IRM researchers have contacted stakeholders belonging to the Open Government Forum by email on 21 September 2018 and sent a reminder on 26 September 2018. The IRM researchers have contacted stakeholders belonging to the Open Government Forum and others by phone on the 13, 14, 17, 19, 20, and 21 December 2018.
<table>
<thead>
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Lorenzo Segato holds a PhD in criminology and a degree in law. He is an anti-corruption expert, a senior researcher in criminology, and coordinator of the IRM Italy research team.

Nicola Capello is an anti-corruption expert and a researcher. He holds a degree in law and a master’s degree on analysis, prevention and contrast of organized crime and corruption.

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