

# 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 Anticorruption 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.<sup>1</sup> On 11 May 2018, the DPA met with the stakeholders for the development of the fourth action plan.<sup>2</sup> The participation was lower than in the previous action plan,<sup>3</sup> and the development phase of the fourth action plan is currently delayed. The original timeline<sup>4</sup> has been modified following the results of political elections in May 2018.

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

Table 1: At a Glance		
	Mid-term	End of term
Number of Commitments	40	
Level of Completion		
Completed	2	16
Substantial	11	10
Limited	21	13
Not Started	0	1
Not reviewed	6	0
Number of Commitments with...		
Clear Relevance to OGP Values	34	34
Transformative Potential Impact	4	4
Substantial or Complete Implementation	13	26
All Three (🌟)	2	4
Did It Open government?		
Major	9	
Outstanding	2	
Moving Forward		
Number of Commitments Carried Over to Next Action Plan	N/A	

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<sup>2</sup> OGP Italia, Twitter post, 11 May 2018, 2:03 a.m., <https://twitter.com/opengovitaly/status/994865500604780544>.

<sup>3</sup> 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 are available here: (<http://spaghettiopendata.org/archivio/blog/matteo-brunati/un-report-sul-forum-ogp-e-gli-opendata#.XVJLRVVR2cw>, <http://spaghettiopendata.org/archivio/Report-ForumOGP-OpenData.html>). The report (alpha version) is still available here: [https://docs.google.com/document/d/1LxArALZzVfggm\\_M3l2-ViauhftgMBZC0lel4uPiDI-A/edit?usp=sharing](https://docs.google.com/document/d/1LxArALZzVfggm_M3l2-ViauhftgMBZC0lel4uPiDI-A/edit?usp=sharing)

<sup>4</sup> OGP Italia, Twitter post, 11 May 2018, 2:16 a.m., <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.<sup>1</sup> 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 the Italy's point of contact for OGP, the OGF has been an important platform for discussions and collaboration between government and civil society.<sup>2</sup> 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,<sup>3</sup> sharing all results and notes on the public OGF Google group and repository, and it is organized in six thematic working groups (or tables).<sup>4</sup> 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.<sup>5</sup>

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),<sup>6</sup> 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.<sup>7</sup>

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.<sup>8</sup> 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

Regular Multistakeholder Forum	Midterm	End of Term
1. Did a forum exist?	Yes	Yes
2. Did it meet regularly?	Yes	No

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.<sup>9</sup> 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.

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

<sup>1</sup> Consult the Progress Report to read how the government followed the process of consultation during the development of the action plan. During the implementation, Italy OGP team opened an online consultation on the government’s draft self-assessment report from 5 to 19 September 2017.

“Third Action Plan 2016–2018”, Italia Open Government, Open Government Partnership, <http://open.gov.it/terzo-piano-dazione-nazionale/>.

<sup>2</sup> The IRM received this information from Italy’s point of contact for OGP during the pre-publication period for this report.

<sup>3</sup> Rules are: Periodical meetings, Clear agendas, Publicity of work, Inclusiveness and Majority. Periodical meetings mean plenary meetings every six months, and thematic meetings are at least every two months.

“Third Action Plan 2016–2018”, Italia Open Government, Open Government Partnership, pp. 127-128, <http://open.gov.it/terzo-piano-dazione-nazionale/>.

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

<sup>5</sup> Since June 2016, consultations and dialogue with the civil society go through the Italian Open Government Forum. For more information on OGF, see “Open Government Forum”, Italia Open Government, <http://open.gov.it/open-government-partnership/open-government-forum/>.

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>.

<sup>6</sup> Full details of the event are available here: “Milan Outcome Document”, Italia Open Government, <http://open.gov.it/saa/european-open-government-leaders-forum/>.

<sup>7</sup> The IRM received this comment from Italy’s point of contact for OGP during the pre-publication period for this report.

<sup>8</sup> One of the activists of Spaghetti Open Data, has published the document in one of his blog: [https://docs.google.com/document/d/1LxArALZzVfggm\\_M3I2-ViauhftgMBZC0lel4uPiDI-A/edit?usp=sharing](https://docs.google.com/document/d/1LxArALZzVfggm_M3I2-ViauhftgMBZC0lel4uPiDI-A/edit?usp=sharing). The document was shared four times. The document is available at <http://spaghettiopendata.org/archivio/blog/matteo-brunati/un-report-sul-forum-ogp-e-gli-opendata#.XVJLRVVR2cw>.

<sup>9</sup> “IAP2’s Public Participation Spectrum”, International Association for Public Participation, <https://bit.ly/2oZsFYd>.

## About the Assessment

The indicators and method used in the IRM research can be found in the IRM Procedures Manual.<sup>1</sup> 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.<sup>2</sup>
- 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 capture 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.

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<sup>1</sup> IRM Procedures Manual, Open Government Partnership, <http://www.opengovpartnership.org/about/about-irm>.

<sup>2</sup> 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.<sup>1</sup>

Italy’s third action plan contains 40 commitments<sup>2</sup> 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.<sup>3</sup> 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.<sup>4</sup> Monitora is a self-assessment tool for implementing Italian ministries, departments, and agencies (MDA)s. In principle, it allows stakeholders to comment,<sup>5</sup> however the plugin is not active, reducing the monitoring potential of the website.

**Table 4: Assessment of Progress by Commitment**

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm End of Term		Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
1. Shared national agenda for public data		✓			✓	✓	✓	✓		✓				✓				✓			
2. Open transportation data		✓			✓			✓		✓					✓				✓		
3. Link ISTAT to open data				✓	✓			✓				✓		✓					✓		
4. Open education data				✓	✓	✓		✓		✓					✓					✓	
5. Create national registry of public investment projects			✓			✓		✓		✓				✓							✓
AI. Program for the rationalization of public procurement			✓		✓						✓		Not Reviewed							✓	
6. Open urban data in Florence				✓	✓					✓						✓			✓		
7. FOIA				✓	✓					✓				✓						✓	
8. (More) Transparent administration			✓		✓					✓				✓					✓		

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm		Did It Open Government?						
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	End of Term								
															Substantial	Completed							
9. Social networks for transparency				✓	✓					✓				✓				Worsened	Did Not Change	Marginal	Major	Outstanding	
10. Data on penitentiaries		✓			✓	✓					✓			✓					✓				
11. CONSIP tenders dashboard				✓	✓					✓						✓					✓		
A2. Single regulation for access and digitization				✓	✓					✓			Not Reviewed					✓				✓	
A3. Transparency by design		✓			✓					✓			Not Reviewed					✓					
A4. Portal of environmental “VAS-VIA-AIA”		✓			✓					✓			Not Reviewed								✓		
A5. SISPED			✓		✓						✓		Not Reviewed					✓					
12. Public registry of representatives			✓		✓					✓				✓					✓				
✪13. Open Administration Week			✓		✓	✓						✓				✓					✓		
14. Strategy for participation				✓	✓	✓					✓					✓				✓			
15. Public Works 2.0		✓			✓	✓				✓				✓						✓			
A6. Participation strategy		✓				✓				✓			Not Reviewed							✓			
✪16. Rome cooperates			✓		✓	✓	✓					✓				✓							✓
17. Bologna decides and transforms			✓		✓	✓				✓				✓							✓		
18. Supporting and protecting whistleblowers			✓				✓				✓			✓			✓				✓		
19. Follow the UBB		✓			✓					✓						✓				✓			
20. OpenCoesione Plus				✓	✓					✓						✓				✓			
21. OPENAID 2.0			✓		✓						✓			✓			✓			✓			
22. Anticorruption academy				✓	Unclear					✓				✓				✓					
23. Network of digital animators			✓		Unclear						✓			✓					✓				
24. School kit: a strategy to value best practices in education		✓			Unclear					✓				✓					✓				

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm End of Term		Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
25. Monitor the education reform “La Buona Scuola”		✓			Unclear					✓				✓	✓			✓			
26. Transparency registry of the Ministry for Economic Development				✓	✓					✓					✓	✓				✓	
27. Roma Capitale–Transparent agenda				✓	✓	✓	✓			✓				✓					✓		
28. Transparent Milan: Public agenda of meetings of public decision-makers				✓	✓	✓	✓			✓						✓			✓		
29. Italia.it			✓		✓	✓				✓				✓				✓			
30. SPID				✓	✓	✓		✓			✓			✓		✓		✓			
31. Observatory on digital rights		✓			✓	✓				✓				✓				✓			
32. Lecce–Start-up in the city			✓		Unclear					✓					✓			✓			
33. Promoting digital skills			✓		Unclear					✓				✓				✓			
34. Becoming digital citizens				✓		✓		✓		✓				✓				✓			

<sup>1</sup> “IRM Italy Mid-Term Report 2016–2018”, Independent Reporting Mechanism, Open Government Partnership, <https://bit.ly/2Ejr5Xi>.

<sup>2</sup> The first release of the Italian OGP action plan contained 34 commitments, six more were added in June 2017 through an Addendum.

<sup>3</sup> “IRM Italy End-of-Term report 2014–2016”, Independent Reporting Mechanism, Open Government Partnership, 28 June 2017, <https://bit.ly/2JLy15v>.

Only one out of six commitments were completed in the 2014–2016 plan.

<sup>4</sup> 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.

“Monitora”, Italia Open Government, <http://open.gov.it/monitora/>.

<sup>5</sup> “Inline Comments - WordPress Plugin”, Kevin Weber, accessed 13 March 2018, <https://kevinw.de/inline-comments/>.

## 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](https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf).

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm	Did It Open Government?					
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial		End of Term	Completed			
1. Shared national agenda for public data		✓			✓	✓		✓		✓				✓							
2. Open transportation data		✓			✓			✓		✓					✓						
🌟 3. Link ISTAT to open data				✓	✓			✓				✓		✓		✓					
4. Open education data				✓	✓	✓		✓		✓					✓			✓			
5. Create national registry of public investment projects			✓			✓		✓		✓				✓		✓					✓
A1. Program for the rationalization of public procurement			✓		✓						✓		Not Reviewed						✓		

**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<sup>1</sup> and reforms<sup>2</sup> 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.<sup>3</sup>

### 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 AI (“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 AI: 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 AI). 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,<sup>4</sup> none of the three milestones were achieved by the end of the action plan.<sup>5</sup> 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).<sup>6</sup> The “Three-Year Plan for information technology in the Public Administration,”<sup>7</sup> published in May 2017, took the place of the Digital Agenda, which no longer exists (1.2). Annex 5 of the Three-Year Plan<sup>8</sup> contains the Open Data basket,<sup>9</sup> 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<sup>10</sup> 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<sup>11</sup> beyond the deadline of Milestone 2.1 (December 2016) on the platform [dati.mit.gvo.it](http://dati.mit.gvo.it) (2.2). From 20–22 June 2017, the MIT enabled the infrastructure [Opentrasporti](http://Opentrasporti)<sup>12</sup> (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<sup>13</sup> 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.<sup>14</sup> Two milestones, the automatic and real-time updating system of [Opentrasporti](http://Opentrasporti) (2.5) and the consultation<sup>15</sup> on Local Public Transport (TPL) data interoperability (2.7), were expected to be finished for June 2018.<sup>16</sup> By the time of writing this report, the draft guidelines for TPL data interoperability were underway but not yet complete.<sup>17</sup>

### **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).<sup>18</sup> 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.<sup>19</sup>

### **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.<sup>20</sup> 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).<sup>21</sup> The MIUR promoted the access and reuse of open data with initiatives like #FuturalItalia. 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.<sup>22</sup>

### **Commitment 5. OpenCUP Portal – National registry of public investment projects**

This commitment is substantially completed. According to the Monitora,<sup>23</sup> DPCEP has promoted open data concerning public investments in OpenCUP in 15 events from October 2017 to June 2018 (5.5).<sup>24</sup> 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.<sup>25</sup>

### **Commitment AI. Open Data from the dataset of the program for the rationalization of public procurement**

Consip has released 10 new datasets in CSV format (AI.1) since July 2017.<sup>26</sup> The website shows that datasets have been downloaded 150 times and have received a five-star rating<sup>27</sup> by users. Consip has postponed the release of linked open data (AI.2) to 2019.<sup>28</sup> Therefore, this commitment is considered substantially complete.

### **Did It Open Government?**

#### **Commitment I. 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.<sup>29</sup> 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.<sup>30</sup>

## **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.<sup>31</sup> 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.<sup>32</sup>

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.<sup>33</sup>

## **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.<sup>34</sup>

## **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.<sup>35</sup> 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.<sup>36</sup>

## **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).<sup>37</sup> 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.<sup>38</sup> 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.”<sup>39</sup> One stakeholder on the Open Government Forum<sup>40</sup> 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.<sup>41</sup>

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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<sup>1</sup> For example, the National Agenda for the Enhancement of Public Data or the three-year plan for ICT in Public Administration.

<sup>2</sup> For example, the reform of the Public Administration.

<sup>3</sup> 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.

<sup>4</sup> “Monitora”, Italia Open Government, accessed 30 September 2018, <http://open.gov.it/monitora/>.

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.

<sup>5</sup> “Participating National Agenda for the enhancement of public information assets”, Monitora, Italia Open Government, updated 13 December 2017, accessed 8 September 2018, <http://open.gov.it/monitora/1-agenda-nazionale/>.  
Francesco Tortorelli, AGID, interview by IRM researchers.

The information in the Monitora (zero out of three objectives achieved) differs from what declared in the progress report (one out of three objectives achieved).

<sup>6</sup> “IRM Italy Mid-Term Report 2016–2018”, Independent Reporting Mechanism, Open Government Partnership, <https://bit.ly/2Ejr5Xi>.

<sup>7</sup> “The Three Year Plan for ICT in the Public Administration”, Developers Italia, <https://pianotriennale-ict.italia.it/en/plan/>. The Three-Year Plan for information technology in the Public Administration is “the strategic and economic policy document that turns into action the Strategic Model for the evolution of the public administration information system.”

<sup>8</sup> “The Three Year Plan for ICT in the Public Administration: Annex 5 – Open data dataset basket”, Developers Italia, <https://bit.ly/300OkUu>.

<sup>9</sup> “Paniere di riferimento 2016-2020 - PAC - per le azioni di monitoraggio 2016 (Direttiva PSI e CAD), nonché per il calcolo dell'indicatore 2RIS: Disponibilità di banche dati pubbliche in formato aperto (numero di banche dati pubbliche disponibili in formato aperto in percentuale sulle banche dati pubbliche di un paniere selezionato)”, Developers Italia, available [in Italian] at [http://www.dati.gov.it/sites/default/files/PANIERE-dataset\\_20170207.ods](http://www.dati.gov.it/sites/default/files/PANIERE-dataset_20170207.ods)

<sup>10</sup> The report is available at <http://spaghettiopendata.org/archivio/blog/matteo-brunati/un-report-sul-forum-ogp-e-gli-opendata#.XVJLRVVR2cw>.

<sup>11</sup> For example, “Public Contract Service Database – SCP”, OpenData, Ministero delle Infrastrutture e dei Trasporti, 20 June 2017, <http://dati.mit.gov.it/catalog/dataset/scp>.

<sup>12</sup> API Opentrasporti, <http://opentrasport.mit.gov.it/>. (The app is available here: <https://apkpure.co/g7-cagliari-opentrasporti-app/>.)

<sup>13</sup> Person in charge of the activity, MIT, interview by IRM researchers.

<sup>14</sup> OpenGenova, interview by IRM researchers.

<sup>15</sup> “Consultations: search results”, Ministry of Infrastructure and Transport, <http://mit.gov.it/ricerca/consultazione>.

<sup>16</sup> “Opening of data on mobility through Open Transport”, Monitora, Italia Open Government, updated 22 June 2018, <http://open.gov.it/monitora/2-apertura-dei-dati-sulla-mobilita-opentrasporti/>.

<sup>17</sup> Mario Nobile, MIT, interview by IRM researchers.

<sup>18</sup> Stefano De Francisci, ISTAT, interview by IRM researchers.

<sup>19</sup> “ISTAT Linked Open Data”, Monitora, Italia Open Government, updated 4 July 2018 <http://open.gov.it/monitora/3-istat-linked-open-data/>.

<sup>20</sup> “School self-assessment Outcomes section. State school 2015/16 school year”, Portale Unico dei Dati della Scuola, 31 August 2016, available [in Italian] at <https://bit.ly/2y0Dq1x>.

<sup>21</sup> “Graph the data and compare them”, MIUR, Generazioni Connesse, available [in Italian] at <https://bit.ly/2Z3Obod>.

<sup>22</sup> Sonia Montegiove, “Civic Hack: the first civic hackaton open to Umbrian schools”, *Animatori Digitali Umbria* (blog), 29 October 2018, <https://bit.ly/2SCCRVq>.

<sup>23</sup> “OpenCUP portal – National registry of public investment projects”, Monitora, Italia Open Government, updated 26 June 2018, <https://bit.ly/30Vbylx>.

<sup>24</sup> Marini, Monitora, interview by IRM researchers.

Mr. Marini, who was responsible for the action, provided updated information on the events: 10 events with 50 participants each, one workshop with 160 participants, one workshop with 600 participants.

<sup>25</sup> Person in charge of the commitment, DPCEC, interview by IRM researchers.

<sup>26</sup> “Open Data relating to the information assets of the Procurement Rationalization Program of the Public Administration”, Monitora, Italia Open Government, updated 19 March 2018, <https://bit.ly/32LYYxi>. According to the commitment’s implementing official, Consip had to release eleven new datasets in CSV format regarding negotiations and purchases by the end of 2017.

<sup>27</sup> “Datasets: acquisti”, Open Data Consip, <http://dati.consip.it/dataset?groups=cat-acquisti>; and “Datasets: negoziazioni”, Open Data Consip, <http://dati.consip.it/dataset?groups=cat-negoziazioni>.

<sup>28</sup> Susanna La Cecilia, Consip and MEF, interview by IRM researchers.

<sup>29</sup> 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.

<sup>30</sup> 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.

<sup>31</sup> “PANIERE dataset 2017”, Italian Digital Agency, <https://bit.ly/2JSAjyo>.

<sup>32</sup> “Scioperi dei Trasporti”, MIT, <http://dati.mit.gov.it/catalog/dataset/scioperi-dei-trasporti>.

<sup>33</sup> Datasets are available here: “Open Data”, CTMspa, <http://www.ctmcagliari.it/custom.php?nome=opendata>; and “Reference: GTFS Extensions”, Google Transit APIs, <https://developers.google.com/transit/gtfs/reference/>.

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- <sup>34</sup> See an online discussion on this topic: “List of key data bases: why are there no longer CAPs?”, *Forum Italia* (forum), 29 August 2017, <https://bit.ly/2jVvr14p>.
- <sup>35</sup> “School self-assessment Outcomes section. State school 2015/16 school year”, Portale Unico dei Dati della Scuola, 31 August 2016, available [in italian] at <https://bit.ly/2y0Dq1x>.
- <sup>36</sup> Sonia Montegiove, “What remains of Futura Terni?”, *Animatori Digitali Umbria* (blog), 18 December 2018, <http://animatoridigitali.regione.umbria.it/blogs/entry/Cosa-resta-di-Futura-Terni>.
- <sup>37</sup> “Home”, OpenCUP, webpage archive July 2016, <https://web.archive.org/web/20160730064038/http://opencup.gov.it/homepage>; and “Home”, OpenCUP, webpage archive June 2018, <https://web.archive.org/web/20180622010146/http://opencup.gov.it/homepage>.
- <sup>38</sup> “OpenCUP wins implementation award 2018 Digital Agenda launched by PoliMI”, OpenCUP, 18 December 2018, <https://bit.ly/2Y9jclT>.
- <sup>39</sup> “Open Data Maturity in Europe Report 2018”, European Data Portal, last updated November 2018, <https://bit.ly/2DyPOtC>.
- <sup>40</sup> Marina Bassi and Vincenzo Paturno, “Italy and Open Data: ‘good position, but governance’”, FPA, 28 November 2018, <https://bit.ly/2KGKki2>.
- <sup>41</sup> “Home”, Open Data Consip, webpage archive November 2016, <https://web.archive.org/web/20161123174547/http://dati.consip.it/>; and “Home”, Open Data Consip, webpage archive August 2018, <https://web.archive.org/web/20180830234648/http://dati.consip.it/>.

## 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).

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm End of Term		Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
6. Open urban data in Florence				✓	✓						✓					✓			✓		

### 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 forward<sup>1</sup> 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.<sup>2</sup> 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.<sup>3</sup> By June 2018, that number had increased by ten percent, to 1,469 datasets.<sup>4</sup> 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.<sup>5</sup>

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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<sup>1</sup> "Florence Open Data", Monitora, Italia Open Government, updated 30 August 2018, <http://open.gov.it/monitora/6-firenze-open-data/>.

Gianluca Vannuccini, City of Florence, interview by IRM researchers.

<sup>2</sup> 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, <https://www.stamptoscana.it/open-data-e-trasparenza-premiato-il-comune-di-firenze/>.

<sup>3</sup> "City of Florence Open Data Portal", Open Data, webpage archive from July 2016, <https://web.archive.org/web/20160716130753/http://opendata.comune.fi.it>.

<sup>4</sup> "City of Florence Open Data Portal", Open Data, webpage archive from August 2018, <https://web.archive.org/web/20180629081405/http://opendata.comune.fi.it>.

<sup>5</sup> 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](http://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).

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm End of Term		Did It Open Government?				
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7. FOIA				✓	✓						✓			✓		✓				✓	
8. (More) Transparent administration			✓		✓					✓				✓		✓			✓		
9. Social networks for transparency				✓	✓					✓				✓		✓		✓			
10. Data on penitentiaries		✓			✓	✓					✓			✓				✓			
11. CONSIP Tenders Dashboard				✓	✓					✓					✓	✓				✓	
A2. Single regulation for access and digitization				✓	✓					✓			Not Reviewed					✓			
A3. Transparency by design		✓			✓					✓			Not Reviewed					✓			
A4. Portal of environmental "VAS-VIA-AIA"		✓			✓					✓			Not Reviewed							✓	
A5. SISPED			✓		✓						✓		Not Reviewed					✓			

### 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 situation<sup>1</sup> 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 Dashboard<sup>2</sup> was made available online in June 2017. At the time of the progress report, Consip declared<sup>3</sup> 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 addenda<sup>4</sup> 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.<sup>5</sup>

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

This commitment is complete, as confirmed by the NGO Riparte il Futuro.<sup>6</sup> 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.<sup>7</sup>

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

This commitment is complete.<sup>8</sup> 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.<sup>9</sup>

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

This commitment is complete.<sup>10</sup> 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 Monitora<sup>11</sup> and the person in charge of the commitment,<sup>12</sup> 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](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.<sup>13</sup>

### **Commitment 11. Consip Tenders’ Dashboard**

This commitment is complete. According to the last information provided by Consip,<sup>14</sup> 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.<sup>15</sup> Consip did not set up a formal consultation process (11.2), providing two different explanations.<sup>16</sup> 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.<sup>17</sup> 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.<sup>18</sup> INAIL is currently tracking the requests<sup>19</sup> 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.<sup>20</sup> 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.<sup>21</sup> 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.<sup>22</sup> 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> in December 2017 (A4.2 and A4.3), and launched it at the end of July 2018 (A4.4).<sup>23</sup>

#### **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.<sup>24</sup> 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.<sup>25</sup>

### **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.<sup>26</sup> 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.<sup>27</sup> 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%).<sup>28</sup> 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,<sup>29</sup> 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. Antigone, 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 to 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,”<sup>30</sup> 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)<sup>31</sup> 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.

<sup>1</sup> “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.

<sup>2</sup> “Dashboard races”, Consip, accessed 13 March 2018, [www.consip.it/bandi-di-gara/cruscotto-gare](http://www.consip.it/bandi-di-gara/cruscotto-gare).

The dashboard offers a real-time status check of all tenders managed by Consip through two different counters regarding the number and value of bids issued and contracts awarded. The counters show whether the tender concerns goods, services, or work (issued or awarded). Additional counters show the number of ongoing procedures, highlighting the most economically advantageous tender.

<sup>3</sup> Consip, interview by IRM researchers on 7 September 2017.

<sup>4</sup> A2 “Single regulation for access and digitization”, A3 “Transparency by design”, A4 “Portal of environmental “VAS-VIA-AIA”, A5 “SISPED”.

<sup>5</sup> “Monitora”, Italia Open Government, accessed 6 September 2018, <http://open.gov.it/monitora/>.

The Italian OGP website hosts a monitoring system of the commitment implementation, called “Monitora.” The web portal is 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.

<sup>6</sup> “FOIA: implementation and monitoring”, Monitora, Italia Open Government, updated 23 March 2018, <http://open.gov.it/monitora/7-foia-attuazione-monitoraggio/>.

Riparte il Futuro, interview by IRM researchers.

Riparte il Futuro is an Italian non-profit organization that promotes transparency and civil rights to fight corruption through communication and campaigning. Riparte il Futuro is a member of the Open Government Forum. [www.riparteilfuturo.it](http://www.riparteilfuturo.it)

<sup>7</sup> “Report Monitoraggio FOIA”, Autorita Nazionale Anticorruzione, 15 January 2018, available [in Italian] at <https://bit.ly/2YcQADD>.

<sup>8</sup> “(More) Transparent Administration”, Monitora, Italia Open Government, updated 22 June 2018, <http://open.gov.it/monitora/8-amministrazione-piu-trasparente/>.

<sup>9</sup> “Monitoraggio conoscitivo visualizzazioni siti istituzionali di n. 20 Comuni sezione ‘Amministrazione trasparente’. Report conclusivo.”, Autorita Nazionale Anticorruzione, 19 January 2018, available [in Italian] at <https://bit.ly/2Ykqliz>.

<sup>10</sup> “Social network for the transparency of the PA”, Monitora, Italia Open Government, updated 6 July 2018, <http://open.gov.it/monitora/9-social-network-la-trasparenza-della-pa/>, and Marco Laudonio, responsible for the action, interview by IRM researchers.

<sup>11</sup> “Transparency of data from prisons”, Monitora, Italia Open Government, updated 22 June 2018, <http://open.gov.it/monitora/10-trasparenza-dati-degli-istituti-penitenziari/>.

<sup>12</sup> Antonella Ignarra, responsible for the commitment, interview by IRM researchers on 4 September 2018.

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<sup>13</sup> On 17 September 2018, the IRM researchers checked the unavailability of information of 43 penitentiaries on the Ministry website: Salerno, Pozzuoli, Avienzo, Frosinone, Rebibbia, Sassari, Cagliari, Potenza, Piazza Armerina, Augusta, Trani, Leccel, San Severo, Castrovillari, Napoli Secondigliano, Velletri, L'Aquila, Chieti, Spoleto, Porto Azzurro, San Gimignano, Firenze Sollicciano, Perugia, Pesaro, Ascoli Piceno, Forlì, Reggio Emilia, Bologna, Verona, Padova, Venezia, Trieste, Udine, Belluno, Bolzano, Trento, Milano San Vittore, Belluno, Asti, Brusogno, Genova. The system provides an error message "Sono avvenuti errori, si prega di riprovare".

<sup>14</sup> "Consp Race Dashboard", Monitora, Italia Open Government, updated 10 June 2018, <http://open.gov.it/monitora/11-cruscotto-gare-consip/>; and

Roberta Prione, responsible for the action, interview by IRM researchers.

<sup>15</sup> "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.

<sup>16</sup> 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."

<sup>17</sup> "Single regulation for access and computerization of procedures", Monitora, Italia Open Government, updated 4 July 2018, accessed 8 September 2018, <https://bit.ly/2YaVINE>.

<sup>18</sup> "Civic Access", INAIL, updated 11 July 2018, <https://bit.ly/2Y74DKB>.

<sup>19</sup> 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.

<sup>20</sup> Alessandro Pastorelli, responsible for the action, interview by IRM researchers.

<sup>21</sup> "Transparency by design", Monitora, Italia Open Government, updated 20 December 2017, <http://open.gov.it/monitora/a3-trasparenza-by-design/>.

<sup>22</sup> "Evaluation portal and environmental authorizations VAS-VIA-AIA", Monitora, Italia Open Government, updated 21 March 2018, <https://bit.ly/2SxUkhE>.

<sup>23</sup> Giancarlo Lomonaco, "The new VAS-VIA-AIA Environmental Assessment and Authorization Portal online", Ministry of the Environment and Protection of the Territory and the Sea, 24 July 2018, <https://bit.ly/2LBgcbs>.

<sup>24</sup> SISPED, Ministero Dell'Ambiente, <https://SISPED.minambiente.it/SISPED/SISPED.htm>.

<sup>25</sup> Monitora <http://open.gov.it/monitora/a5-sisped-sistema-informatico-di-raccolta-dati-per-le-ispezioni-sulle-spedizioni-di-rifiuti-autorizzate-con-procedura-di-notifica-ed-autorizzazione-preventiva-scritta/> updated 22/06/2018

<sup>26</sup> For instance, three regional councils collected 55 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.

<sup>27</sup> "Report Monitoraggio FOIA", Autorità Nazionale Anticorruzione, 15 January 2018, available [in Italian] at <https://bit.ly/2YcOADD>.

<sup>28</sup> For instance, the website of the city of Cagliari reports 1,485,353 visualizations, while the website of the city of Rome accounted less than 100,000 visualizations.

<sup>29</sup> AITRA and Riparte il Futuro, interviews by IRM researchers.

<sup>30</sup> "Space for the Citizen", Ministero Dell'Ambiente, <http://www.va.minambiente.it/it-IT/Comunicazione/Cittadino>.

<sup>31</sup> Istituto Superiore per la Protezione e la Ricerca Ambientale, <http://www.isprambiente.gov.it/en>.

## 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](https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf).

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm End of Term		Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
12. Public registry of representatives			✓		✓					✓				✓				✓			

### 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,"<sup>1</sup> and organized two public meetings and meetings with employees to present new technological tools for transparency.<sup>2</sup>

### 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,<sup>3</sup> the platform to open information about members of the elected bodies of the city (Council and Board) does not exist.<sup>4</sup> 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<sup>5</sup> 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.

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<sup>1</sup> “Home”, Partecipa-Mi, accessed 13 March 2018, <http://www.partecipami.it/>.

<sup>2</sup> “What information would you like to find on the Municipality portal, but cannot find it?”, Partecipa-Mi, accessed 13 March 2018, <http://www.partecipami.it/consultazioneinformazioni>.

<sup>3</sup> Lorenzo Lipparini, Councilor of Open Data of the City of Milan, interview by IRM researchers.

<sup>4</sup> “Transparent Milan: Public register of elected representatives and nominees”, Monitora, Italia Open Government, updated 21 March 2018, <https://bit.ly/2K0by3e>; and

Lorenzo Lipparini, responsible for the action, interview by IRM researchers.

<sup>5</sup> 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).

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm End of Term		Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
✪13. Open Administration Week			✓		✓	✓						✓			✓					✓	
14. Strategy for Participation				✓	✓	✓					✓				✓				✓		
15. Public Works 2.0		✓			✓	✓				✓				✓					✓		
A6. Participation Strategy		✓				✓				✓			Not Reviewed						✓		

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

### 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 I3: Substantial**

### **Commitment I4: Substantial**

### **Commitment I5: Limited**

### **Commitment A6: Not Reviewed**

The situation<sup>1</sup> by the midterm (end of July 2017) was the following:

- Commitment I3 (“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](http://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 (I3.1). The first Open Government Week took place from 4 to 11 March 2017. During this time, the DPA delivered the Government Champion Award (I3.2).
- Commitment I4 (“Strategy for Participation”) was substantially complete. In June 2016, the DPA set up the Open Government Forum (OGF) (I4.1). The DPA launched a public consultation on the draft guidelines for participation (I4.3). The DPA collected national, regional, and local participatory experiences (I4.2), and published a report on 9 March 2017. However, it had not yet tested the guidelines (I4.4) or identified the suitable technological solutions to manage participation and consultation initiatives (I4.5).
- For Commitment I5 (“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 (I5.1). The Ministry had not developed the new participatory platform for evaluating investments in public works yet (I5.2), and had just started the works aimed to integrate the Opencantieri database with regional datasets (I5.3). The building of an infrastructure for weekly automatic integration of regional datasets into the public works database was at an early stage (I5.4). The Ministry tested the integration of an automatic update of datasets in Emilia Romagna (I5.5). 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 I3: Complete**

### **Commitment I4: Complete**

### **Commitment I5: 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 (I3 and I4). The commitment for participatory mechanisms in large procurement contracts of the Ministry for Infrastructures remained limited.

## **Commitment I3. Open Administration Week**

The implementation of this commitment is complete.<sup>2</sup> The Second Open Government Week took place from on 5 to 11 February 2018.<sup>3</sup> 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 (13.3).<sup>4</sup> 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.<sup>5</sup> After the publication of the guidelines on civil society engagement in February 2017, the DPA tested the newly-published guidelines during four public consultations.<sup>6</sup> 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,<sup>7</sup> 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 (15.1) and the public debate on major public works (15.2).<sup>8</sup> The Ministry organized several meetings<sup>9</sup> with representatives of the 11 regional sections of the observatory on public works (a central monitoring body that oversees public contracts)<sup>10</sup> and with Itaca (the Institute for Transparency of Public Contracts),<sup>11</sup> regarding the integration of the Opencantieri database with regional datasets (15.3). The integration was not achieved, so transparency is only guaranteed to national-scale projects. The test for integration of regional data (15.5) 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 (15.6).<sup>12</sup> The OpenCantieri platform has been revamped,<sup>13</sup> 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” (15.7).

#### **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.<sup>14</sup> In March and April 2017, the Senate carried out a public consultation<sup>15</sup> on the guidelines, receiving more than 100 responses<sup>16</sup> (A6.1). The Senate published the analysis of best practices in other Parliaments (A6.2)<sup>17</sup> and adopted the guidelines in September 2017 (A6.5).<sup>18</sup>

#### **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.<sup>19</sup> 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.<sup>20</sup> The city of Turin adopted the Madrid open-source platform for policy making.<sup>21</sup> 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)<sup>22</sup> 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 I 5. 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.<sup>23</sup> 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" (I5.7).

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,<sup>24</sup> 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.

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<sup>1</sup> "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.

<sup>2</sup> "Open Administration Week", Monitora, Italia Open Government, updated 13 December 2017, <http://open.gov.it/monitora/13-settimana-dellamministrazione-aperta/>.

<sup>3</sup> "The second Open Government Week", Italia Open Government, <http://open.gov.it/saa-edizione-2018/saa/saa2018/>.

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- <sup>4</sup> “OpenGov Champion 2018 award ceremony – 2nd Edition”, Italia Open Government, <http://open.gov.it/premiazione-2018/>.
- <sup>5</sup> “Participation Strategy”, Monitora, Italia Open Government, updated 25 June 2018, <http://open.gov.it/monitora/14-strategia-la-partecipazione/>.
- <sup>6</sup> “Guidelines on the quality on digital competences ICT”, Italia Open Government, 8 March to 26 April 2017, <http://open.gov.it/linee-guida-competenze-ict/>.
- “Regional Administrations – Survey on digital rights and citizenship”, Italia Open Government, 27 March 2017, <http://open.gov.it/questionario-online-sui-diritti-la-cittadinanza-digitale/>.
- “Consultation on the Addendum of the Third Action Plan 2016–2018”, Italia Open Government, 8 May to 7 June 2017, <http://open.gov.it/consultazione-registro/>.
- “Consultation on the implementation of a Register of FOIA accesses”, Italia Open Government, 2 August to 22 September 2017, <http://open.gov.it/consultazione-registro/>.
- <sup>7</sup> “Open Government Forum”, Italia Open Government, <http://open.gov.it/open-government-partnership/open-government-forum/>.
- <sup>8</sup> “Public Works 2.0”, Monitora, Open Government Partnership, updated 22 June 2018, <http://open.gov.it/monitora/15-opere-pubbliche-2-0/>.
- <sup>9</sup> Some of the events are registered here: “Work Agenda”, ITACA, <https://bit.ly/2Z74V9R>.
- <sup>10</sup> “Sezioni Regionali dell'Osservatorio”, ANAC, accessed 19 September 2018, <https://bit.ly/2Z6dw8t>.
- <sup>11</sup> “Primo Piano”, Itaca, accessed 19 September 2018, [www.itaca.org](http://www.itaca.org).
- <sup>12</sup> “Public Works 2.0”, *ibid*.
- <sup>13</sup> “Explore the Shipyards”, MIT, <http://esploraicantieri.mit.gov.it>.
- <sup>14</sup> “Participation strategy: guidelines on consultations promoted by the Senate of the Republic”, Monitora, Italia Open Government, updated 20 December 2017, <https://bit.ly/30XjxjT>.
- <sup>15</sup> “Guidelines and new technologies for consultations promoted by the Senate”, Senato della Repubblica, <http://www.senato.it/4706?contenuto=4356&>.
- <sup>16</sup> “Guidelines or consultations promoted by the Senate”, Senato della Repubblica, available [in Italian] at <https://bit.ly/2M4biCW>.
- <sup>17</sup> “Dossier of the Office for administrative feasibility and for the analysis of the impact of ongoing actions”, Senato della Repubblica, <https://bit.ly/2YbFeQ0>.
- <sup>18</sup> “Guidelines and new technologies for consultations promoted by the Senate”, Senato della Repubblica, <http://www.senato.it/4706?contenuto=4356&>.
- <sup>19</sup> “Open administration week - # SAA2017”, Italia Open Government, <http://open.gov.it/saa/edizione-2017/>;
- “The second Open Government Week”, Italia Open Government, <http://open.gov.it/saa-edizione-2018/saa/saa2018/>.
- <sup>20</sup> “Open Administration Week”, Parliament Watch Italy, <http://parliamentwatch.it/saa/>
- <sup>21</sup> DecidiTorino, [www.deciditorino.it](http://www.deciditorino.it).
- <sup>22</sup> Transparency International Italy, interview by IRM researchers.
- <sup>23</sup> Explore the Shipyards”, *ibid*.
- <sup>24</sup> 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)

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm End of Term		Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
★ 16. Rome cooperates			✓		✓	✓	✓					✓			✓						✓
17. Bologna decides and transforms			✓		✓	✓				✓				✓		✓				✓	

**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 situation<sup>1</sup> 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).<sup>2</sup> Decision n. 22/2017<sup>3</sup> 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)<sup>4</sup> 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).<sup>5</sup> 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<sup>6</sup> and ended in October 2017, with the citizens choosing a project for the city to implement.<sup>7</sup> (17.1). A website is already open for sharing petitions and ideas (17.2).<sup>8</sup> 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.<sup>9</sup> 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<sup>10</sup> its first participatory budget initiative.

### **17. Bologna decides and transforms**

This commitment is complete.<sup>11</sup> 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,<sup>12</sup> and citizens chose a project for the city to implement.<sup>13</sup> Consultations are available on the official website of the City of Bologna. The consultations involved around 1,800 people during 70 meetings (17.1).<sup>14</sup> 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).<sup>15</sup>

The results of the commitment were presented in February 2017 during the event “Non è solo immaginazione, è un cantiere”<sup>16</sup> and at University of Bologna.<sup>17</sup>

## **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.<sup>18</sup> 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.<sup>19</sup> 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,<sup>20</sup> and expressed support through social networks.<sup>21</sup>

## **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.<sup>22</sup> 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,<sup>23</sup> 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<sup>24</sup> 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 through 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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<sup>1</sup> "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.

<sup>2</sup> The City of Rome YouTube channel is available at: "NotizieRoma", Youtube Channel, <https://www.youtube.com/notizieromacapitale>.

<sup>3</sup> "Decision n.22 for the City of Rome", City of Rome, 8 May 2010, available [in Italian] at <https://bit.ly/32MGmgI>.

<sup>4</sup> Open Bilanci Rome is available at: "Open Financial Statements", City of Rome, <http://openbilanci.comune.roma.it/>.

<sup>5</sup> "Rome collaborates", Monitora, Italia Open Government, accessed 13 March 2018, <http://open.gov.it/monitora/16-roma-collabora/>.

<sup>6</sup> "Neighborhood Workshops", Municipality of Bologna, accessed 13 March 2018, [www.comune.bologna.it/laboratoriquartiere/](http://www.comune.bologna.it/laboratoriquartiere/).

<sup>7</sup> "Participatory budget", Municipality of Bologna, accessed 13 March 2018, <http://comunita.comune.bologna.it/bilancio-partecipativo>.

<sup>8</sup> "Consultations", Municipality of Bologna, accessed 13 March 2018, <http://comunita.comune.bologna.it/consultazioni>.

<sup>9</sup> "Rome Collaborates", *ibid*.

<sup>10</sup> At the time of writing the report, consultation is open: "#RomaDecide, participatory budget in VIII Municipality: online voting on 80 projects", Roma Capitale, 14 September 2018, <https://bit.ly/32LW1MZ>.

<sup>11</sup> "Bologna deliberates and transforms", Monitora, Italia Open Government, updated 20 June 2018, <http://open.gov.it/monitora/17-bologna-delibera-trasforma/>.

Even if, according to the Monitora, only two of the three milestones were achieved by the end of term of the OGP action plan, IRM researchers consider also the third milestone achieved.

<sup>12</sup> "Neighborhood Workshops", *ibid*.

<sup>13</sup> "Participatory budget", *ibid*.

<sup>14</sup> "Neighborhood Laboratories: the 12 priorities that emerged from the citizens' proposals", Municipality of Bologna, <https://bit.ly/2h9FICL>.

<sup>15</sup> "I BISOGNI PRIORITARI EMERSI ATTRAVERSO I LABORATORI DI QUARTIER 2017", Municipality of Bologna, available [in Italian] at <https://bit.ly/2GHIOWn>; "Neighborhood Laboratories", *ibid*.

<sup>16</sup> "It is not just imagination, it is a construction site. An exhibition in the Sala Borsa after 1 year of activity by the District Laboratories", Municipality of Bologna, <https://bit.ly/2NfOedJ>.

<sup>17</sup> "A year-long research. Participation and imagination in the experience of the District Laboratories of the Municipality of Bologna", Municipality of Bologna, <https://bit.ly/2Q6jPVE>.

<sup>18</sup> "Third Action Plan 2016–2018", Italia Open Government, Open Government Partnership, p. 58, <http://open.gov.it/terzo-piano-dazione-nazionale/>.

<sup>19</sup> "Open Data", Roma Capitale, webpage archive May 2016, <https://web.archive.org/web/20160512085902/http://dati.comune.roma.it/>; and

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“Open Data”, Roma Capitale, webpage archive June 2018,  
<https://web.archive.org/web/20180603183131/https://dati.comune.roma.it/>

<sup>20</sup> “Participatory Process”, Roma Capitale, <https://bit.ly/2NgI6ua>.

<sup>21</sup> “#RomaDecide. Al via bilancio partecipativo per VIII municipio”, video posted to Facebook, posted by Victoria Raggi, May 2017, <https://www.facebook.com/virginia.raggi.m5sroma/videos/1678429035600434/>.

<sup>22</sup> The City of Bologna regularly publishes its annual social balance, including participatory projects. See for the last years: “Bilancio di genere - esperienze passate”, Redazione Iperbole, City of Bologna, <https://bit.ly/2M92AU2>.

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>.

<sup>23</sup> 16,348 voters: “Participatory budget”, Redazione Iperbole, City of Bologna, <http://partecipa.comune.bologna.it/bilancio-partecipativo>.

<sup>24</sup> “About”, FabLab Bologna, <https://www.fablabbologna.org/about-fablab-bologna/>. 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](http://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](https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf).

Commitment Overview	Specificity	OGP Value Relevance (as written)	Potential Impact	Completion	Midterm	Did It Open Government?
					End of Term	

	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
18. Supporting and protecting whistleblowers			✓				✓				✓			✓						✓	
19. Follow the UBB		✓			✓					✓					✓				✓		
20. OpenCoesione Plus				✓	✓					✓					✓	✓			✓		
21. OPENAID 2.0			✓		✓						✓			✓					✓		
22. Anticorruption academy				✓	Unclear					✓				✓		✓		✓			
23. Network of digital animators			✓		Unclear						✓			✓	✓			✓			
24. School kit: a strategy to value best practices in education		✓			Unclear					✓				✓	✓			✓			
25. Monitor the education reform "La Buona Scuola"		✓			Unclear					✓				✓		✓		✓			
26. Transparency registry of the Ministry for Economic Development				✓	✓						✓				✓	✓				✓	

### 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<sup>2</sup> 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](http://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.<sup>3</sup> The launch was followed by promotional activity by ANAC board members.<sup>4 5</sup> The guidelines were still being drafted by the end of the action plan.<sup>6</sup>

## **Commitment 19. Follow the UBB**

This commitment is substantially complete. During the second year of implementation, the website [bandaultralarga.italia.it](http://bandaultralarga.italia.it)<sup>7</sup> 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.<sup>8</sup> OpenCoesione<sup>9</sup> published new data on funding opportunities connected with cohesion policy programs to develop projects:<sup>10</sup> 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<sup>11</sup>. 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

programs<sup>12</sup> (20.2). OpenCoesione is implementing a major project called “A Scuola con Opencoesione” (ASOC) in more than 200 Italian schools,<sup>13</sup> with almost 30 Europe Direct Information Centers and 60 local associations.<sup>14</sup> OpenCoesione signed four agreements with the Senate and with the Italian regions Calabria, Sicily, and Sardinia to reinforce the initiatives in the regions.<sup>15</sup>

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<sup>16</sup> (20.3).

### **Commitment 21. OPENAID 2.0**

The implementation of this commitment is substantial. According to the Monitora,<sup>17</sup> AICS has implemented two platforms (instead of one) under OpenAID called OpenAID AICS.<sup>18</sup> 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<sup>19</sup> 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.<sup>20</sup> The website of the National School of Administration lists information on the number of participants in the training courses.<sup>21</sup> 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).<sup>22</sup> This commitment aimed to create a digital network for animators.<sup>23</sup> 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.<sup>24</sup> 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).<sup>25</sup> The number of school kits published on the Ministry website is far below the target set in the milestone. According to the Monitora,<sup>26</sup> 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<sup>27</sup> that says that it is complete. The application, “La Buona Scuola Digitale,” was presented, but it is not available for download (25.2).<sup>28</sup> There is no evidence of data development or integration with other datasets (25.3). The application “School buildings” is available on Google Play and the Apple store (25.4).<sup>29</sup> 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 (1,327 as of 29 September 2018) 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.<sup>30</sup> 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.<sup>31</sup> 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.<sup>32</sup>

### **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.<sup>33</sup> At the end of the implementation period, UBB covered around 67%.<sup>34</sup> 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<sup>35</sup> 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<sup>36</sup> 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,<sup>37</sup> the website OpenAID ITALIA<sup>38</sup> 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.<sup>39</sup> 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.<sup>40</sup>

### **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.<sup>41</sup> AITRA,<sup>42</sup> 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.”<sup>43</sup> 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.<sup>44</sup> 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.<sup>45</sup>

### **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.<sup>46</sup> At the beginning of the action plan, the Registry had 16 registered stakeholders.<sup>47</sup> 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.<sup>48</sup> One member of OGF appreciates the action, welcoming its replication to increase its scale and magnitude.<sup>49</sup> 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.

<sup>1</sup> The text of this section is taken from the OGP action plan. "Third Action Plan 2016–2018", Italia Open Government, Open Government Partnership, <http://open.gov.it/terzo-piano-dazione-nazionale/>.

<sup>2</sup> "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.

<sup>3</sup> "ANAC system for the management of reports of illegal conduct – Whistleblowing", ANAC, available [in Italian] at <https://servizi.anticorruzione.it/segnalazioni/#/>.

<sup>4</sup> Priscilla Robledo, "We want protection for whistleblowers and we are more than 58 thousand Italians", Riparte il Futuro (blog post), 13 September 2017, <https://bit.ly/2JKotr6>.

<sup>5</sup> "Corruzione, Cantone: serve una legge per tutelare whistleblower", video posted by newspaper Sole24Ore, available [in Italian] at <https://bit.ly/2y7eV78>.

<sup>6</sup> Interview by IRM researchers.

<sup>7</sup> "Digital Italy 2020", Ministry of Economic Development, <http://bandaultralarga.italia.it>.

<sup>8</sup> "OpenCoesione Plus", Monitora, Italia Open Government, updated 21 June 2018, accessed 8 September 2018, <http://open.gov.it/monitora/20-opencoesione-plus/>.

<sup>9</sup> "Home", OpenCoesione, [www.opencoesione.gov.it](http://www.opencoesione.gov.it).

<sup>10</sup> "2014–2020 funding opportunities", OpenCoesione, accessed 17 September 2018, [https://opencoesione.gov.it/en/opportunita\\_2014\\_2020/](https://opencoesione.gov.it/en/opportunita_2014_2020/).

<sup>11</sup> "Download the Open Data" OpenCoesione, accessed 17 September 2018, <http://www.opencoesione.gov.it/opendata/#opportunita-title>.

<sup>12</sup> "A Scuola di Opencoesione – Home", A Scuola di Opencoesione, <http://www.ascuoladiopencoesione.it>.

<sup>13</sup> Idem.

<sup>14</sup> "Territorial Networks", A Scuola di Opencoesione, <http://www.ascuoladiopencoesione.it/reti-territoriali>.

<sup>15</sup> "Partnerships and Collaborations", A Scuola di Opencoesione, <http://www.ascuoladiopencoesione.it/partnership-e-collaborazioni/>.

<sup>16</sup> "ASOC Experience – Continuous monitoring!", A Scuola di Opencoesione, <http://www.ascuoladiopencoesione.it/asoc-experience/>.

<sup>17</sup> "OPENAID 2.0", Monitora, Italia Open Government, updated 6 July 2018, accessed 8 September 2018, <http://open.gov.it/monitora/21-openaid-2-0/>.

<sup>18</sup> "OpenAID AICS – Home", OpenAID AICS, [www.openaid.aics.gov.it](http://www.openaid.aics.gov.it).

<sup>19</sup> "OpenAID ITALIA – Home" OpenAID ITALIA, [www.openaid.esteri.it](http://www.openaid.esteri.it).

<sup>20</sup> "Anticorruption academy", Monitora, Italia Open Government, updated 13 December 2017, accessed 8 September 2018, <http://open.gov.it/monitora/22-anticorruption-academy/>.

<sup>21</sup> Link provided by Alesandro Hinna of the National School of Administration:

"Utilities", National School of Administration, <https://bit.ly/2y4zWLB>.

<sup>22</sup> [https://www.notiziedellascuola.it/legislazione-e-dottrina/indice-cronologico/2017/novembre/NOTA\\_MIUR\\_20171106\\_prot36983](https://www.notiziedellascuola.it/legislazione-e-dottrina/indice-cronologico/2017/novembre/NOTA_MIUR_20171106_prot36983)

<sup>23</sup> For a detailed description of the achievements of the first year of implementation of the OGP action plan, please refer to the mid-term report. "IRM Italy Mid-Term Report 2016–2018", Independent Reporting Mechanism, Open Government Partnership, <https://bit.ly/2Ejr5Xi>.

- <sup>24</sup> “Network of digital animators”, Monitora, Italia Open Government, updated 28 March 2018, accessed 8 September 2018, <http://open.gov.it/monitora/23-network-degli-animatori-digitali/>.
- <sup>25</sup> “The digital school – Coming soon!”, MIUR, [http://www.istruzione.it/scuola\\_digitale/avviso.shtml](http://www.istruzione.it/scuola_digitale/avviso.shtml).
- <sup>26</sup> “Schoolkit: a strategy to enhance school best practices”, Monitora, Italia Open Government, updated 28 March 2018, accessed 8 September 2018, <https://bit.ly/2YIYSgo>.
- <sup>27</sup> “Monitor ‘La Buona Scuola’”, Monitora, Italia Open Government, updated 20 December 2017, accessed 8 September 2018, <http://open.gov.it/monitora/25-monitora-la-buona-scuola/>.
- <sup>28</sup> “La Buona Scuola Digitale”, MUIR (brochure), available [in Italian] at [http://www.istruzione.it/scuola\\_digitale/allegati/brochure\\_scuola\\_digitale.pdf](http://www.istruzione.it/scuola_digitale/allegati/brochure_scuola_digitale.pdf).
- <sup>29</sup> “School buildings App”, MIUR, [http://www.istruzione.it/edilizia\\_scolastica/app.shtml](http://www.istruzione.it/edilizia_scolastica/app.shtml).
- <sup>30</sup> “Whistleblowing”, ANAC, 8 February 2019, <https://bit.ly/2lZlBsn>.
- <sup>31</sup> “3° Rapporto annuale sul whistleblowing ‘in pillole’”, ANAC, available [in Italian] at <https://bit.ly/2SB2ZzH>.
- <sup>32</sup> TI Italy, interview by IRM researchers.
- <sup>33</sup> “Ultra Wide Band: let’s be clear”, Telecom Italia, 26 April 2016, <https://bit.ly/32PSrS3>;
- Fabrizio Comerci, “Ultra Broadband in Italy in 2017”, ComparaSemplici.it, 20 December 2017, <https://bit.ly/2OfhlYe>.
- <sup>34</sup> “Italy Ultra Broadband Map”, Ministry of Economic Development, <http://bandaultralarga.italia.it/en/italy-ultra-broadband-map/>.
- <sup>35</sup> “OpenCoesione – Home”, OpenCoesione, <https://opencoessione.gov.it/>.
- <sup>36</sup> Information on the project is available on the website:
- “What is OpenCoesione School?” A Scuoli di OpenCoesione, <https://bit.ly/1tAb2aC>; and
- “A Scuoli di OpenCoesione” (brochure), ASOC, available [in Italian] at <https://bit.ly/2Ofoxni>.
- <sup>37</sup> “OpenAID ITALIA – Home” OpenAID ITALIA, webpage archive from June 2016, <https://web.archive.org/web/20160605091830/https://openaid.esteri.it>.
- <sup>38</sup> “OpenAID ITALIA – Home”, *ibid*.
- <sup>39</sup> “Third Action Plan 2016–2018”, Italia Open Government, Open Government Partnership, p. 74, <http://open.gov.it/terzo-piano-dazione-nazionale/>.
- <sup>40</sup> “The 2018 Aid Transparency Index”, Publish What You Fund, <http://www.publishwhatyoufund.org/the-index/2018/>.
- <sup>41</sup> “Scuola Nazionale dell’Amministrazione”, SNA IT, <http://sna.gov.it/>.
- <sup>42</sup> “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.
- <sup>43</sup> 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.
- <sup>44</sup> 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.
- <sup>45</sup> 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.
- <sup>46</sup> “Third Action Plan 2016–2018”, Italia Open Government, Open Government Partnership, p. 88, <http://open.gov.it/terzo-piano-dazione-nazionale/>.
- <sup>47</sup> “Transparency Register”, Ministero dello Sviluppo Economico, webpage archive from September 2016, <https://web.archive.org/web/20160908085420/http://registrotrasparenza.mise.gov.it/>.
- <sup>48</sup> “Register of Stakeholders”, Ministero dello Sviluppo Economico, webpage archive from September 2018, <https://web.archive.org/web/20180902152012/http://registrotrasparenza.mise.gov.it/>.
- <sup>49</sup> 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).

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm End of Term		Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
27. Roma Capitale – Transparent agenda				✓	✓	✓	✓				✓			✓					✓		
28. Transparent Milan: Public agenda of meetings of public decision-makers				✓	✓	✓	✓				✓					✓			✓		

### 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 Agennda”) 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,<sup>1</sup> 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)<sup>2</sup> 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 OGF<sup>3</sup> 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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<sup>1</sup> “Roma Capitale – Transparent Agenda”, Monitora, Italia Open Government, updated 24 June 2018, <http://open.gov.it/monitora/27-roma-capitale-agenda-trasparente/>.

<sup>2</sup> Riparte il Futuro, interview by IRM researchers.

<sup>3</sup> 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](https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf).

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm End of Term		Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
29. Italia.it			✓		✓	✓					✓			✓				✓			
✚30. SPID				✓	✓	✓		✓				✓		✓				✓			
31. Observatory on digital rights		✓			✓	✓				✓				✓				✓			

**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)<sup>1</sup> 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).<sup>2 3</sup>

### **Status at Midterm**

#### **Commitment 29: Limited**

#### **Commitment 30: Limited**

#### **Commitment 31: Limited**

The situation<sup>4</sup> 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,<sup>5</sup> 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,<sup>6</sup> 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.<sup>7</sup> 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,<sup>8</sup> and organized a hackathon, Hack.Developers,<sup>9</sup> in October 2017. The two portals, <https://developers.italia.it/> and <https://designers.italia.it>,<sup>10</sup> involve a community of developers and designers. The completion of the project (currently limited) is now in the hands of a new government.<sup>11</sup>

### **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.<sup>12</sup> 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.it](http://wifi.italia.it)<sup>13</sup> 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.<sup>14</sup>

## 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> 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.”<sup>15</sup>

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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<sup>1</sup> 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.

“The Digital Economy and Society Index”, Digital Single Market, <https://ec.europa.eu/digital-single-market/en/desi>.

<sup>2</sup> Next generation access (NGA) describes a significant upgrade to the broadband available by increasing speed and quality of the service.

<sup>3</sup> The Italian Digital Economy and Society Index. A selection of key documents and graphs are shown about topics such as broadband, internet activity and skills, e-government, ICT in schools, research and innovation, as well as other main indicators.

“Italy”, Digital Single Market, <https://ec.europa.eu/digital-single-market/en/scoreboard/italy>.

<sup>4</sup> “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.

<sup>5</sup> 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.

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- <sup>6</sup> 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](http://ict.italia.it). Please refer to Commitment I for more information.
- <sup>7</sup> “Italia.it”, Monitora, Italia Open Government, updated 10 June 2018, <http://open.gov.it/monitora/29-italia-it/>.
- <sup>8</sup> Developers Italia, Twitter post, 25 May 2018, 3:39 a.m., <https://twitter.com/developersITA/status/999963139495071749>
- <sup>9</sup> “News”, Hack Developers, <https://hack.developers.italia.it/news/>.
- <sup>10</sup> “Meet Designers Italia – The Design System for a new generation of public services”, Speaker Deck, 20 June 2018, <https://bit.ly/2JLERAaP>.
- <sup>11</sup> Hilary Clark and Euan McKirdy, “Populist parties surge in Italian election”, CNN, 5 March 2018, <https://cnn.it/2JMRdPV>.
- <sup>12</sup> Data are available at “SPID”, National Digital Agency, updated 16 July 2019, <https://avanzamentodigitale.italia.it/it/progetto/spid>.
- <sup>13</sup> The WiFi Italia<sup>®</sup> 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/>.
- <sup>14</sup> “Observatory on digital rights”, Monitora, Italia Open Government, updated 21 June 2018, <http://open.gov.it/monitora/31-osservatorio-sui-diritti-digitali/>.
- <sup>15</sup> Marco Lombardo, “Does the Ombudsman for digital do moral suasion on SPID?”, #opendatasicilia (blog post), 4 December 2018, <https://bit.ly/32JFHwh>.

### 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](https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf)

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion	Midterm	Did It Open Government?						
												End of Term									
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
32. Lecce – Start-up in the city			✓		Unclear						✓				✓			✓			

#### 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.<sup>1</sup>

#### 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.

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<sup>1</sup> “Lecce – Start-up in comune”, Monitora, Italia Open Government, updated 3 January 2018, <http://open.gov.it/monitora/32-lecce-start-comune/>.

## Theme VI: Digital skills

### 33. Promoting digital skills

**Description:**<sup>1</sup> 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](https://www.opengovpartnership.org/sites/default/files/Italy_NAP3_2016-18_EN_revised.pdf).

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion		Midterm		Did It Open Government?				
															End of Term						
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsened	Did Not Change	Marginal	Major	Outstanding
33. Promoting digital skills			✓		Unclear					✓				✓				✓			
34. Becoming digital citizens				✓		✓		✓			✓			✓				✓			

### 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)<sup>2</sup> shows a shortage of digital skills in all Italian sectors of the digital economy. Italy ranks 25 in Europe for public digital services provision.<sup>3</sup> 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.<sup>4</sup> 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<sup>5</sup> 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.<sup>6</sup> 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.<sup>7</sup>

### **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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<sup>1</sup> The description of the commitments is taken from the OGP action plan. “Third Action Plan 2016–2018”, Italia Open Government, Open Government Partnership, <http://open.gov.it/terzo-piano-dazione-nazionale/>.

<sup>2</sup> “The Digital Economy and Society Index”, Digital Single Market, European Commission <https://ec.europa.eu/digital-single-market/en/desi>.

<sup>3</sup> “Digital Economy and Society Index 2017 – Italia”, Digital Single Market, European Commission, <https://bit.ly/32QbJ9R>.

<sup>4</sup> Idem.

<sup>5</sup> “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’ 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.

<sup>6</sup> “Promotion of digital skills”, Monitora, Italia Open Government, updated 21 March 2018, <http://open.gov.it/monitora/33-promozione-delle-competenze-digitali/>.

<sup>7</sup> “Becoming digital citizens”, Monitora, Italia Open Government, updated 20 December 2017, <http://open.gov.it/monitora/34-diventare-cittadini-digitali/>.

## 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).

	TOOLS	E-mail		Phone call					Skype
	Date	26/09/18	06/09/18	03/09/18	04/09/18	05/09/18	06/09/18	10/09/18	03/09/18
Theme 1: Open Data	1. Agenda for public data enhancement	X							
	2. OpenTrasporti	X							
	3. ISTAT linked open data	X							
	4. Open education data	X	X	x	x	x	x		
	5. Registry of public investment projects	X	X	x	x	x			
	A1. Open data for public procurement	X							
	6. Firenze Open Data	X							
Theme 2: Transparency	7. FOIA: Implementation and monitoring	X	x		x	x	x	x	
	8. (More) Transparent administration	X	x		x	x	x	x	
	9. Social networks for transparency in PA	X							
	10. Transparency of data on penitentiaries	X		x	x				

	<b>I1. CONSIP Tenders dashboard</b>	X							
	<b>A2. Single regulation for access and digitalization of procedures</b>	X		x		x			
	<b>A3. Transparency by design</b>	X		x		x			
	<b>A4. Portal of environmental evaluations</b>	X	x	x	x	x			
	<b>A5. SISPED – digital data collection system</b>	X		x					
	<b>I2. Transparent Milan: public registry of representatives</b>	X		x	x				
<b>Theme 3: Participation</b>	<b>⊕I3. Open Administration Week</b>	X							
	<b>I4. Strategy for participation</b>	X							
	<b>I5. Public Works 2.0</b>	X							
	<b>A6. Guidelines on consultations</b>	X		x					
	<b>⊕I6. Rome cooperates</b>	X		x	x				
	<b>I7. Bologna decides and transforms</b>	X		x	x				
<b>Theme 4: Accountability</b>	<b>I8. Supporting and protecting whistleblowers</b>	X	x		x	x	x	x	
	<b>I9. Follow the UBB</b>	X	x	x	x	x			
	<b>20. OpenCoesione Plus</b>	X							x
	<b>21. OPENAID 2.0</b>	X							
	<b>22. Anticorruption academy</b>	X	x	x	x				
	<b>23. Network of digital animators</b>	X		x					
	<b>24. School kit</b>	X		x					
	<b>25. Monitor “La Buona Scuola”</b>	X		x					
	<b>26. Transparency of Ministry for Economic Development</b>	X			x				
	<b>27. Roma Capitale-Transparent Agenda</b>	X		x	x				
	<b>28. Transparent Milan</b>	X		x	x				
<b>Theme 5: Digital Citizenship and Innovation</b>	<b>29. Italia.it</b>	X		x	x				
	<b>30. SPID</b>	X		x					

	<b>31. Observatory on digital rights</b>	X		x					
	<b>32. Lecce – Start-up in the city</b>	X	x	x	x	x		x	
<b>Theme 6: Digital Skills</b>	<b>33. Promoting digital skills</b>	X		x	x				
	<b>34. Becoming digital citizens</b>	X		x					

The 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.

	<b>Commitment</b>	<b>Interview of implementing admin</b>	<b>Monitors OGP</b>	<b>Self-assessment Report OGP</b>	<b>Interview of specific stakeholder</b>
OPEN DATA	1. Shared national agenda for the enhancement public data	x	x	x	x
	2. Opening data on mobility through OpenTrasporti	x	x	x	x
	3. Istat Linked Open Data	x	x	x	
	4. Access and reuse of data from the education system		x	x	
	5. OpenCUP Portal –National registry of public investment projects	x	x	x	
	6. Firenze Open Data	x	x	x	
	A1. Open Data from the dataset of the Programme for the rationalization of public procurement	x	x	x	x
TRANSPARENCY	7. FOIA: implementation and monitoring		x	x	x
	8. (More) Transparent Administration		x	x	x
	9. Social networks for transparency in PA	x	x	x	x
	10. Transparency of data on penitentiaries	x	x	x	x
	11. CONSIP Tenders Dashboard	x	x	x	x
	12. Transparent Milan: public registry of elected and appointed representatives	x	x	x	x
	A2. Single regulation for access and digitalization of procedures	x	x	x	x
	A3. Transparency by design	x	x	x	x
	A4. Portal of environmental “VAS-VIA-AIA” evaluations and authorizations	x	x	x	x
	A5. SISPED – Digital system for the collection of data on waste shipments authorized with a written preliminary notification and authorization procedure	x	x	x	x

PARTICIPATION	13. Open Administration Week	x	x	x	x
	14. Strategy for participation	x	x	x	x
	15. Public Works 2.0	x	x	x	x
	16. Rome cooperates	x	x	x	x
	17. Bologna decides and transforms	x	x	x	x
	A6. Participation strategy: guidelines on consultations carried out by the Senate	x	x	x	x
ACCOUNTABILITY	18. Supporting and protecting whistleblowers	x	x	x	x
	19. Follow the UBB	x	x	x	x
	20. OpenCoesione Plus	x	x	x	x
	21. OPENAID 2.0	x	x	x	x
	22. Anticorruption Academy		x	x	x
	23. Network of digital animators	x	x	x	x
	24. School kit: a strategy to value best practices in education	x	x	x	x
	25. Monitor the education reform “La Buona Scuola”	x	x	x	x
	26. Transparency Registry of the Ministry for Economic Development		x	x	x
	27. Roma Capitale - Transparent Agenda	x	x	x	x
	28. Transparent Milan: public agenda of meetings of public decision-makers	x	x	x	x
DIGITAL CITIZENSHIP AND INNOVATION	29. Italia.it	x	x	x	x
	30. Deployment of SPID to support innovation	x	x	x	x
	31. Observatory on digital rights	x	x	x	x
	32. Lecce - Start-up in the City	x	x	x	x
DIGITAL SKILLS	33. Promoting digital skills	x	x	x	x
	34. Becoming digital citizens	x	x	x	x

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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.

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