



Ministro per la Semplificazione
e la Pubblica Amministrazione

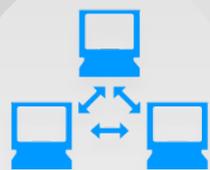
OPEN GOVERNMENT

IN ITALY

3rd Action Plan

2016 - 2018

Addendum



Open
Government
Partnership



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Foreword

A simpler, more efficient and more transparent country: this is the objective that the Italian Government set when it launched a broad reform package in 2014. The reform of public administration is pivotal in this process of change. It is the result of a public consultation – about 40,000 mails with comments and proposals examined in early 2014 – and is meant to turn Italian PA into a driver for growth and opportunities for citizens and businesses by investing in innovation and providing citizens with clear rules and time frames for decision-making.

Open Government, with its inspiring principles of transparency, digital citizenship, citizens' participation and accountability, is fully in line with the general goals of the reform of public administration, including the objective to bring citizens closer to institutions.

Prime Minister Matteo Renzi, in his inauguration speech announced, among the goals of his term, a “revolution in the relationship between citizens and public administration so that every citizen can find evidence of what their representatives are doing from day to day”.

This is why over the last two years, several initiatives were launched including “open” websites such as *soldipubblici*, *Opencantieri*, *OpenExpo* allowing citizens to effectively monitor the use of public money. As to digital citizenship, the SPID system is already operational. It provides citizens with a single digital identity to access online PA services and interact with public administration in a simple and transparent manner. At present, several public administrations already grant access to their online services through SPID. The process will be completed by the end of 2017.

In June, the Government introduced a major innovation in the field of transparency by approving legislation based on the Freedom of Information Act. For the first time in Italy, citizens are granted the right to access public data and documents without having to prove a subjective interest, as it is the case in the most advanced democracies. This is a major innovation strongly encouraged by the Government with the active involvement of all civil society associations and representatives dealing with this topic.

On the wake of these innovations, we decided to strongly relaunch Italy's commitment within the Open Government Partnership and stand among the leading countries in the field of transparency, digital citizenship and participation.

To draft the third Italian action plan we set up the first National Open Government Forum which liaised with the panel of central and local administrations. The Forum saw the participation of over 50 organizations from the world of associations, universities, research centers, consumers' and professional associations that worked actively with public administration in proposing and drafting the actions included in the Plan. The cooperation with civil society provided suggestions and tangible proposals on many issues: the

implementation of FOIA, the involvement of civil society in the SPID project, an increased publication and use of public data, cooperation between start-ups and public administrations, the role of young people at the forefront of innovation processes.

This is undoubtedly a major commitment for our country and results are certainly appreciable: we increased the number of actions five times compared to the previous Plan with the active involvement of over 20 public administrations that, regardless of political majorities, accepted the Government's invitation to be part of a major process of change in our country with enthusiasm and commitment.

The actions included in the Plan were submitted for public consultation (<http://open.gov.it/partecipa/consultazioni-attive/consultation-terzo-nap/>) until August 31 and will be constantly monitored together with the members of the Forum. The implementation phase can now begin. The aim is to have the preliminary results of the planned actions for all 70 countries participating in the Paris meeting by next December.

The Minister

Marianna Madia

A handwritten signature in black ink, appearing to read 'Marianna Madia', written in a cursive style.

Introduction

Background

The Open Government Partnership (OGP) is a multilateral initiative promoted by Governments and civil society for the adoption of public policies relying on the principles of transparency, participation, anticorruption, accountability and innovation in the public sector.

It is not just about adhering to generic principles: participating countries are committed to pursuing the OGP goals through specific initiatives included in two-year period action plans developed with the involvement of civil society that will have to oversee their implementation.

Italy joined the Open Government Partnership in September 2011, sharing its basic principles and values.

The third action plan is for our country a step forward in our commitment towards achieving these objectives in the period 2016-2018.

We live in the age of transparency and digital transformation and it is the task of Governments to fight corruption, improve the quality of administrative choices and services delivered to citizens and businesses, ensuring the participation of citizens and allowing their control over the process.

It is not accidental that the implementation of open government coincided with the digital revolution: the principles of transparency, participation, accountability and collaboration which are at the basis of it, can be fully implemented only through an appropriate and informed use of ICT and the Internet.

The development of this movement is effectively represented by the rapid growth of the Open Government Partnership which has gone from 8 founding countries in 2011 to as many as 70 participating countries today, and involves hundreds of civil society organizations and thousands of innovators from around the world.

Although Italy was among the first countries to have joined the Partnership, it never had a leading role so far. However – with this action plan – Italy intends to deploy a comprehensive strategy to achieve significant results in transparency, participation, anticorruption and innovation in the public sector.

We strongly believe that the effective implementation of the open government principles is crucial to have a public sector that:

- » improves the quality of its decisions;
- » is transparent about the use of public resources;
- » effectively fights corruption;

» cooperates with citizens, capitalizing on the experiences and skills of civil society.

Italy's third action plan marks a significant improvement compared to past editions: not only because commitments are numerous, ambitious and significant – and we believe they can really implement the principles of open government – but also for the way they were developed.

The document was drafted with the involvement of representatives of civil society, gathered in the newly established Open Government Forum, open to all organizations engaged in open government issues. The plan was drawn up by the Department for Public Administration on the basis of proposals made by the relevant public institutions that, when designing actions, took into account, where possible, the priorities suggested by the civil society organizations consulted.

Of course, having cooperated with civil society does not mean that this plan contains all the actions they requested and there are certainly areas where the plan could have been more ambitious. This constant commitment to improvement, a distinctive feature of an open administration, allows us to learn about the expectations of civil society and therefore influence future commitments.

The third Action Plan

The plan includes actions for the country to become more open, in line with the OGP values of access to government-held information, civic participation, accountability and digitalization of public administration.

These commitments are a major step forward.

As a result of the adoption of the Freedom of Information Act (FOIA), under the reform of public administration, we will work to enact the right to civic access and monitor its implementation, since we want to understand how to further strengthen it in the future.

Italy was among the first countries to join the International Open Data Charter and is going to develop a strategy on open data in public administration to meet the demands of civil society, improve the quality and availability of information, strengthen transparency and encourage the reuse of released data.

In the past few years, Italy implemented major transparency projects such as *Soldipubblici*, *OpenCoesione*, *ItaliaSicura* and *Opencantieri*: with our third action plan we will ensure the continuity of these projects, we will strength them, develop additional initiatives on transparency of public investment, on the ultra broad band, on spending for international cooperation, education, the penitentiary system and the very important transport sector. These commitments are aimed at promoting transparency as a tool of civic participation and monitoring but also at improving the quality of services delivered to citizens.

Our dialogue with civil society and citizens, which started with the drafting of the plan, will continue throughout the implementation of a participation strategy that – learning from past experiences and errors – relies on the adoption of operational guidelines on participation

processes (i.e. consultations and petitions) as well as the deployment of relevant projects, including at local level with the involvement of regional and municipal administrations.

This is a major innovation: for the first time, the action plan contains the commitments of administrations other than central ones. This makes the plan a country-wide initiative, ensuring that open government is recognized and perceived by citizens at local level too.

Regional and municipal administrations will be involved in major corruption prevention projects and digital rights protection actions, in addition to participation initiatives.

Digitalizing public administration means ensuring a more effective use of services through the enhancement of SPID, the public system of digital identity which allows citizens to use the same credentials to access services provided by all public administrations and, for the future, also those delivered by private companies.

Moreover, in parallel with the actions aimed at promoting the culture of open administration among public employees and citizens, a single access point to services delivered by public administration - “Italia.it” – will be implemented.

The actions of the plan are described in detail, in line with OGP standards and are grouped in three areas:

1. Transparency and open data
2. Participation and accountability
3. Digital citizenship and innovation

Each action contains information on the lead implementing administration and the other PAs involved, the goals, the specific commitments, the implementation timeframe and the OGP values promoted.

Methodology

One of the main innovations of this action plan is the method we used to develop it. We are committed to using the same method, while continuously improving it, throughout the implementation and monitoring process.

This document is the result of:

- » The engagement of civil society which was asked – at an early stage – to express its priorities and – later – consulted online on how to improve the actions;
- » The cooperation with the different administrations involved who set up an institutional working group which decided the actions to be included in the 2016-2018 strategy based on the priorities suggested by civil society.

To this end, the Department for Public Administration established:

- » A working group open to all central administrations including representatives of regional and local authorities;

- » A Forum of civil society organizations with over 50 entities involved whose representatives have already started working in thematic groups to draft the plan. The contribution of the Forum will be crucial during the implementation and monitoring phase.

The establishment of the Open Government Forum (which is an integral part of the participation strategy included in this plan and whose functioning is described in Annex A of this document) is intended to overcome the limitations of the previous Italian OGP plans.

In both cases (2012-2014 and 2014-2016), the Independent Reporting Mechanism recommended the establishment of a Forum with the participation of stakeholders, clear rules and schedules for consultations and the development of awareness-raising activities to promote Italy's work within the Partnership.

After the establishment of the Forum (the first meeting was held on 6 June 2016 in the presence of the Minister for Simplification and Public Administration, Marianna Madia), the action plan drafting process followed two phases:

- a) 6 June-15 July 2016: consultation with civil society organizations involved in the Open Government Forum on the priorities of the third action plan
- b) 15 July – 31 August 2016: on line consultation for the improvement of actions and commitments included in the first draft of the plan.

Implementation

All actions will start in September 2016 and will follow the schedule set for each commitment.

The website used for the consultation, www.open.gov.it, will play a central role throughout the plan's implementation period since it will host all documents regarding the activity of the Forum and will help monitor the effective fulfillment of commitments, ensuring the highest level of transparency on the process and results achieved. In order to guarantee greater transparency and accountability throughout the process, the costs incurred will be indicated upon completion of each action.

The publication of this plan is therefore the beginning of a process. Not only because the most critical phase will be implementation, as experience suggests. But also because, where the conditions exist, further commitments can be added to meet the requests of civil society and citizens and show a real commitment towards the implementation of open government.

Note:

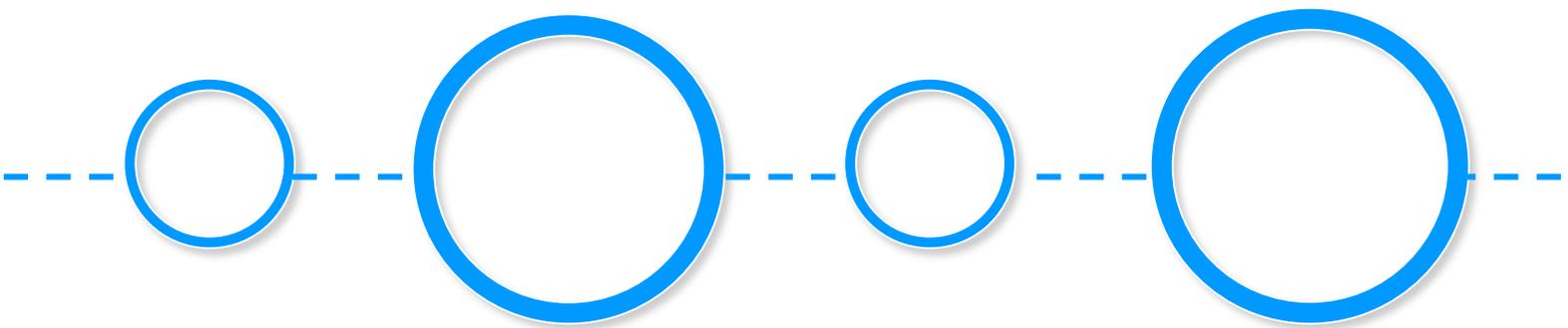
- Actions identified by an **L** label are promoted by local or regional administrations.
- Actions identified by the **SDG** acronym meet the UN Sustainable Development Goals.
- Action identified by the **COP21** acronym meet the environmental protection goals contained in the Paris Global Climate Agreement (COP21 of 2015)

The dates shown for each specific commitment refer to the deadline for their completion.

THE ACTIONS

TRANSPARENCY AND OPEN DATA

OPEN DATA



A1.

Open Data from the dataset of the Programme for the rationalization of public procurement.



Short description

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



General objective

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



Lead implementing administration	Other PAs involved	Other players involved	Implementation period
Ministry of Economics and Finance & CONSIP (Patrizia Cannuli Susanna La Cecilia)			2016 -2018
New action <input type="checkbox"/>	Ongoing action <input checked="" type="checkbox"/>	Beginning of activity	January 2017

Current situation

The dissemination of Public Sector Information (PSI) is no longer a recommendation but an obligation as a result of the latest EU Directives.

Italy adopted innovative legislation on how to manage public data access not only by embracing the principle of "Open data by default", but also establishing value enhancing policies, tools and guidelines to facilitate the production of high quality, usable and interoperable open data.

The idea of openness in PA is not something new and historically PA has been producing, collecting and distributing structured and certified information. PA itself benefits from Open Data as a tool to facilitate

interoperability with consequent management cost reduction. Open data strengthen the concept of "value" of information, in addition to transparency, and allow citizens to inspire PA itself.

The project is aimed at exploiting the possibility for public administrations, suppliers and citizens to share information and cooperate. More specifically, the objective is to provide in an open format: (i) all the information regarding the Rationalization Programme; (ii) foster the exchange of information between public and private actors using the Linked Open Data approach.

The web site *dati.consip.it* has been online since September 2016. It was developed using open source SW and is hosted on a cloud infrastructure. It allows users to explore five categories of datasets - Administrations, Suppliers, Tenders, Participations and Catalogues – including, respectively, information on ordering administrations and authorized/contracted suppliers, calls for tender issued by Consip under the Programme, the participations of suppliers in tenders and the catalogues of available goods and services.

Consistently with the Guidelines issued by Agid in 2016 on the enhancement of the public stock of information, datasets have the CC BY 4.0 license and are freely reusable also for commercial purposes. They are provided in an .CSV open format and with an API, and include "metadata" to facilitate their correct interpretation by users. The catalogue of metadata is integrated in the National Open Data Catalogue on www.dati.gov.it and complies with the DCAT-AP_IT profile.

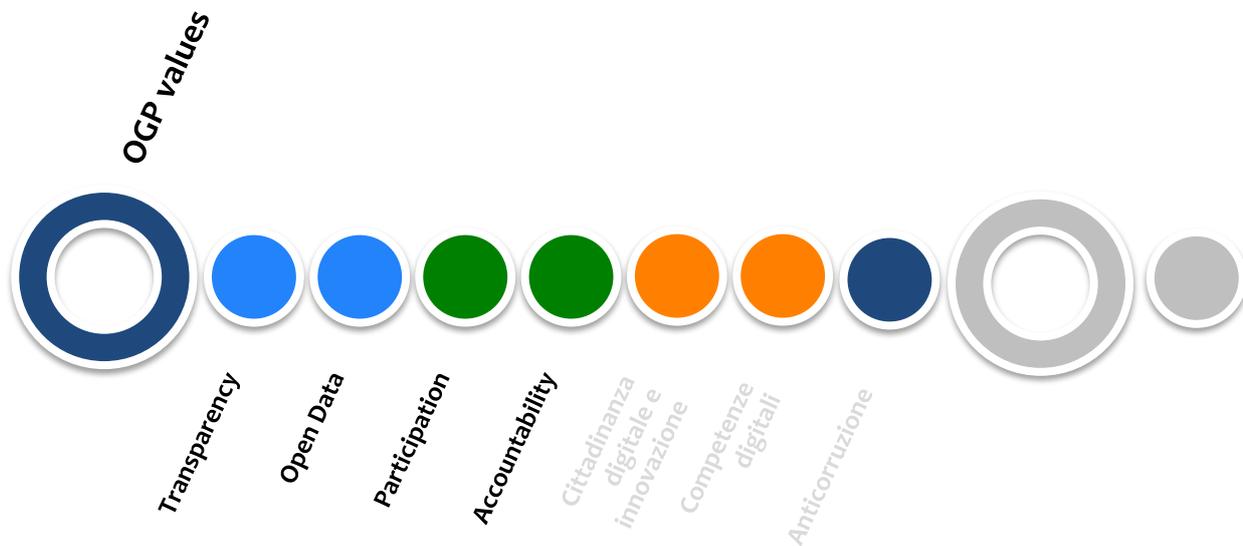
Datasets are thoroughly updated on a monthly basis and cover the previous three year period. The website also contains a section with summary indicators for non-practitioners to easily understand the Programme for the Rationalization of public procurement. The Portal *dati.consip.it* will play a key role in ensuring the accessibility and use of the information produced in *acquistinretepa.it*, the possibility to ask for new information and provide evaluation feedback.

Expected results

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

More in detail, the new datasets provided in Phase 2 will be specialized for each instrument (Convention, Framework Agreement, MEPA, SDAPA) to privilege their peculiarities and reduce the complexity of interpretation. It will be possible to analyze the expenditure on the Program per type of goods / service identified by CPV, per type of administration, by geographical area (region) of the supplier and PA. The dataset for Orders under Convention, for example, provide aggregate information about the orders number and orders value for goods and services, about utilities consumption, about the number of PAs and Suppliers. The MEPA negotiation datasets, aggregated for tender and habilitation category (lots), include indicators such as the number of RDOs published and stipulated in the year, the total value of auction bases and contracts, the total number of contracting PAs and participating suppliers, invitation modalities and average number of invited operators, the average time required by the negotiations.

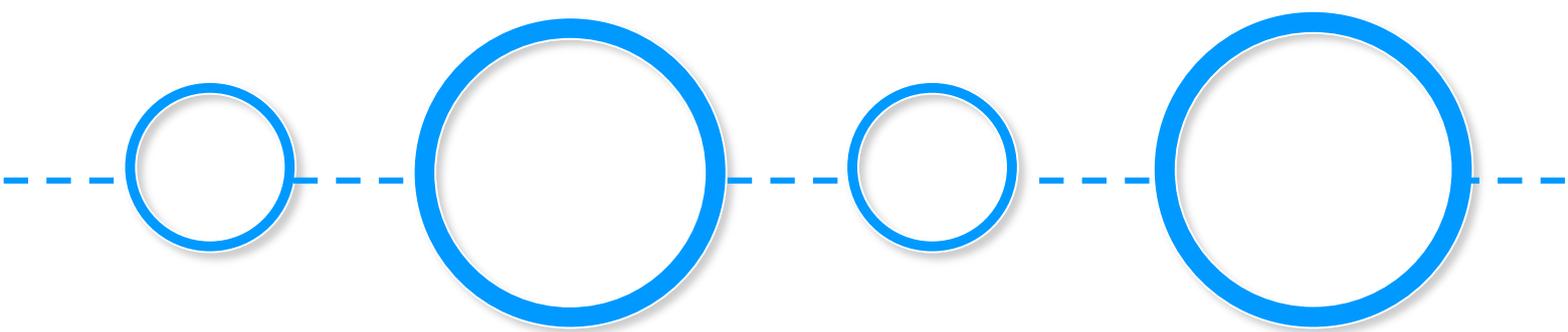
The harmonization of activities in the different project phases and the ongoing evolution of the same as a result of feedbacks received by the "open data community" are ensured by a governance project line. The higher accountability level achieved will be an advantage for all players and stakeholders in the public procurement sector.



SPECIFIC COMMITMENTS AND TIMELINE

<p>1. Release of phase 2 - Publication of new datasets and infographics on Negotiations and Purchases in the .csv format</p>		<p>December 2017</p> 
<p>New commitment <input checked="" type="checkbox"/></p>	<p>Ongoing commitment <input type="checkbox"/></p>	
<p>2. Release of phase 3 - Publication of data in the Linked Open Data format and monitoring of the use of published datasets by other private or public entities.</p>		<p>June 2018</p> 
<p>New commitment <input checked="" type="checkbox"/></p>	<p>Ongoing commitment <input type="checkbox"/></p>	

TRANSPARENCY



A2. Single regulation for access and digitalization of procedures



Short 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;
- Generalized access: introduced by art. 5 par. 2 of Legislative Decree 33/2013 modified by Legislative Decree 97/2016,

including through the development of a dedicated application to manage procedures.



General objective

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



Lead implementing administration

INAIL

(Alessandro Pastorelli)



Other PAs involved



Other actors involved

Open Government Forum



Implementation period

2016 -2018

New action

Ongoing action

Beginning of activity

June 2016

Current situation

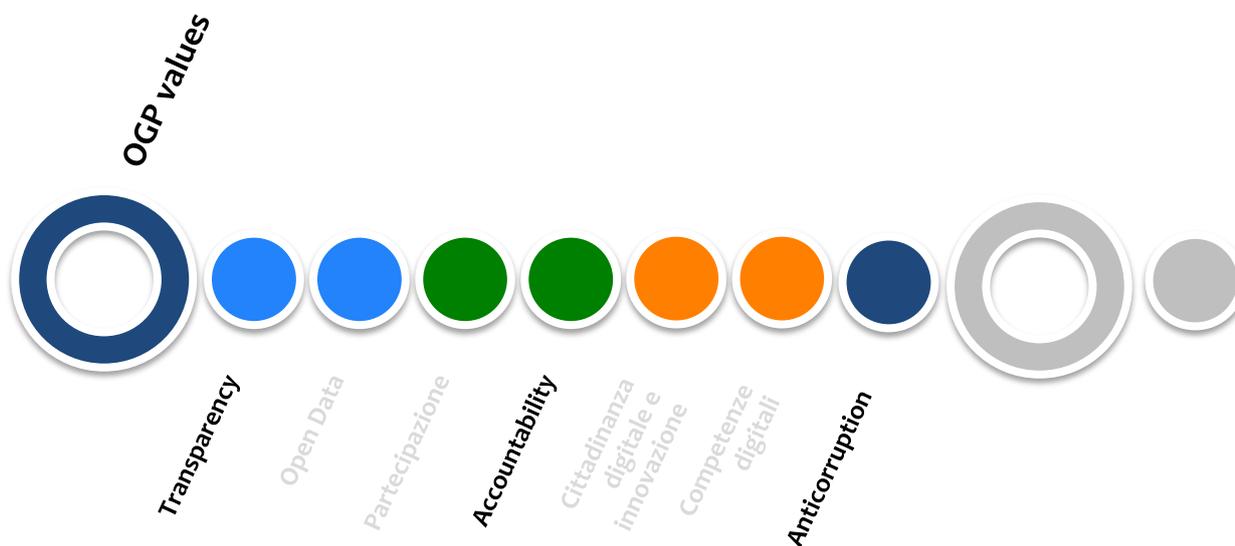
After the introduction of new regulatory provisions which modified the different forms of access (most recently, Legislative Decree 97/2016 - FOIA), a coordinated procedure to manage requests has not been envisaged.

Expected results

Equal and coordinated implementation of criteria to handle accesses. Increased organisational efficiency. Cost-effectiveness of administrative action.

Avoid unequal treatment of users.

Enhance transparency.



SPECIFIC COMMITMENTS AND TIMELINE

1.	Establishment of a specific working group. Collection of technical legal material. Review of organisational needs.	June 2017	
New commitment <input type="checkbox"/>		Ongoing commitment <input checked="" type="checkbox"/>	

<p>2. Drafting and adoption of the Single Code of Access</p>	<p>June 2018 </p>
<p>New commitment <input checked="" type="checkbox"/></p>	<p>Ongoing commitment <input type="checkbox"/></p>

<p>3. Analysis and development of a dedicated software to submit requests online and, at back office level, sort requests, manage a single register of accesses, create a repository of the guidelines issued by the coordinating unit.</p>	<p>June 2018 </p>
<p>New commitment <input checked="" type="checkbox"/></p>	<p>Ongoing commitment <input type="checkbox"/></p>

<p>4. Putting into operation the application to manage online the existing three forms of access (for documents, basic civic access and generalized civic access) and to handle them at back office level.</p>	<p>June 2018 </p>
<p>New commitment <input checked="" type="checkbox"/></p>	<p>Ongoing commitment <input type="checkbox"/></p>

A3. Transparency by design



Short description

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



General objective

Creating digital documents since the beginning of the procedure, which meet the needs for transparency and privacy (transparency and privacy by design). The electronic format will be xml (or similar) convertible and conformable to the legal requirements of administrative documents.

This will also be done by implementing a labeling system which specifies the level of confidentiality for each document as soon as it is created and according to predetermined standards (in relation to the presence of other interested parties or protected public or private legal situations), thus encouraging publication for basic civic access and the procedures to assess the preconditions for release as a result of the generalized civic access procedure (FOIA)



Lead implementing administration

INAIL

(Alessandro Pastorelli)



Other PAs involved



Other actors involved

Open Government Forum



Implementation period

2016 -2018

New action

Ongoing action

Beginning of activity

June 2016

Current situation

Throughout the process started by INAIL to revise their organizational model in a digital perspective, transparency has been a key factor supporting the design and development of the new management system.

It became immediately clear that in order to fully implement the principles of the recent legislation on transparency, participation and accountability, as well as on improving the efficiency of the administrative system, we had to fully digitalize processes, data, documents and information assets for them to be “natively transparent”.

Meeting the publication obligations required for the section “*Amministrazione Trasparente*” and resulting from generalized civic access requests is currently extremely complicated since the necessary data and documents were not originally conceived to meet the requirements prescribed by current legislation (many of those are still on paper). Automatic publication is equally complex since some archives are still inadequate to allow for data transfer on institutional websites.

Users (citizens) too find it difficult to find their way through the huge quantity of published information and this should be solved.

Expected results

Greater organizational efficiency. Cost-effectiveness of administrative action.

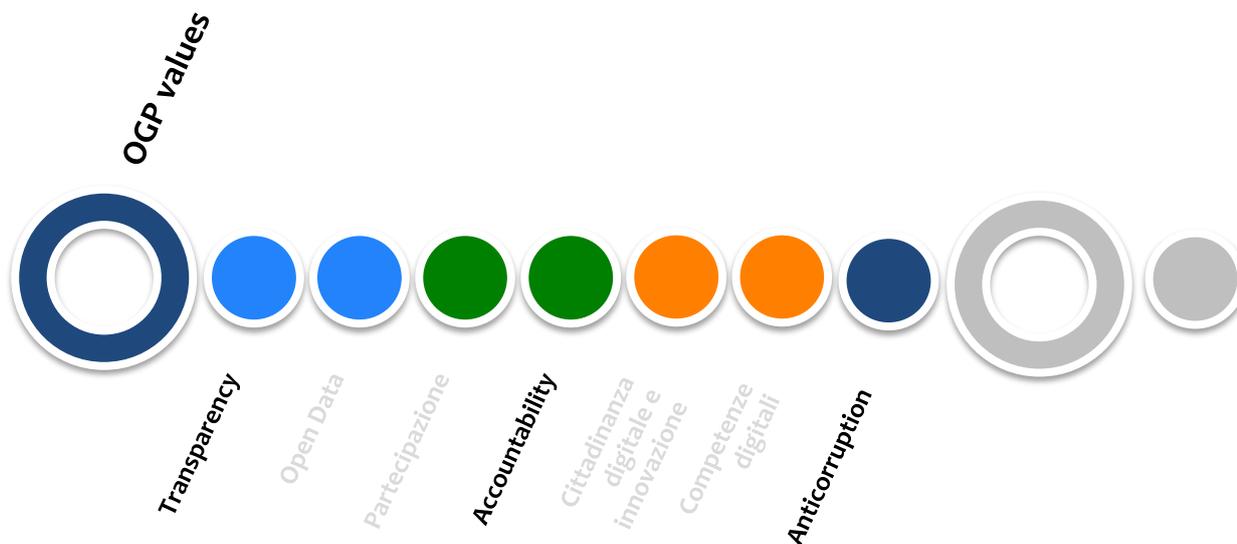
Control and monitoring of information flows (both internally and coming from civil society).

Data quality.

Compliance with legislation.

A system ensuring the timely accessibility of information by civil society and users in general.

General prevention of corruption and mismanagement.



SPECIFIC COMMITMENTS AND TIMELINE

1.	Analysis of the production flow of data, documents and information in the area being digitalized; defining roles and responsibilities of (internal and external) players affected by transparency obligations.	June 2017	
New commitment <input type="checkbox"/>		Ongoing commitment <input checked="" type="checkbox"/>	

2.	Implementing the necessary actions to digitalize the production of documents, data and information regarding the pilot project. Labeling documents to meet transparency and privacy requirements.	June 2018	
New commitment <input checked="" type="checkbox"/>		Ongoing commitment <input type="checkbox"/>	

3.	Evolution of the digital architecture to release required data, documents and information.	June 2018	
New commitment <input checked="" type="checkbox"/>		Ongoing commitment <input type="checkbox"/>	

4. **Development of a self-service dashboard in the users' website, and a system, at back-office level, for real time tracking of the process flow (status of the procedure) and to facilitate the handling of data, documents and information access requests since they are already classified for the purpose of transparency and privacy (presence of other interested parties or protected private or public interests).**

June 2018



New commitment

Ongoing commitment

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



Short description

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



General objective

Transparency and effective information on environmental evaluation and authorization procedures.



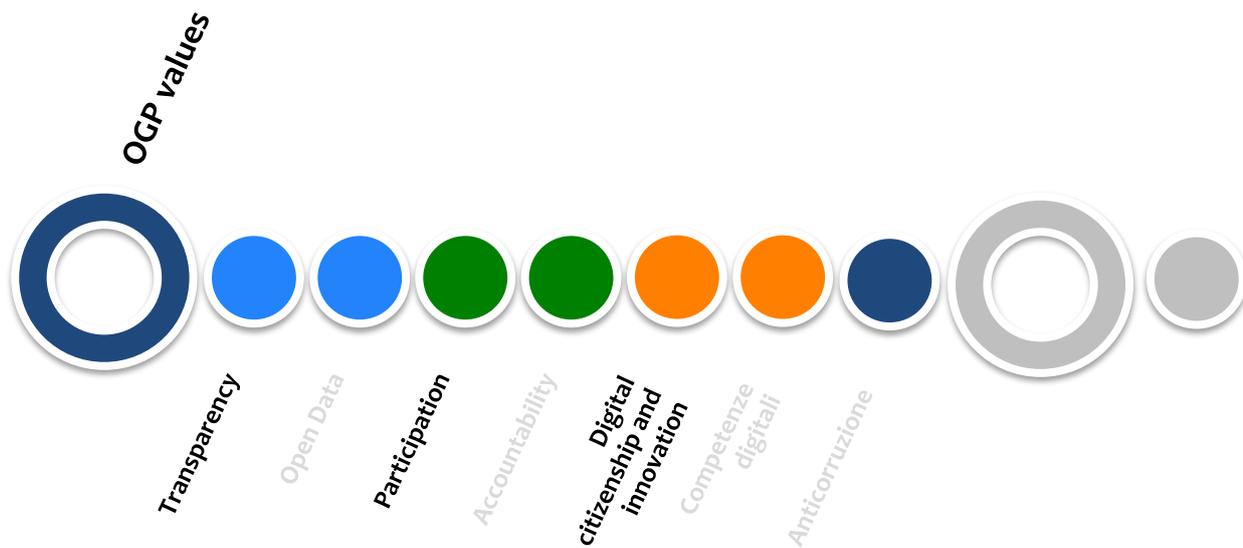
Lead implementing administration	Other PAs involved	Other actors involved	Implementation period
Ministry for the Environment and for the Protection of Land and Sea – DG for Environmental Evaluations and Authorizations - Unit II (Antonio Venditti)			2017 -2018
New action <input type="checkbox"/>	Ongoing action <input checked="" type="checkbox"/>	Beginning of activity	January 2017

Current situation

Different portals with non-homogeneous information.

Expected results

A single portal with homogeneous information.



SPECIFIC COMMITMENTS AND TIMELINE

1. **Analysis of the current functioning of the AIA Portal.** April 2017

New commitment <input type="checkbox"/>	Ongoing commitment <input checked="" type="checkbox"/>
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2. **Planning the new VAS-VIA-AIA portal.** December 2017

New commitment <input checked="" type="checkbox"/>	Ongoing commitment <input type="checkbox"/>
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3. **Planning the new VAS-VIA-AIA portal.** June 2018

New commitment <input checked="" type="checkbox"/>	Ongoing commitment <input type="checkbox"/>
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4. **Making the new VAS-VIA-AIA portal available online.**

June 2018



New commitment

Ongoing commitment

A5.

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



Short description

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



General objective

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



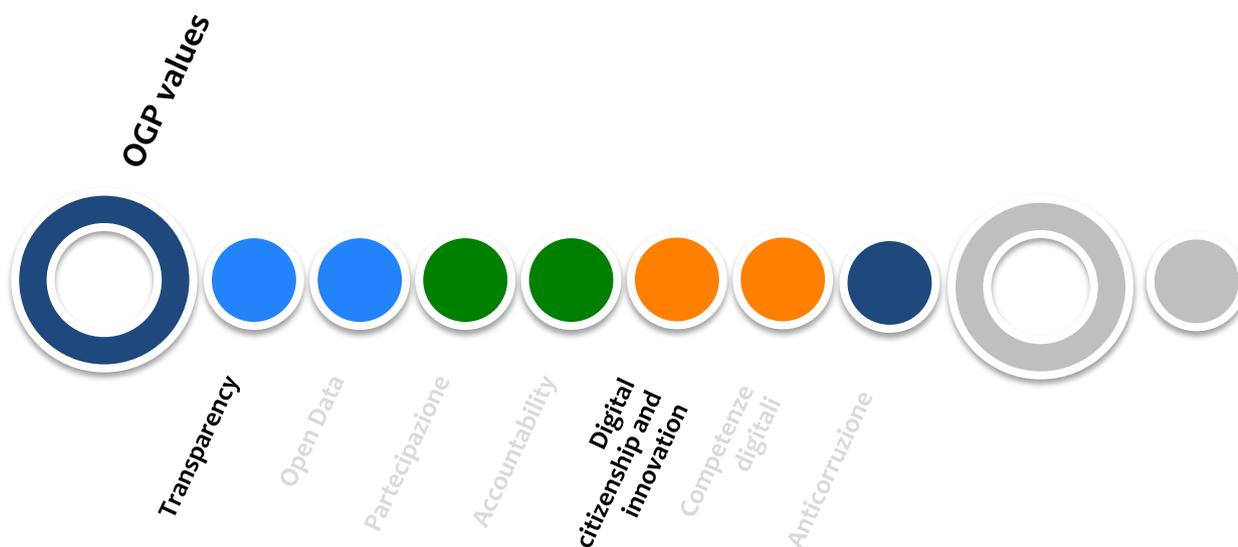
Lead implementing administration	Other PAs involved	Other actors involved	Implementation period
Ministry for the Environment and for the Protection of Land and Sea (Sergio Cristofanelli)	Regions, Autonomous Provinces, Customs Agency, Port Authorities, Guardia di Finanza, Arma dei Carabinieri (CUTFAA), Polizia Stradale		2017 -2018
New action <input checked="" type="checkbox"/>	Ongoing action <input type="checkbox"/>	Beginning of activity	June 2017-

Current situation

Being implemented.

Expected results

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



SPECIFIC COMMITMENTS AND TIMELINE

1. **Systemization of the application.**

June 2017



New commitment

Ongoing commitment

2. **Inclusion of the Ministry's data.**

December 2017



New commitment

Ongoing commitment

3.	Publication of the annual report to the European Commission by the Ministry	March 2018 
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New commitment <input checked="" type="checkbox"/>	Ongoing commitment <input type="checkbox"/>
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4.	Publication of the information accessible to users on the Ministry's website	June 2018 
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New commitment <input checked="" type="checkbox"/>	Ongoing commitment <input type="checkbox"/>
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This document was drafted by **Italy's OGP Team** established within the
Department for Public Administration.

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