



**DIPARTIMENTO  
PER LA TRASFORMAZIONE  
DIGITALE**



**Finanziato  
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NextGenerationEU

# Report on the State of Digitalisation in Italian Municipal Authorities

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**MAP OF DIGITAL MUNICIPAL AUTHORITIES 2025**

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# Foreword

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Municipal authorities play a decisive role in the social dynamics of our country. They are the institutions closest to the needs of the people, and it is also for this reason that the National Recovery and Resilience Plan (NRRP) assigns them a central role. There are 7,896 authorities spread across the country, 70% of which are responsible for municipalities of fewer than 5,000 people. These are entities that are heterogeneous by definition: culturally, economically and socially, but above all from the point of view of digitalisation.

For precisely this reason, the Department for Digital Transformation (DTD) of the Presidency of the Council of Ministers has adopted an inclusive strategy aimed at guaranteeing equal opportunities across all regions, raising the national average level and providing authorities with the essential tools to play a leading role: cloud infrastructure, shared platforms, standard tools and models. We launched the 'PA Digitale 2026' platform, the single point

of access to all NRRP resources earmarked for the digitalisation of Public Administration (PA), introducing an innovative administrative scheme ('Avvisi Lump Sum', literally Lump Sum Calls) which authorities were able to join with the daily support of more than 180 professional experts deployed across the country. Everything was conceived and built above all through open and constructive dialogue with all the public and private stakeholders involved in this pathway.

For this reason, in July 2023 we sought to strengthen dialogue with the National Association of Italian Municipal Authorities (ANCI) through an important institutional agreement, with the aim of supporting and accompanying these authorities through various activities in this decisive challenge. It is thanks to this agreement that we are now presenting a first important snapshot of the state of digitalisation across the country.

We are aware that, although we have involved all Italian municipal



authorities through the NRRP calls, we cannot interrupt this journey: data are needed to monitor, to take action and above all to build future policies. The project carried out together with ANCI also stems from this objective: to equip ourselves with tools of ongoing analysis, integrated with the extensive information assets of the PA Digitale 2026 platform and with the Observatory work that the DTD is developing, as provided for in the Three-Year Plan.

Data to inform understanding, data to support decision-making: that is the spirit of our work.

**Alessio Butti**

Undersecretary of State at the Presidency of the Council of Ministers with responsibility for technological innovation and digital transition



# Foreword

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The epochal transformations we are experiencing, the digital revolution and the energy transition, place municipal authorities at the nerve centre of change. Through their irreplaceable role in governing the country and in directly delivering services to the people, municipal authorities are the true protagonists of this challenge. This central role is fully recognised by the National Recovery and Resilience Plan (NRRP), which has translated the objectives of Next Generation EU into concrete measures, assigning local public administration strategic responsibility for achieving numerous Plan targets.

The strategic role of digitalisation, as a driver of progress, is also evident in the investments under Mission 1 – Component 1 of the NRRP dedicated to digital transformation and contained in the PA Digitale 2026 strategy. Municipal authorities have been entrusted with directly implementing key measures such as cloud migration, the optimisation of websites and digital services, and

the adoption of enabling platforms such as PDND and SEND. The figures speak for themselves: the near-total participation of municipal authorities in the public calls issued by the Department for Digital Transformation confirms the foresight of this choice. An exemplary implementation capacity reflected across the whole NRRP, showing that the trust placed in municipal authorities is always amply repaid. Investing in the digitalisation of Public Administration is not only about equipping ourselves with new tools; it is about building the future of our communities. It means sowing innovation today in order to reap better services, opportunities and inclusive growth tomorrow. It is not merely an appropriate choice, but an urgent necessity. It is the only way to make services more efficient, transparent and accessible to citizens and businesses, streamlining bureaucracy and optimising the use of resources. A digitalised PA is a PA that responds more quickly to needs, is more reactive in the face of crises and



is able to offer concrete opportunities for the country's economic and social development. To ensure an effective response and the possibility of measuring the transformative impact of the NRRP measures and the progress of technology-driven administrative innovation, targeted actions are nevertheless needed, based on knowledge of the organisation of administrative structures, the skills available, the state of digital infrastructure and the management of internal and external processes. In this respect, the precise and reliable picture of data that our report, entitled 'Map of Digital Municipal Authorities', seeks to draw is all the more useful in charting the course for future actions in the sector. It is a virtuous example of institutional collaboration, thanks to its joint implementation by central government and the National Association of Italian Municipal Authorities, and also a solid basis for building further policies to support innovation in municipal authorities and to promote the growth and development of the staff working within them.

**Gaetano Manfredi**

Mayor of Naples and President of ANCI



# Methodological Introduction

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## The NRRP and the Calls for the Digitalisation of Municipal

The National Recovery and Resilience Plan (NRRP) has allocated more than €6 billion to the digitalisation of Public Administration (M1C1). Almost half of these resources are intended for local public administrations, with specific attention to Italy's 7,896 municipal authorities, the institutions closest to citizens' needs.

To facilitate authorities' access to resources, the **Department for Digital Transformation of the Presidency of the Council of Ministers (DTD)** launched **PA Digitale 2026**, the single platform for access to NRRP resources dedicated to the digitalisation of Public Administration: from cloud migration to the use of shared platforms to promote public interoperability, through to the broader implementation of standard tools and services for payments, websites, communications, notifications with legal effect and digital identity.

The public calls that were issued also followed an innovative approach: thanks to the efforts of the Department's Mission Unit,

the lump sum mechanism was adopted: funding in the form of flat-rate financing payable to administrations that do not report the expenditure incurred but rather the achievement of the objectives laid down in the calls. Authorities were therefore not asked to apply by presenting projects, but rather by defining their 'basket' of services across the various measures that, together with contextual parameters such as the type and size of the authority, contributes to determining the funding. Moreover, the actual disbursement of the resources granted does not take place following itemised reporting of the expenditure incurred, but through the achievement of specific objectives. This approach was implemented in order to foster quality-driven processes and to tie project progress to the achievement of concrete results. This novel approach was reinforced by dedicated support activities across the country through the creation, as envisaged by the NRRP, of a Department technical assistance team (the



Transformation Office - TO), made up of around 200 people. The procedural and administrative simplification and the on-the-ground technical assistance provided by the Department made it possible to involve **99% of municipal authorities in the PA Digitale 2026 calls**, launching **almost 54,000 digitalisation projects and contributing to the full achievement of the DTD's NRRP targets.**

The data collected through the PA Digitale 2026 platform are one of the information sources for this report, updated as at 10 June 2025.

## Overview of the PA Digitale 2026 calls for municipal authorities

MEASURE	FOUNDED PROJECTS	ALLOCATED RESOURCES	% PROJECTS COMPLETED
Cloud migration	7,616	€ 697,319,968	67.83%
PDND	6,058	€ 108,220,066	91.66%
App io	6,338	€ 53,680,247	75.83%
pagoPA	6,491	€ 133,660,199	76.97%
Websites	6,579	€ 743,499,294	83.05%
SEND	6,971	€ 196,883,280	64.45%
Digital identity	5,890	€ 82,460,000	86.45%
ANSC	7,244	€ 45,504,902	4.93%*

*Source: Department for Digital Transformation*

*\*The PNRR initiative for the National Computerised Civil Registry Archive (ANSC), aimed at municipal authorities, was launched more than two years after the other measures (July 2024) and has therefore seen a delay in its implementation.*



## The DTD-ANCI Agreement and the Map of Digital Municipal Authorities

To support municipal authorities in the ambitious NRRP challenge, in May 2023 the Department for Digital Transformation (DTD) of the Presidency of the Council of Ministers and the National Association of Italian Municipal Authorities (ANCI) signed an institutional agreement. The objective is twofold: on the one hand to support the digital transformation process through information and training activities (such as the Academy of Digital Municipal Authorities), and on the other to collect quantitative data to analyse the level of digitalisation across the country through the administration of a questionnaire and the production of analytical outputs (the Map of Digital Municipal Authorities). The questionnaire, delivered online from 11 July to 18 October 2024, contained six

thematic sections, three of which focused on the organisation and management of the authority's administration (Organisation of the Authority and Services; Acts and Procedures; Governance and Innovation) and three focused more on technological aspects (ICT infrastructure; Security; Application Services and Data).

The questions were structured so as to minimise requests for information already available, while also seeking to capture elements useful for supplementing and qualifying the information already held by DTD and ANCI, as well as by other public bodies and companies operating in public services.

The data presented in this document derive mainly from analysis of the authorities' responses to the questionnaire, providing a

picture of the state of digitalisation and the perception of the journey undertaken. **A total of 3,855 municipal authorities responded, equal to 48.8% of all Italian municipal authorities, with population coverage amounting to 75%.** Thanks to the number of participants and their heterogeneity, both geographically and in terms of demographic clusters, the data collected provide a particularly representative picture of the country as a whole. In particular, it should be noted that 98% of municipal authorities with populations above 60,000 took part in the survey.



## Responding municipal authorities by population cluster

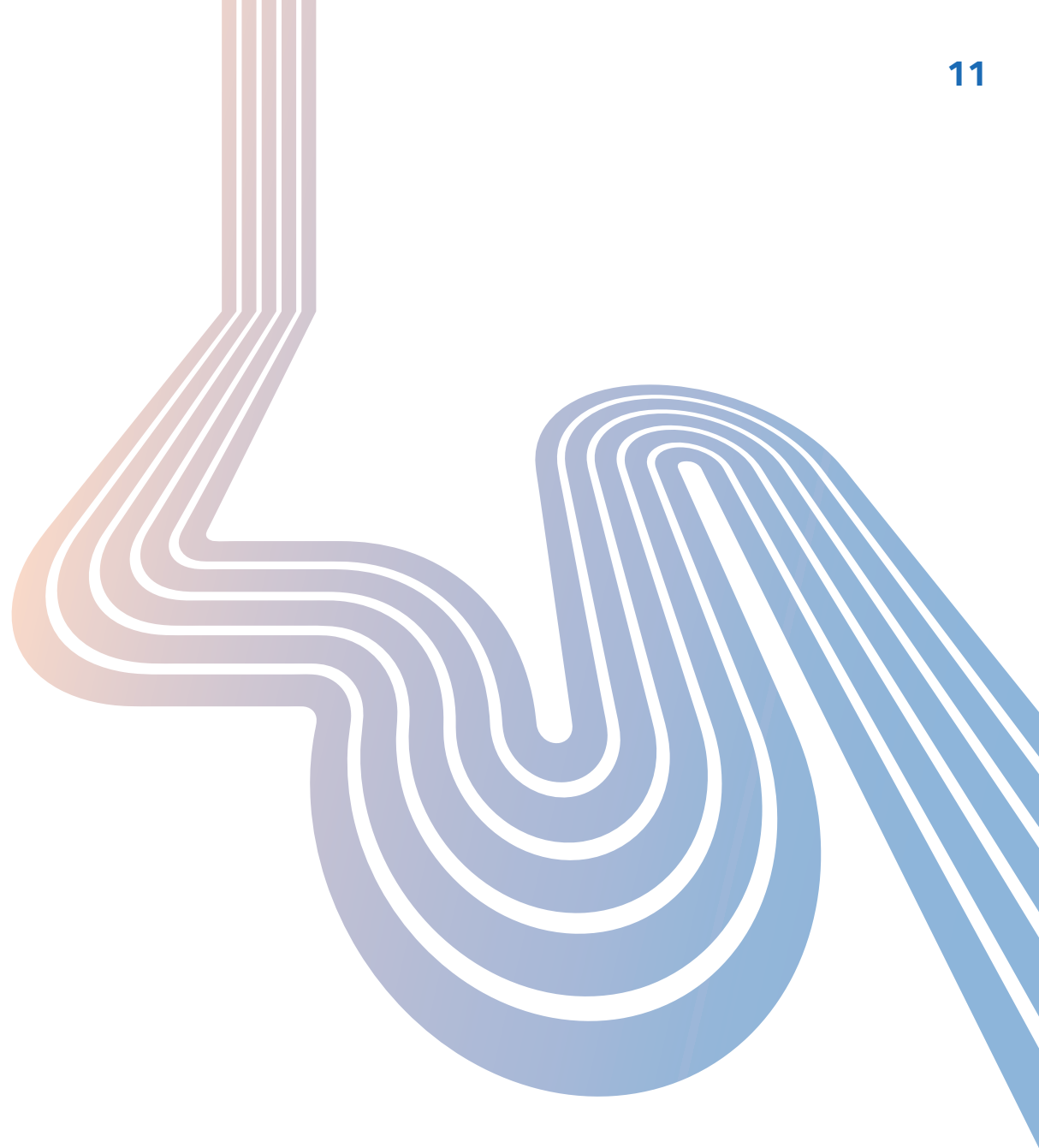
POPULATION CLUSTER	RESPONDING MUNICIPAL AUTHORITIES	% RESPONDENTS OUT OF TOTAL MUNICIPAL AUTHORITIES IN THE CLUSTER
up to 2,000	1373	38.8%
from 2,001 to 5,000	891	44.9%
from 5,001 to 15,000	1015	61.8%
from 15,001 to 60,000	480	75.7%
from 60,001 to 150,000	71	97.3%
over 150,000	25	100.0%
<b>Totale</b>	<b>3855</b>	<b>48.8%</b>



## Analysis Results

The analysis that follows is intended to represent an initial moment of comparison based on data on the state of digitalisation across the country, with a view to stimulating shared reflection among public and private stakeholders, practitioners and citizens. The questionnaire data provide an up-to-date and concrete knowledge base for assessing the actual state of digitalisation at local level, complementing the information assets already available thanks to NRRP data. They can therefore be used to enrich the administrative data of PA Digitale 2026 with the municipal authorities' point of view, thereby improving the ability to understand a rapidly evolving picture.

The information assets will be presented in two phases. This first report contains the main results of the questionnaire and information on municipal authorities' participation in the NRRP calls; it will be followed by specific thematic discussion papers presenting all the data from the DTD-ANCI questionnaire.



# Chapter 1 | Infrastructure, connectivity and security

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Infrastructure elements are fundamental and indispensable to the digital transformation process. Cloud, connectivity, security, data and services: these form the pillars for the revision of internal processes and the development of digital services.



# Chapter 1 | Infrastructure, connectivity and security



## The NRRP view

PA DIGITALE 2026 CALL DATA

Thanks to the dedicated call on PA Digitale 2026, **7,616 authorities (96% of the total)** have started the **cloud migration process**, for a total economic value of around €697 million

**68% of the municipal authorities involved have completed the planned cloud migration and 50% have completed the technical and formal checks.** Specifically, this amounts to **3,577 projects**, for a total value of **€270 million**



## The picture from municipal authorities

QUESTIONNAIRE DATA

**70% have already begun to decommission their local servers**

Around **50% of municipal authorities have a Disaster Recovery system** and **18% are developing one**

**Connection speed correlated with the size of the municipality**

- More than 50% of municipal authorities with over 20,000 residents have connections  $\geq 100$  Mbps
- In municipal authorities with fewer than 5,000 residents, access to high-performance connections is more limited

**Availability of backup lines**

- In municipal authorities with more than 100,000 residents, over 80% have backup lines
- The availability of service continuity solutions declines progressively in smaller municipal authorities, down to around 43% in municipal authorities with fewer than 5,000 residents



# Actions Promoted by the NRRP

## Cloud migration by municipal authorities

One of the main strategic lines envisaged by **Mission 1 Component 1 (M1C1) of the National Recovery and Resilience Plan (NRRP)** concerns the **cloud migration of local PA (measure 1.2): €1 billion allocated to municipal authorities, schools, local health authorities/hospitals and provincial authorities**. The NRRP target for June 2026 specifically provides for the cloud migration of 12,464 authorities. To date, all previous interim targets have already been reached, including the completion of a migration plan by the measure's final target group (March 2023) and the actual migration of over 4,000 authorities (September 2024).

As regards municipal authorities, **7,616 authorities, equal to 96% of the total**, responded to the calls for **cloud migration** on PA Digitale 2026: an extraordinary participation rate well above the NRRP target. The total economic value is around €697 million, meaning that 70% of the entire NRRP measure was allocated to municipal authorities. Looking at progress in the projects dedicated to municipal cloud migration, at the beginning of June 2025, **68%**

**of the municipal authorities involved had successfully completed migration and 50% had already completed the technical and formal checks, thereby obtaining the actual disbursement of resources**. Specifically, this amounts to 3,577 projects, with a total value of €270 million.

It is clear that **the snapshot of project progress is dynamic by nature**: municipal authorities had different windows in which to submit their projects throughout the period between April 2022 and February 2025; **all projects must ultimately be completed by March 2026**. It is therefore important to emphasise that municipal infrastructure is undergoing profound transformation and that, at present, the impact of NRRP investment can only be measured in part. These are important elements to bear in mind also for a correct reading of the results of this survey.



# The Picture from Municipal Authorities: Responses to the Questionnaire

## Dismissione server locali

The data on municipal authorities' cloud migration made possible by the NRRP calls are key to the correct interpretation of what authorities have reported. Considering that data collection closed in October 2024, and that a large proportion of municipal authorities are still in the process of completing activities, this is 'live material' and is constantly evolving.

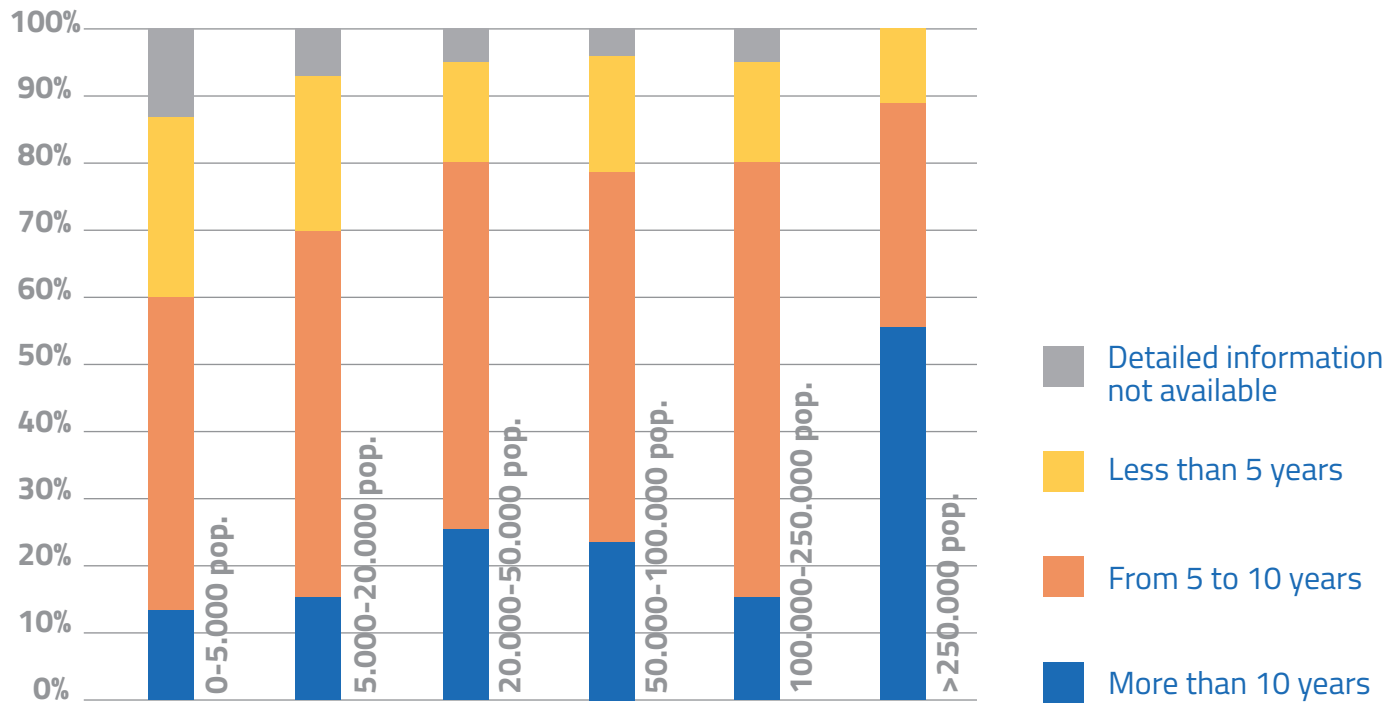
These premises must be borne in mind when analysing the questionnaire responses concerning the decommissioning of local servers – a decision not directly linked to the cloud migration process.

**Seventy per cent of responding municipal authorities state that they have already started decommissioning their local servers, with 23% having already completed the decommissioning.** An analysis of the municipal authorities that are furthest behind in the process brings out a number of points of attention regarding the servers still in use:

- > **in most municipal authorities where fewer than 50% of local servers have been decommissioned, the average age of the remaining devices is between 5 and 10 years.** Moreover, in 15% of cases, servers older than 10 years are still in use.
- > as regards their function, **the remaining servers are used above all for archiving (47%) and application management (24%),** functions that are destined to shrink as cloud migration progresses.



## What is the age of the oldest physical servers not yet decommissioned?



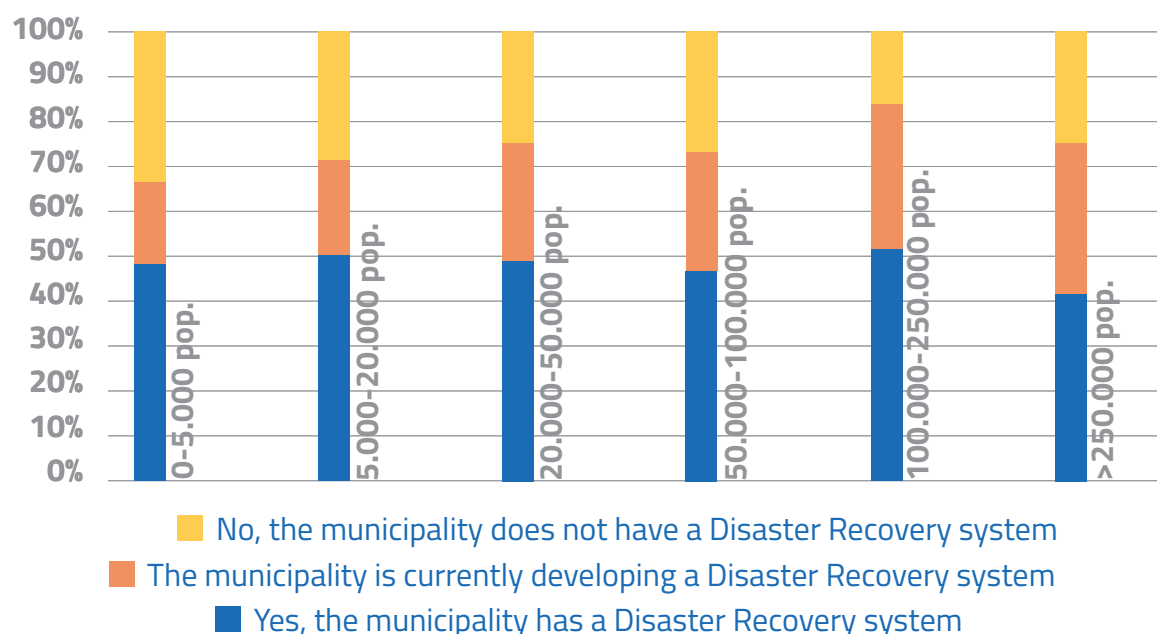
Age of physical servers | Question put to all municipal authorities that have migrated fewer than 50% of servers | Source: questionnaire



## Cybersecurity

Decommissioning data centres is also a central process for protecting data and systems. The evidence gathered through the questionnaire tells us that **82% of municipal authorities use cloud or hybrid cloud/local backup**, while the remaining 18% use local backup only. In this area, the issue of **Disaster Recovery** – that is, the strategy for restoring operations after a cyber incident affecting infrastructure, catastrophic events or natural disasters – is now increasingly central to assessing the infrastructural reliability of a Public Administration. **About half of respondents have a Disaster Recovery system**, while **18% are developing one**. It remains useful to monitor the issue, considering that 33% of authorities currently neither have such a strategy nor are developing one.

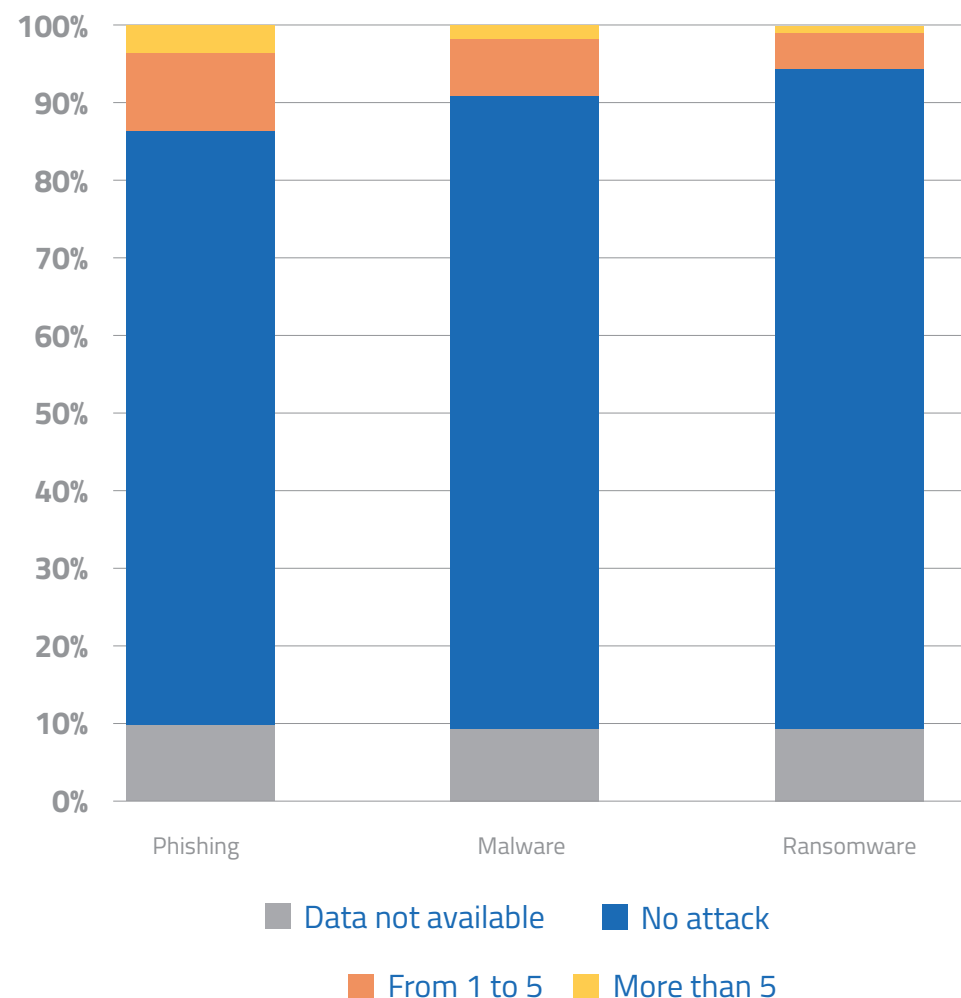
### Does the municipal authority have a Disaster Recovery system to restore operations in the event of critical incidents?



*Availability of a Disaster Recovery system | Question put to all municipal authorities | Source: questionnaire*



As for cyberattacks that caused service disruption, **more than 80% of municipal authorities say they have not suffered any attack since the start of 2023**. Where attacks do occur, they are mostly **phishing**, the most common type of attack, affecting **15% of respondents**, including repeated incidents. The issue of awareness, and therefore training, nevertheless appears central, considering that **8–10% of municipal authorities state that they do not know whether they have suffered attacks that caused specific service disruptions**.



**How many cyberattacks resulting in service disruptions has the municipal authority suffered since the start of 2023?**

*Cyberattacks resulting in service disruptions  
Question put to municipal authorities with more than 5,000 inhabitants | Source: questionnaire*



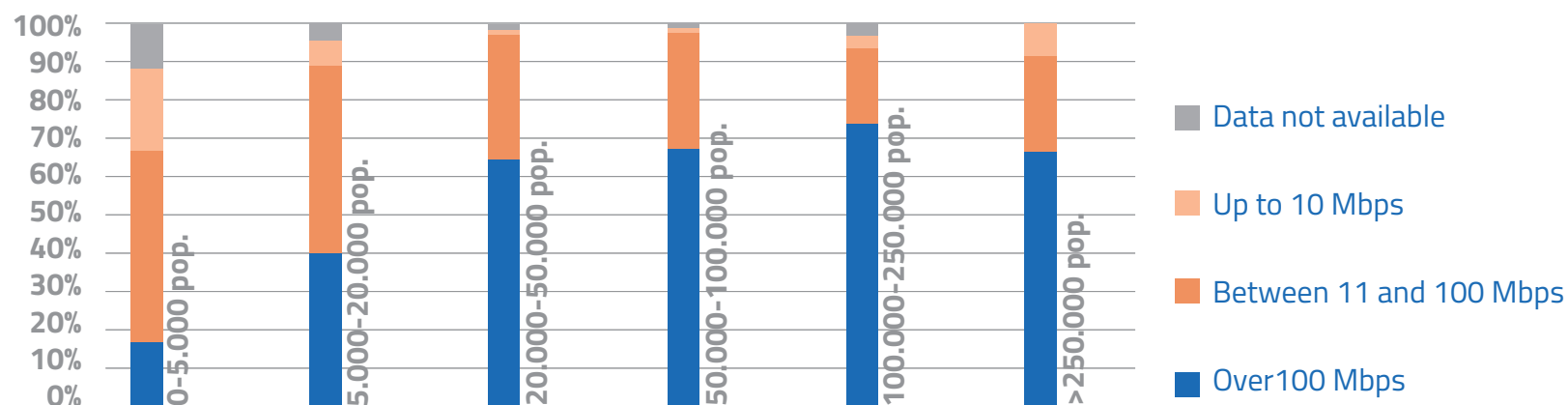
## Network Infrastructure

In managing authorities' internal ICT infrastructure, one crucial element to consider, especially for effective migration and optimal use of cloud solutions, is the quality and reliability of network services available in the local area. The evidence presented below analyses municipal authorities' responses on the **characteristics of the connections provided for in contracts with providers**, which are compared with data on the **actual infrastructural coverage of their local area**, as well as on the availability of **backup lines**, which are important for **assessing**

**the resilience of a municipal authority's ICT infrastructure.**

Starting from the analysis of supply contracts, it emerges that **more than half of Italian municipal authorities with over 20,000 inhabitants have download speeds above 100 Mbps** (megabits per second), **and almost all of them nevertheless exceed 10 Mbps.**

**What is the average download speed of the internet connection available to the municipality under the supply contract?**



*Average download speed of the internet connection available to the administration under the supply contract | Question put to all municipal authorities | Source: questionnaire*

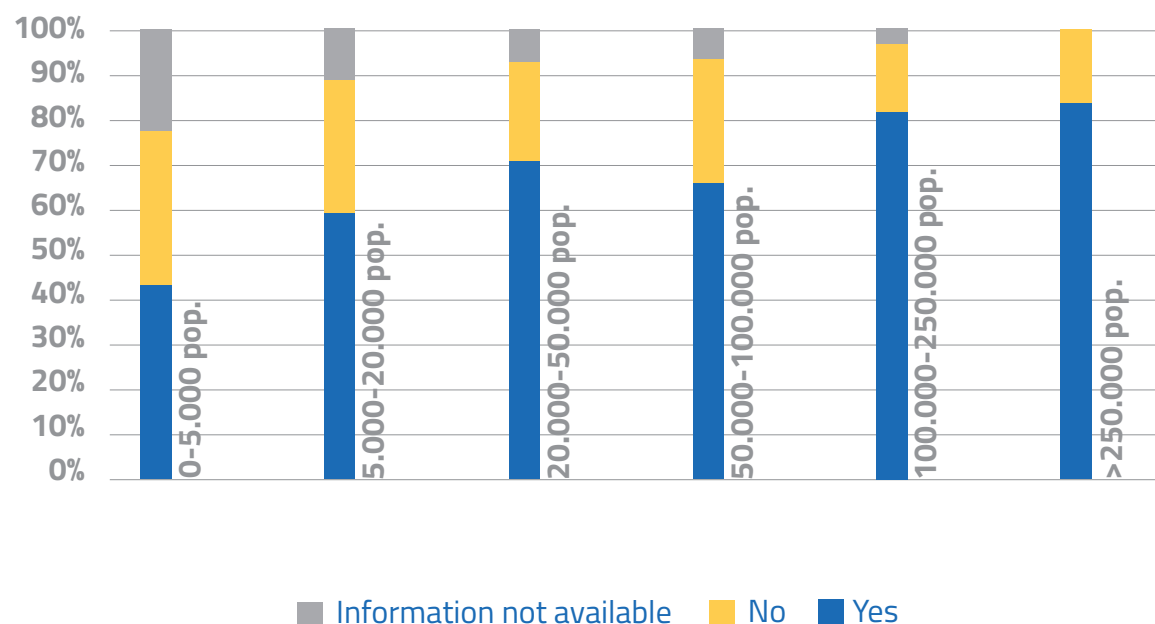


By contrast, smaller municipal authorities – proportionally located in more remote and less well-served areas – face the challenges of digital transformation in more disadvantaged conditions. **More than 80% of authorities with fewer than 5,000 residents have contracts offering download speeds below 100 Mbps, and more than 30% below 10 Mbps.** It is important to consider that the values shown are those reported in the contracts entered into by the

authorities: they must therefore be regarded as formal parameters, not necessarily met continuously during service delivery.

As regards the presence of backup lines, more than 80% of municipal authorities with more than 100,000 residents have them. This percentage decreases as the size of the authority decreases, down to about 43% in municipal authorities with fewer than 5,000 residents.

### Is a backup line active to guarantee operational continuity of connectivity?



*Availability of a backup line | Question put to all municipal authorities | Source: questionnaire*



## Chapter 2 | Digitalisation of Administrative Activities

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Some survey questions give us a better understanding **of the level of digitalisation of administrative activity**, which is a crucial aspect in the transformation process of municipal authorities, representing a point of connection between the technological infrastructure adopted and the public services offered.



## Chapter 2 | Digitalisation of Administration



### The NRRP vie

PA DIGITALE 2026 CALL DATA

**7,102 municipal authorities (90%)** joined the **National Digital Data Platform (PDND)**. **85% of PDND projects** financed by the NRRP have already been completed and paid out

Integration with external sources: the service most requested via PDND concerns integration with SEND, the **Digital Notifications Service (5,397 requests)**

**National Resident Population Register (ANPR): 92% of municipal authorities have started integration with the National Computerised Civil Registry Archive (ANSC)**



### The picture from municipal authorities

QUESTIONNAIRE DATA

**43% of responding municipal authorities** state that digitalisation has led to **partial simplification of processes**, while in **19%** of cases this simplification has not yet occurred. **38%** of respondents consider the simplification achieved **to be complete**

**175% of municipal authorities have fully digitalised both decisions and resolutions by the council and executive board.** 25% of municipal authorities use a filing system for all cases, while 30% do not use it at all. **In 90% of cases the decisions system is integrated with other administration services**

**67% of municipal authorities state that they apply two digital signatures to resolutions**, but authorities remain, across all size groups, that apply three or more signatures, and, among municipal authorities with fewer than 20,000 residents, 7% do not use digital signatures

**91% of municipal authorities use certified e-mail (PEC) or the electronic protocol for sharing documents with other authorities**

**67%** of municipal authorities have implemented **automatic payment reconciliation via pagoPA for taxes, 61% for school services** and 28% for social services



# Actions Promoted by the NRRP

In order to simplify interactions with PA, preventing citizens and businesses from having to provide the same information more than once when it is already held by authorities (once-only principle), the NRRP has encouraged, among other things, the spread of shared platforms.

## National Digital Data Platform (PDND)

First and foremost, there is the **National Digital Data Platform (PDND)**, the system that enables PAs to exchange data and information, fostering interoperability. In part thanks to the NRRP, **7,102 municipal authorities (90%) joined the platform**, of which 6,058 received funding for the provision of data, with a total allocation of **€108 million. 85% of projects have already been completed and paid out**, making this one of the most advanced NRRP measures in the field of digitalisation. This enabled the Department to exceed the target set for June 2026 well ahead of schedule. It is a significant result that potentially enables authorities to use the platform also as users, thereby gaining access to a considerable body of information to improve internal processes and external services.



## National Resident Population Register (ANPR)

Equally important is the **National Resident Population Register (ANPR)**, which collects the registry information of all residents in Italy and Italians living abroad (AIRE). Thanks to NRRP resources and the complementary fund, the Department has supported municipal authorities both in integrating electoral rolls into ANPR, recording full take-up to date, and in using the same platform for the National Computerised Civil Registry Archive (ANSC), which can be used to manage all operations relating to the registration, transcription, annotation and preservation of entries in the Civil Registry (**92% of municipal authorities responded to the July 2024 call**).



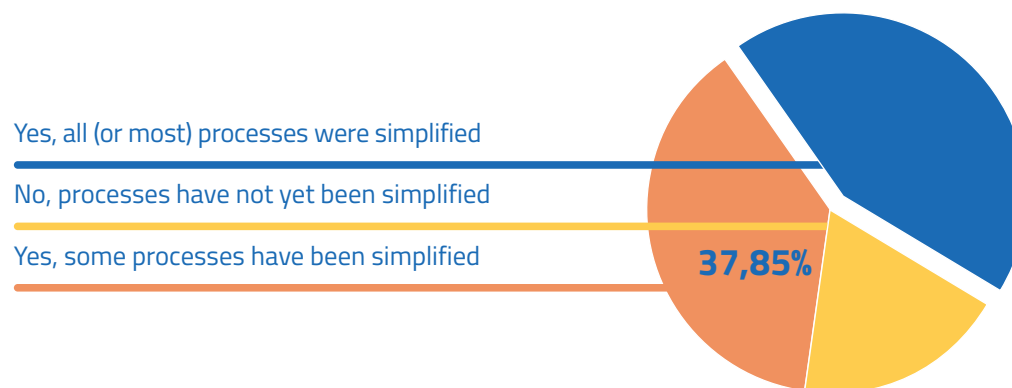
# The Picture from Municipal Authorities: Responses to the Questionnaire

The responses collected in the survey are certainly useful to better understand the context in which these platforms are operating, with questions focused specifically on the digitalisation of the administrative system.

## Process Simplification

The digitalisation of administration is an important opportunity to analyse and re-engineer processes also for simplification purposes. In this respect, questionnaire responses showed that **38% of municipal authorities actually implemented measures to simplify processes** at the same time as digitalisation. In **43% of cases, simplification was only partial, while in the remaining 19% processes had not been simplified at all.**

### Were actions taken to simplify processes during digitalisation?



*Process simplification | Question put to municipal authorities with more than 5,000 residents | Source: questionnaire*



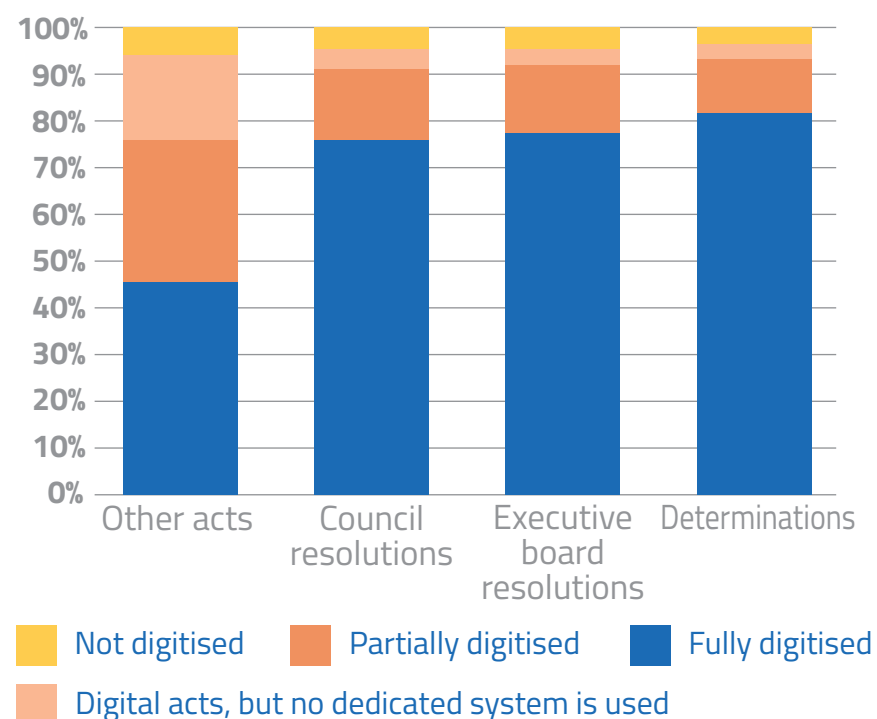
## Digitisation of Administrative Documents

Part of this path concerns the digitalisation of administrative documents, which would appear to be at a mature stage in the majority of municipal authorities: **75%** have in fact stated that they have fully **digitised both decisions and resolutions by the council and executive board.**

The situation is different when it comes to filing, that is, the process of organising and grouping administrative cases into digital files, which enables more orderly management and quicker access to information. This step is as delicate as it is strategic for improving the efficiency of administrative processes. Indeed, **while 25% of municipal authorities systematically apply filing to all cases,** 30% say they do not use it at all.

In order to verify the extent to which authorities have taken advantage of the opportunities for simplification linked to the digitalisation of administrative processes, we examined in particular the decisions system, as it involves several sectors of the municipal authority. In this respect, in **90% of cases the decisions system is integrated with other administration services:** mandatory publications, document management, finance, accounting and registration.

### What is the state of digitalisation in the management of administrative documents within the municipal authority?



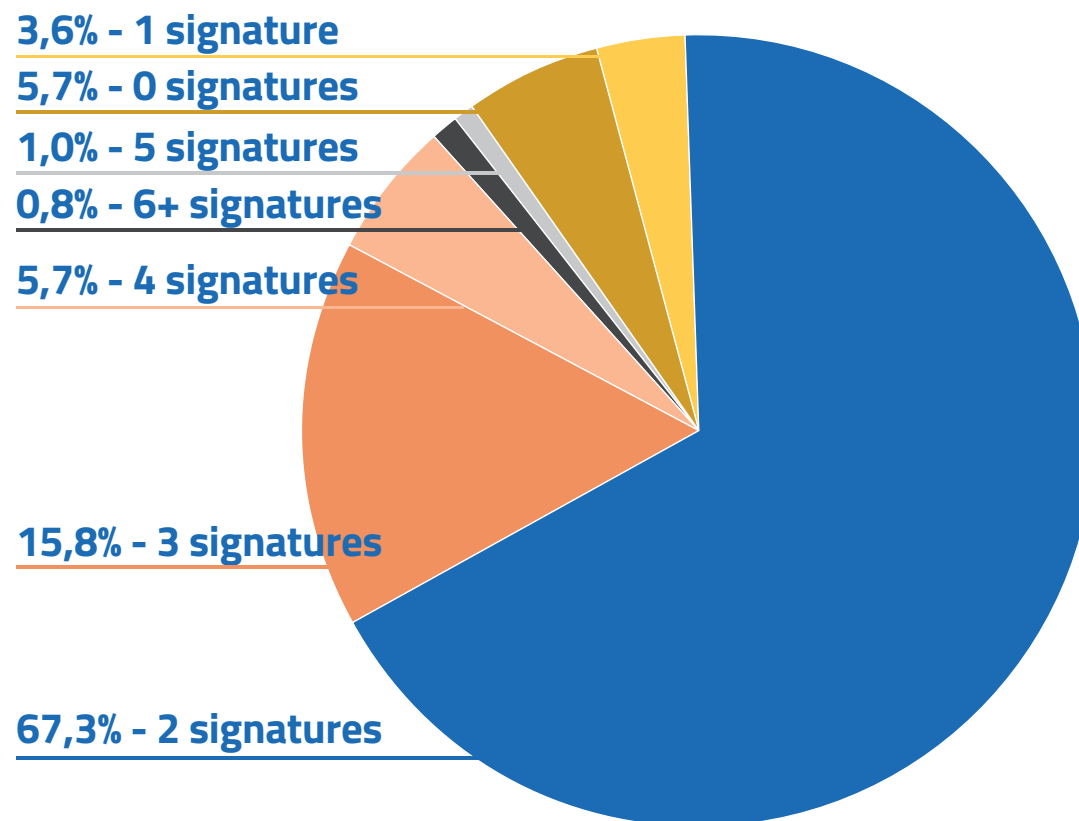
*Question put to all municipal authorities | Source: questionnaire*



**Integration with the civil registry or demographic departments stands at 37%**, which indicates room for growth, particularly in terms of synergistic development with the aforementioned ANPR. Part of the digitisation of an administrative document also relates to the issue of signatures. Generally speaking, an administrative process can be considered streamlined if it requires two digital signatures to become legally binding.

**67% of municipal authorities state that they apply two digital signatures to resolutions**, but authorities remain, across all size groups, that apply **three or more signatures** and, among municipal authorities with fewer than 20,000 residents, **7% do not use digital signatures**, typically associated with managing partially or non-digitised documents.

**For decisions, how many electronic or digital signatures are required for the act to become effective?**



*Number of electronic signatures | Question put to municipal authorities with more than 5,000 residents | Source: questionnaire*



## Communication Between Administrations

Communications between Public Administrations can certainly benefit from digital tools that make information exchange immediate and reliable. It is therefore no coincidence that **91% of municipal authorities state that they use certified e-mail (PEC) for exchanging documents with other authorities.** In addition, 29% of municipal authorities state that they never resort to sending paper documentation, 68% do so occasionally and a residual 3% always send paper documents.

**How frequently do you use the following methods of sending and sharing administrative documentation for exchange between administrations in the management of procedures?**

	Always (or almost)	Sometimes	Never
Shared access to the file and documents of the procedure through the authority's management system	9,9%	27,9%	62,3%
File sharing (documents) via online platforms	8,5%	70,5%	20,9%
Sending paper documents	2,9%	68,0%	29,2%
Sending documents by e-mail and/or file-transfer services	13,2%	79,9%	6,9%
Sending via PEC	91,1%	8,4%	0,5%
Use of platforms for holding service conferences remotely	15,8%	63,8%	20,4%

*Frequency of information exchange | Question put to municipal authorities with more than 5,000 inhabitants | Source: questionnaire*

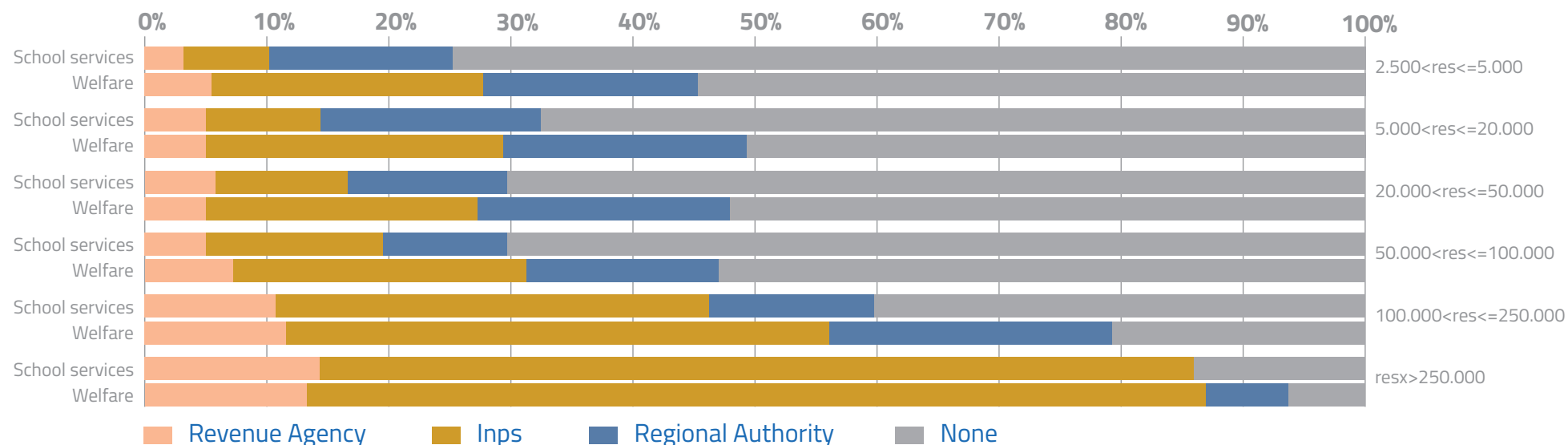


## Integration with External Databases

Interoperability between public databases is certainly a concrete solution for aspiring to full digitalisation of administrative processes. In this respect, **the issue of integration with external sources is central**, especially for services particularly linked to users (private individuals and businesses). According to the data available, there is clearly room for improvement, in

line with the recent launch of the PDND.

### Which applications are integrated with the following services?



Service integration | Question put to all municipal authorities | Source: questionnaire



In particular, **integration with INPS stands at 7% for school services and 21% for social services.** The values emerging from respondents highlight significant differences by size group, with a gap of more than 60 percentage points between the smallest and the largest municipal authorities. Clearly, one of the enabling factors in this area concerns, as already underlined, **the full adoption of the PDND**, not only in provider mode, as financed by the NRRP, but also in consumption mode. This mode of use must be the priority for investment over the coming years, although the first data are already encouraging. **The service most requested by municipal authorities concerns integration with SEND, the Digital Notifications Service (5,397 requests)**, where enablement through PDND is necessary for the automatic delivery of the service. This is followed by services linked to residence and family status checks provided by the Ministry of the Interior, as well as consultation of INAD (National Index of Digital Domiciles) managed by AgID.



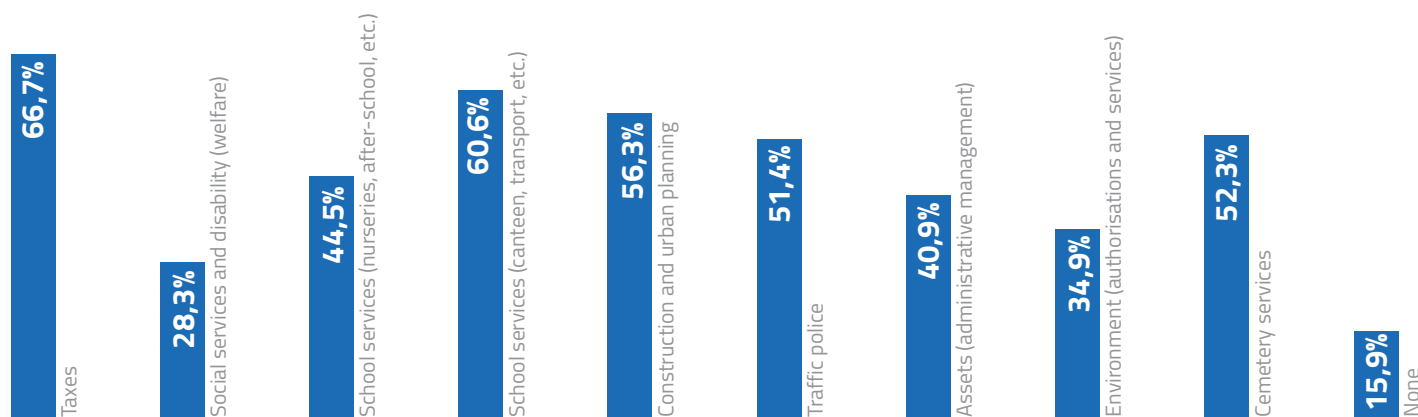
## Automatic Reconciliation of pagoPA Payments

Particular attention should be paid to the issue of **automatic reconciliation of payments received through pagoPA**, which allows us to measure municipal authorities' ability to automate the management of public revenues by automatically aligning the payments received with the transactions recorded in their management systems.

Responses by municipal authorities indicate that the area is relatively mature, especially as regards **reconciliation of taxes**

**(67% of municipal authorities) or payments for school meals and school transport (61%).**

### For which services is pagoPA payment reconciliation active?



*Automatic payment reconciliation | Question put to all municipal authorities | Source: questionnaire*



## Chapter 3 | Digitalisation of Services

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Public services are a decisive area of the digital transformation process and the final objective of administrative action. Therefore, part of the questionnaire was devoted to public services, and the responses provide important analytical elements for understanding the outcomes, to date, of the choices made in terms of policy, governance, organisation and infrastructure.



## Chapter 3 | Digitalisation of Services



### The NRRP vie

PA DIGITALE 2026 CALL DATA

**5,890 municipal authorities** (75% of the target group) took part in the PA Digitale 2026 calls for the implementation of **SPID/CI**

There was even higher participation in calls dedicated to **app IO (79%) and pagoPA (78% of municipal authorities)**

The highest participation rate is in the **SEND calls** (88% of the target group). More than **4,500 municipal authorities** are ready to **send notifications with legal effect in digital format**

**6,579 municipal authorities** are redesigning their website in accordance with the **criteria set out by Designers**



### The picture from municipal authorities

QUESTIONNAIRE DATA

A common need emerging for most authorities is the need to further **develop the digitalisation of services in the back office**

**In 73% of cases, payments to municipal authorities are made mainly online**

**Activities to support the uptake of digital services can be further reinforced**, as demonstrated by the 50% of authorities that planned or activated awareness campaigns

**50% of responding municipal authorities offer online consultation of the status of procedures in progress**

**10% of municipal authorities continue to send and receive communications on paper**, while **28%** state that they have switched completely to **online mode**

**INAD, the National Index of Digital Domiciles, is currently used by 57% of municipal authorities**, with a further 23% of authorities expecting to use it soon



## Actions Promoted by the NRRP

In recent years the Department has paid growing attention to the digitalisation of services, designing and making available to all public administrations 'enabling' services and standard models. This decision has made it possible to standardise the user experience at certain decisive touchpoints in services, raising the average level of provision among PAs (central and local): **access to services (SPID/CIE digital identity), payments to the PA (pagoPA), websites, communications to the public (app IO)** and, last but not least, **notifications of acts with legal effect (SEND).**

The NRRP has strengthened these tools with specific financing that has seen extremely broad participation by municipal authorities, regardless of their size and geographical area, even though for the most

part they were already widely in use. **A total of 5,890 municipal authorities (75% of the target group) took part in the calls for implementing SPID/CIE, with most projects completed (86%) and paid out (74%).**

**An even higher participation rate was recorded for the calls dedicated to app IO (79%) and pagoPA (78% of municipal authorities).** Thanks to the NRRP contribution, there are now **more than 200,000 services on app IO and 280,000 services on pagoPA relating to municipal authorities.**

The newest tool is **SEND**, which itself came into being thanks to the NRRP and which **saw the highest participation rate (88% of the target group),** enabling to date more than **4,500 municipal authorities** to be ready to send legally valid notifications digitally.

These initiatives are complemented by the redesign of **websites**. Indeed, **6,579 municipal authorities** are improving their website in accordance with the criteria set out by **Designers Italia**.



# The Picture from Municipal Authorities: Responses to the Questionnaire

## Degree of Digitalisation of Services

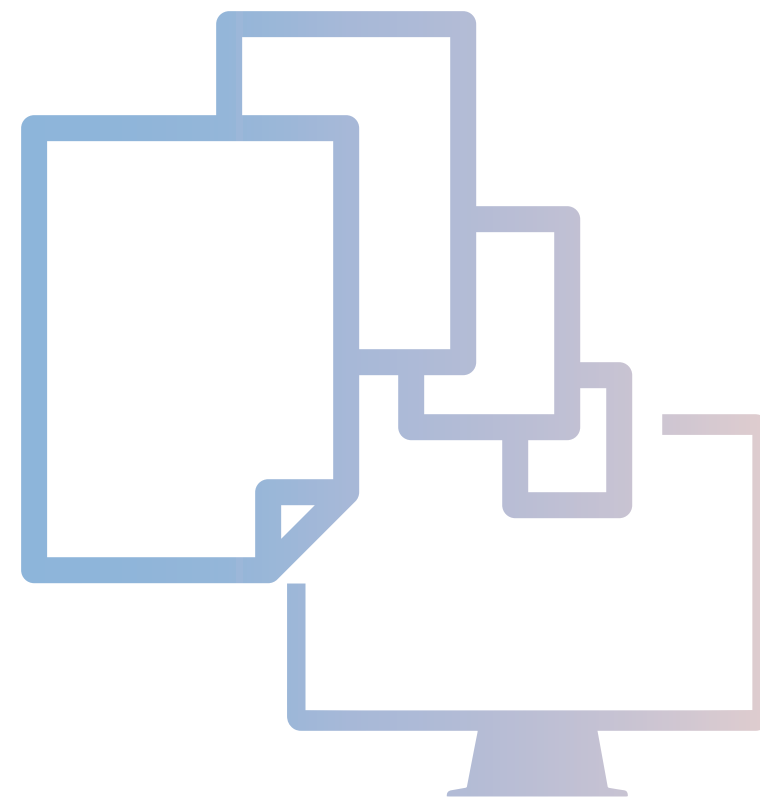
The digitalisation of a public service concerns both the back office – the internal administrative part of the authority – and the front office – the actual use by the public of the service online. The level of digital maturity of a service must therefore be assessed not only in terms of what is offered to people, but also in terms of the simplification and digitalisation of the authorities' internal processes.

**Formorethanathirdofmunicipalauthorities, the management of demographic services, construction and urban planning, and school services is completely digitalised (front and back office).**

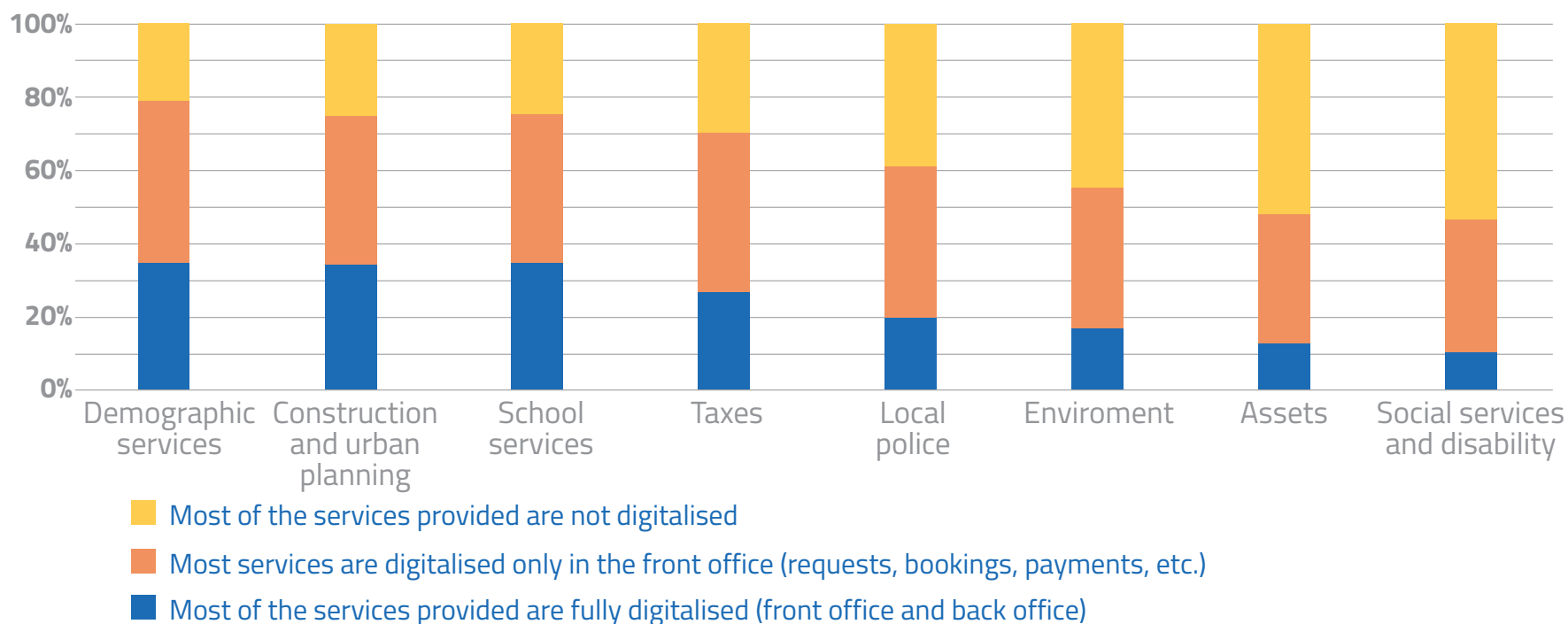
For the same services, **more than 40%** instead stated that they had digitalised **only the front office**, and **between 21% and 25%** had not digitalised **any aspect** of the services mentioned.

It should also be noted that more than half of municipal authorities have not digitalised any aspect of services linked to asset management and the management of social and disability services (welfare).

Overall, the common need emerging for most authorities is the need to **further develop the digitalisation of services in the back office.**



## What is the degree of digitalisation of public services for each type of service delivered?



*Degree of Digitalisation of Public Services | Question put to all municipal authorities | Source: questionnaire*

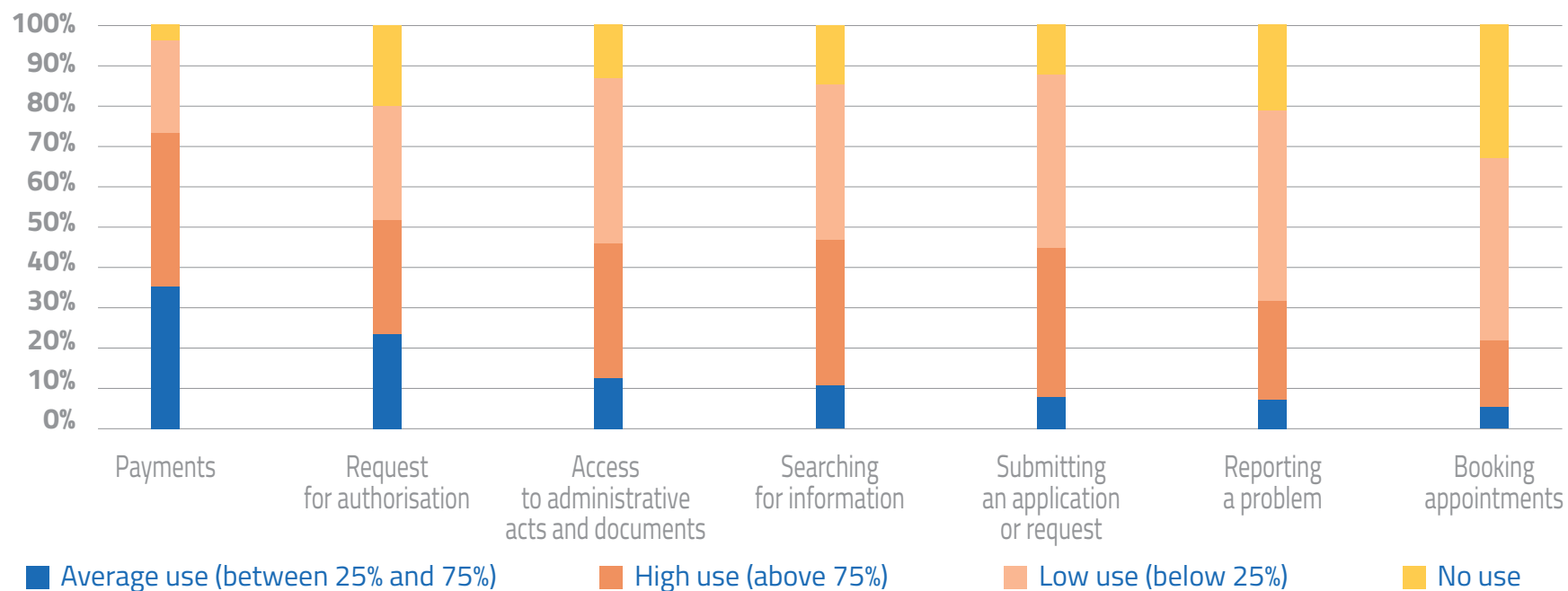


## Use of Services

The rate at which services are used in digital mode varies considerably depending on the service in question. For respondents, **in 73% of cases payments to municipal authorities are made mainly online:** this is the most widely used service. This is clearly an area that benefits from the widespread uptake over the years of pagoPA, the single payment system for Public Administration.

By stark contrast, the figure for online appointment bookings shows that this service is not used in almost a third of municipal authorities and is used very little for 45% of authorities.

### How much was the online option for each of the following services used over the last year?



*Online Use of Services | Question put to all municipal authorities | Source: questionnaire*

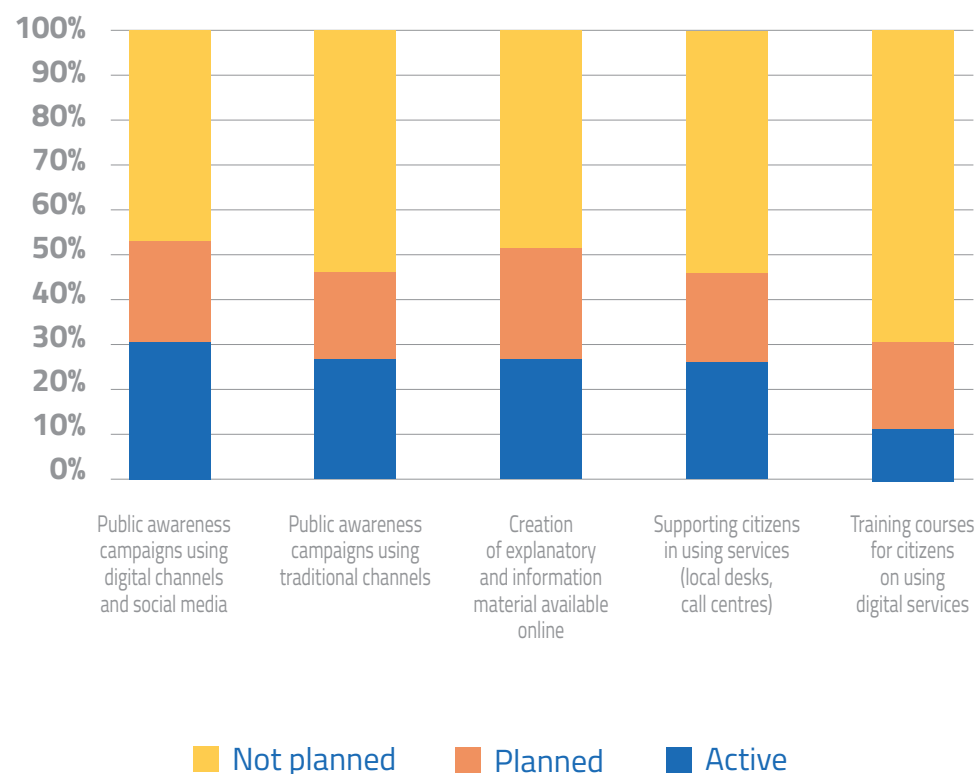


## Promotion of Services and Support Measures

At this stage in history, characterised by strong growth in the online services on offer, activities to promote the services and offer user support are central, particularly for sections of the population that have greater difficulty in using technology due to physical, language or age-related barriers. It is therefore no coincidence that **60% of municipal authorities offer in-person support to the public to improve familiarity with digital tools**, similarly to what is envisaged by **NRRP measure 1.7.2 Digital Facilitation Points**.

As for specific actions implemented to encourage the uptake of online services, the picture still shows room for improvement. The most recurrent activity is the organisation of **public awareness campaigns**, active or planned in 50% of authorities. However, **training for users** is less common: offered by 12% of municipal authorities, planned in 19% and absent in 69%.

### What is the status of actions aimed at promoting online public services?

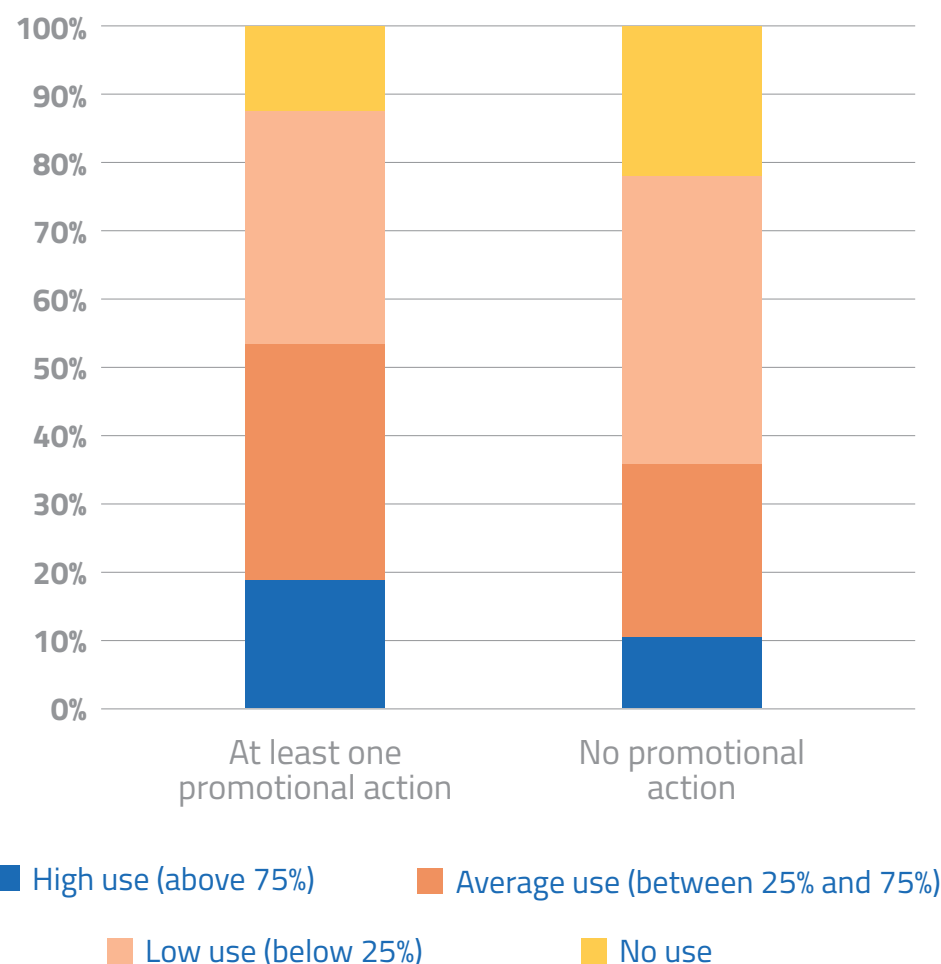


Source: questionnaire



The presence or absence of information and support has a significant impact on public uptake of online services, proving their effectiveness. In municipal authorities where there are no promotional activities, use of online services is not high (10%). This figure rises to 20%, doubling, in municipal authorities where support activities are provided.

### Degree of online use of the services made available, in relation to the launch of campaigns to promote the use of online services



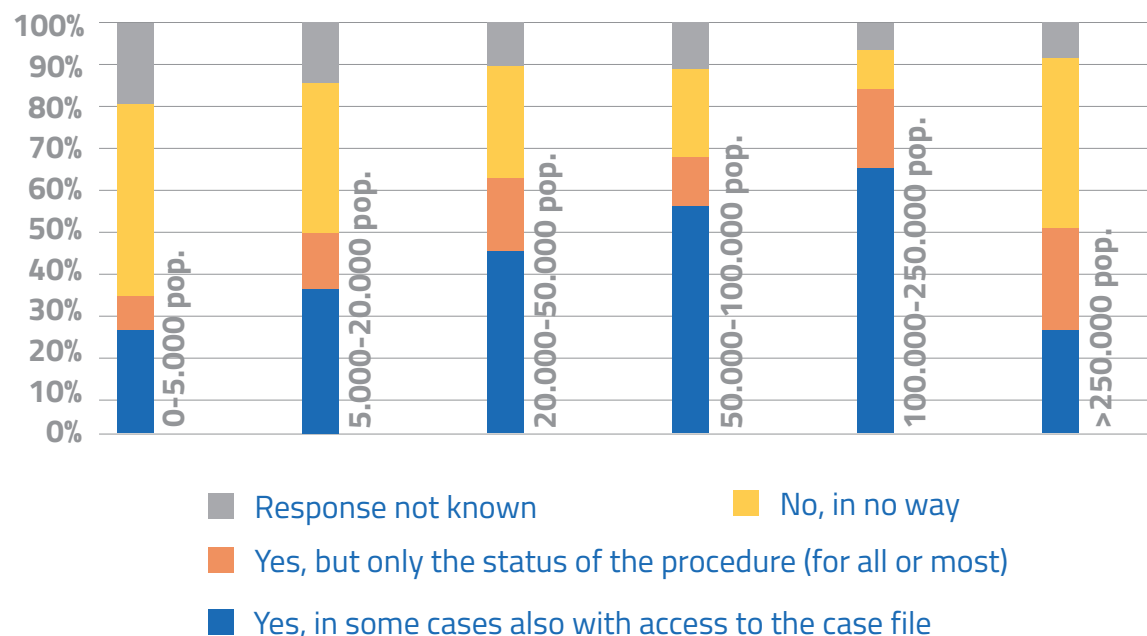
*Utilizzo online dei servizi messi a disposizione | Domanda rivolta a tutti i comuni  
Fonte: questionario*



## Submission of Applications

Among the channels made available by municipal authorities for the submission of applications by private individuals and businesses, the most frequently used is certified e-mail (PEC), chosen in 65% of cases as the main channel. This is followed by paper format, still adopted in 27% of cases, and digital channels, such as web portals and mobile apps, adopted in 20% of cases. These data confirm the transitional nature of the situation, where, alongside the consolidated use of PEC and paper, there is a progressive uptake of digital tools, which favour greater involvement of the public in administrative procedures. **As regards online consultation of the status of procedures in progress**, municipal authorities are evenly divided between those that do offer it (41%) and those that do not yet offer it (41%). The rate of provision of this service increases significantly as the municipal population rises, reaching 84% in municipal authorities with between 100,000 and 250,000 residents.

### Is it possible for private individuals and businesses to consult online and independently the status of procedures in progress, including access to files and documents?



*Online Consultation of Documentation | Question put to all municipal authorities | Source: questionnaire*

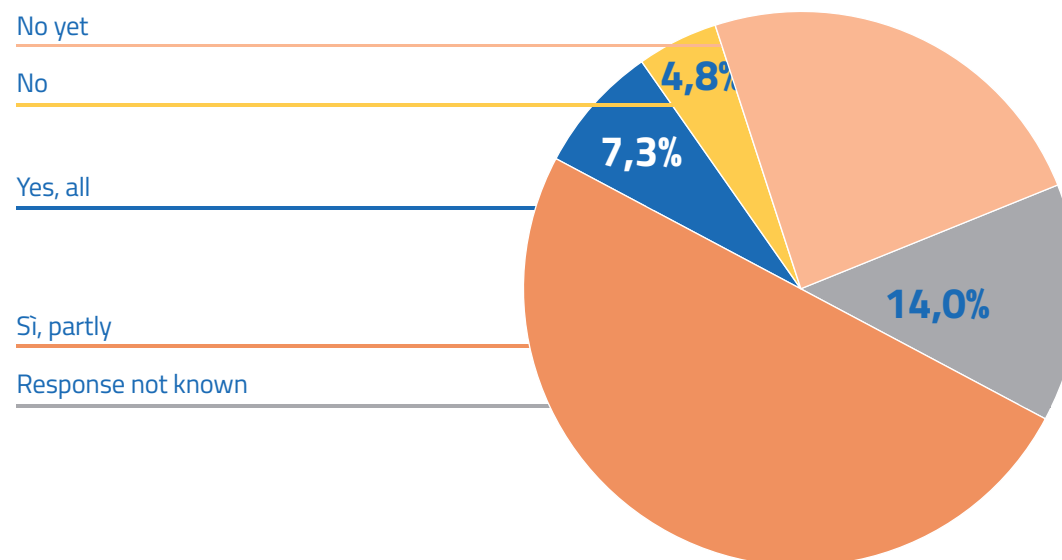


## Communication with Professionals and Businesses

The situation also appears to be evolving rapidly as regards **communication with businesses and professionals**. **10% of municipal authorities** stated that a large proportion of communication continues to be sent and received **on paper**, while **28%** state that they use exclusively **online** communication channels. From this point of

view, it is interesting to analyse the impact of the creation of **INAD, the National Index of Digital Domiciles**, on the relationship between municipal authorities and businesses. Launched in June 2023, **INAD is currently used by 57% of municipal authorities**, with a further 23% of authorities expecting to use it soon.

**The current IT systems use digital domicile registers (Art. 6 of the CAD) for administrative communications and for the transmission of official documents to private individuals, professionals, and businesses.**



*Use of Digital Domicile Registers | Question put to all municipal authorities | Source: questionnaire*



## Chapter 4 | Governance and Innovation

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Behind infrastructural choices, the revision of internal processes and the implementation of online services, there must be clear and ambitious direction. For this reason, governance of the administrative and technical management of ICT is a decisive aspect for municipal authorities in consolidating change that is durable and pervasive, including in relation to other sectors and areas of municipal administration.



## Chapter 4 | Governance and Innovation



### The Picture from Municipal Authorities

QUESTIONNAIRE DATA

**75% of municipal authorities** have one or more external providers for managing ICT service operations, while **25% manage ICT internally**

In municipal authorities with fewer than 5,000 residents, the position of **Head of information systems** is held in **66% of cases by staff with an administrative** (not a technological) **profile**

For **65% of municipal authorities, the Head of Digital Transition is an internal figure within the authority**, but who also performs a senior managerial role in another service. By contrast, **in only 8.5% of municipal authorities**, the role is filled by an internal figure who performs only this role

For **49%** of municipal authorities, **cybersecurity is an essential strategic element, followed by advanced analysis tools to support decision-making and the improvement of interaction between users and online public services**

Innovative technologies such as **blockchain, smart rooms and artificial intelligence** are considered to be of **little relevance** in policy documents

**The lack of financial resources and skills** are the main barriers to the digital transformation process



# The Picture from Municipal Authorities: Responses to the Questionnaire

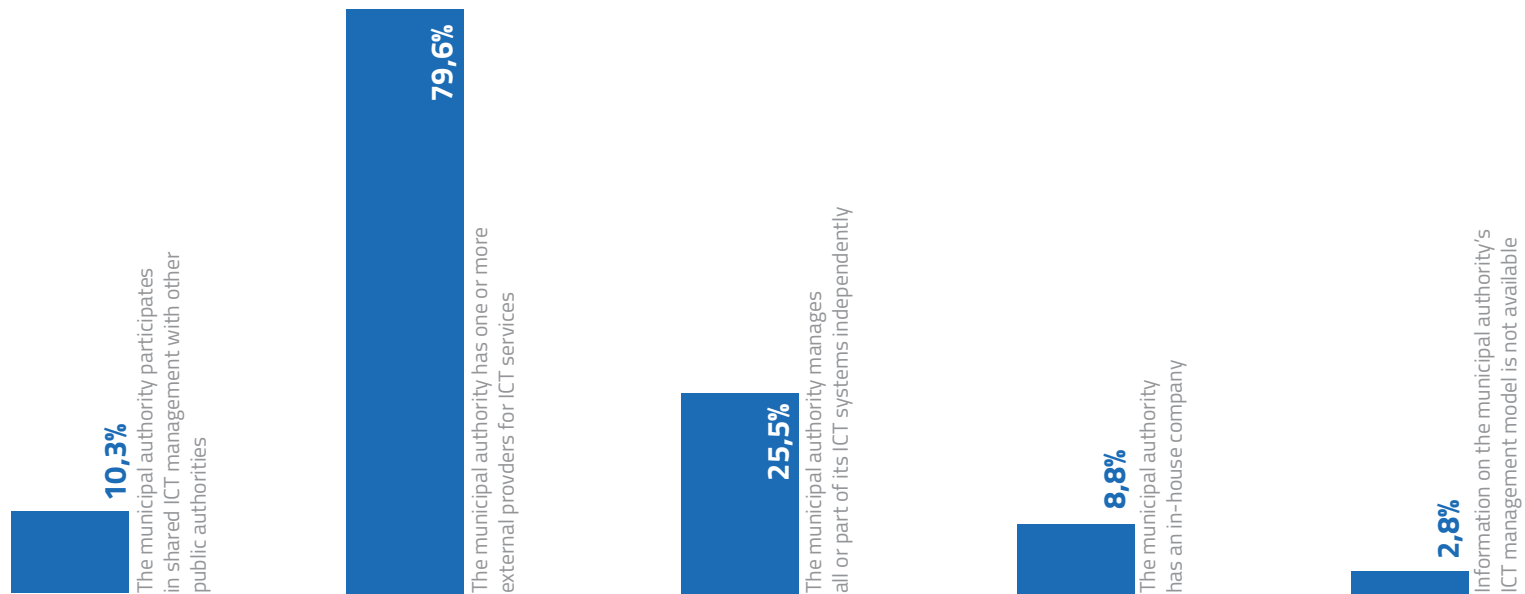
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## Management of ICT Services

Investigating how municipal authorities manage ICT services operationally is important for understanding their actual digital transformation governance set-up. In this respect, **75% of municipal authorities stated that they have of one or more external providers for managing ICT service operations**, while **25% manage ICT internally**. In addition, **10% of municipal authorities benefit from shared ICT management with other authorities**, while **9% use an in-house company**. Clearly, the latter figure mainly concerns larger cities: 32% of municipal authorities with 100,000–250,000 residents and 50% of authorities with over 250,000 residents have their own in-house ICT companies.



## How are municipal authority ICT services managed operationally?



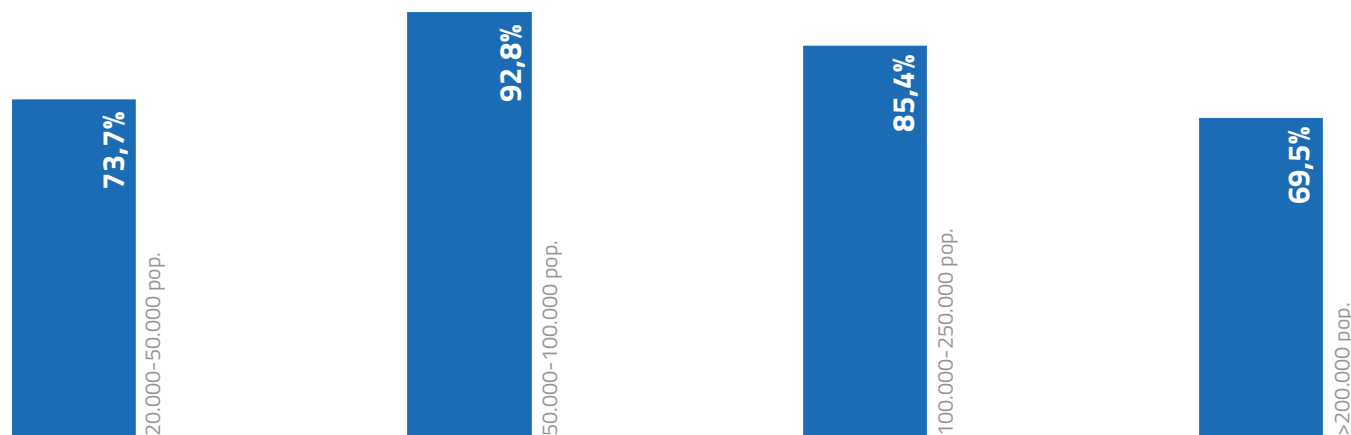
*Management of ICT Services | Question put to all municipal authorities | Source: questionnaire*



A recurring issue among many administrations, however, is that they have not filled the staff positions envisaged for the management of ICT services: indeed, in all authorities many positions remain vacant even though they are included in the organisation chart, with a particularly high gap for **larger municipal authorities, where around one third of the positions remain vacant**. In absolute numerical terms, this amounts to over 300 missing staff for the municipal authorities of Bari, Florence, Milan, Naples and Rome Capital alone.

As regards the **management of cybersecurity services**, these services are **not provided in 20% of municipal authorities with 5,000 residents and in 13% of larger municipal authorities**.

### How many staff are planned and how many are actually operational in the management of the authority's ICT services?



*Average percentage of human resources actually in service compared with those planned in the management of ICT services  
Source: Questionnaire; universe: all municipal authorities surveyed with more than 20,000 residents, excluding municipal authorities whose RTD is shared with other authorities*



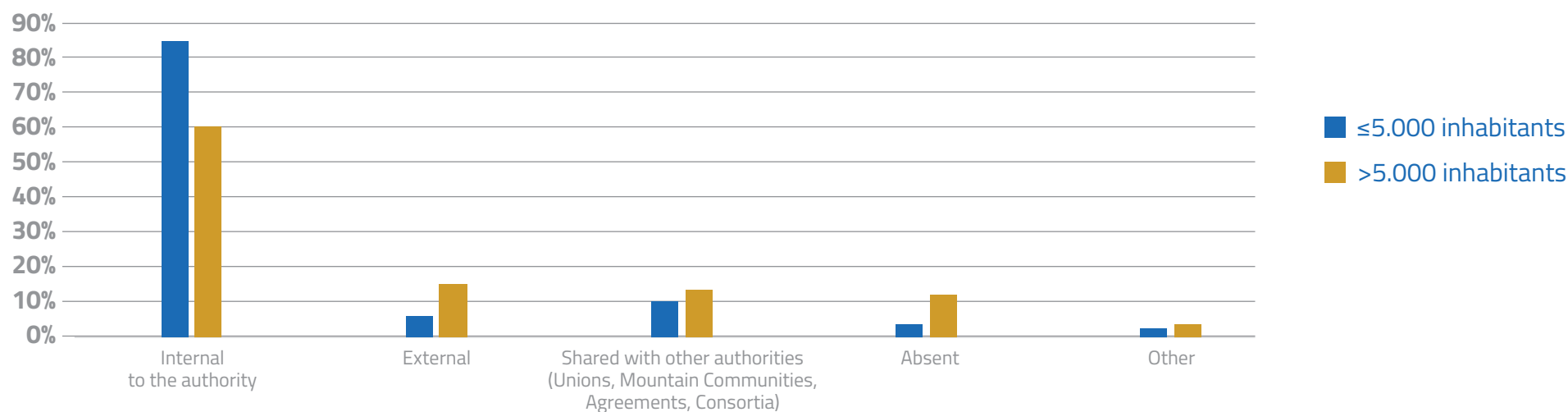
## Technical Roles Envisaged, from the Head of Information Systems to the Head of Digital Transition

Within authorities, there are specific roles with certain key responsibilities in the digital transformation process. One of these is the **Head of Information Systems (RSI)** who, as the survey shows, **in 72% of municipal authorities is not performed by one person devoted just to this role**, but is generally shared with other functions within the administration.

The role is held **in 67.4% of cases by internal staff**, but with strong differences depending on the demographic context, considering that the percentage falls to **58% in municipal authorities**

**with fewer than 5,000 residents** and rises to **80% in those with over 5,000 residents**. At the same time, **in smaller authorities** it appears more common to employ **external staff** to perform the function (14% compared with 5.9%), as well as shared management with other authorities (12.6% vs 9.3%).

### Comparison of RSI role by municipality population size

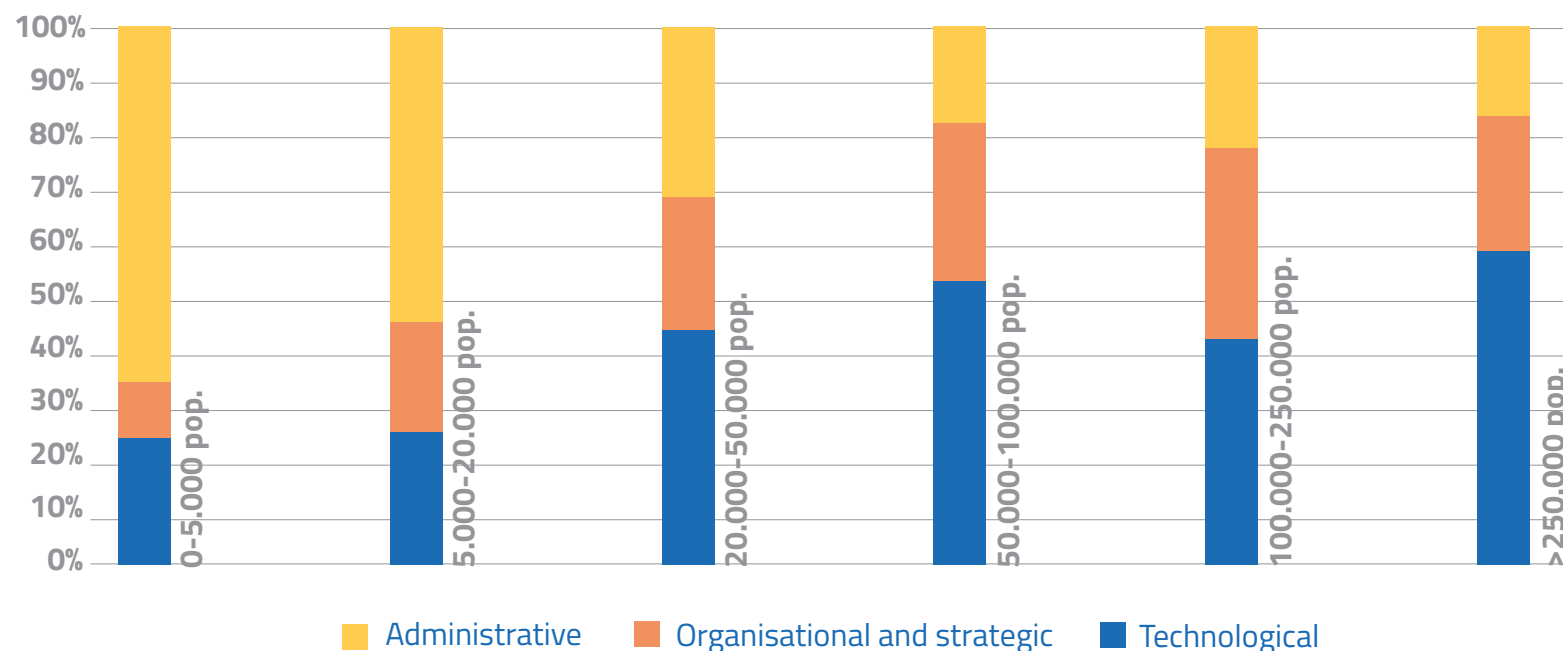


*Head of Information Systems | Question put to all municipal authorities | Source: questionnaire*



From a profile point of view, **in the vast majority of municipal authorities with fewer than 5,000 residents, the role is held in 66% of cases by staff with an administrative profile**, and not a technological profile. This figure falls, but not by much, in municipal authorities with populations between 5,000 and 20,000 residents: 54.9%. Only in larger municipal authorities (more than 50,000 residents) does this situation reverse.

## What is the main profile of the Head of Information Systems?



*Profile of the Head of Information Systems | Question put to all municipal authorities | Source: questionnaire*



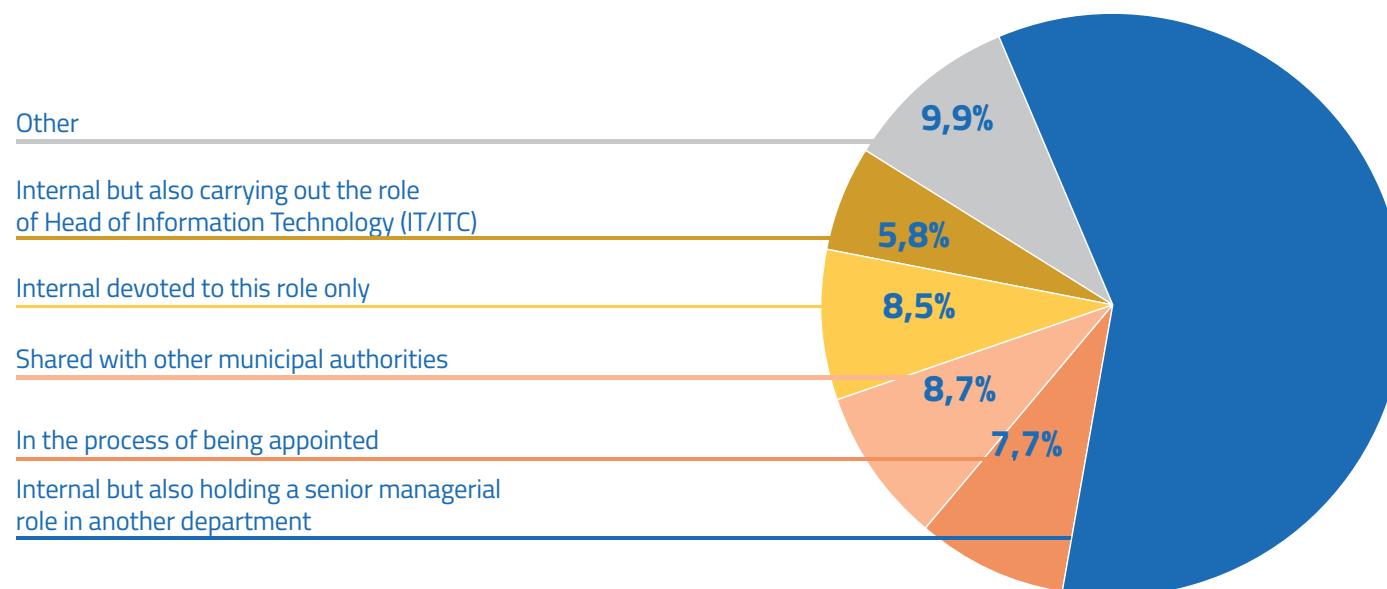
Another decisive role, required by the Code of Digital Administration (CAD), is the **Head of Digital Transition (RTD)**, who **in only 5.8% of cases is also the Head of Information Systems.**

**In 65% of cases this is an internal figure within the authority,** but who also holds a senior managerial role in another department, and is therefore not specifically dedicated to this function.

**In 8.5% of municipal authorities,** however, the role of RTD is held by an **internal figure who performs only this role.**

For each category, there are six bars corresponding to the different population sizes, which go from fewer than 5,000 residents to over 250,000 residents: This solution is more widespread in smaller municipal authorities.

### The municipal authority has appointed as Head of Digital Transition (RTD) a figure who is:



*Role of the Head of Digital Transition | Question put to all municipal authorities | Source: questionnaire*



## Digital Transformation: Policy Documents and Strategic Choices

At a strategic level, certain issues appear particularly central in planning and defining choices in the area of digital transformation. Above all, **cybersecurity, defined as an 'essential' element in strategic policy documents by 49% of municipal authorities.**

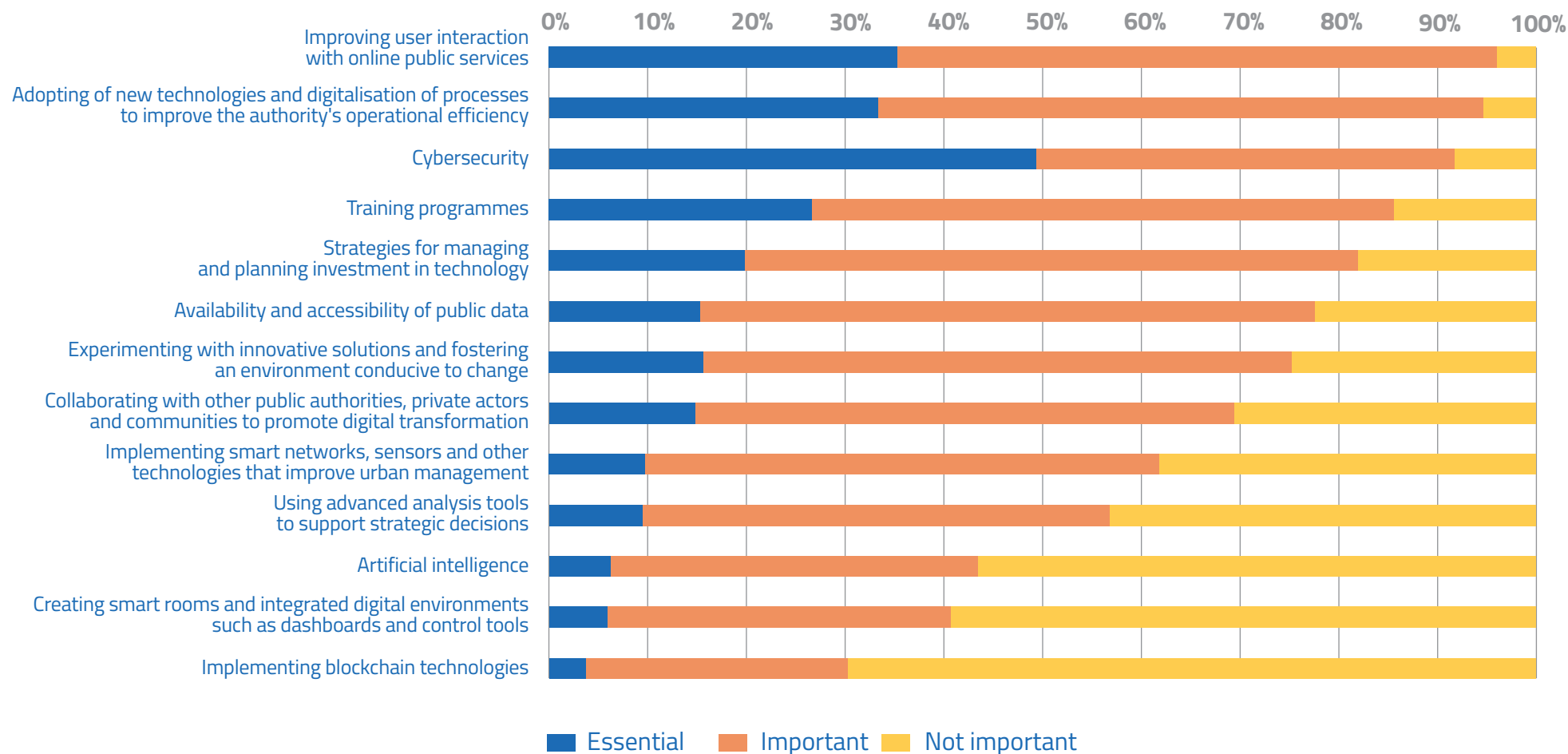
The need to use **advanced analysis tools** to support decisions, by contrast, appears particularly divisive, considered 'essential' in 43% of municipal authorities and 'not important' in 47%.

In general, **significant importance is given both to improving user interaction with online public services** and to the **adoption of new technologies and the digitalisation of processes**, considered not important by fewer than 5% of respondents.

Of an entirely different nature, however, is the importance given by municipal authorities to the role of some more innovative areas within policy documents: for example, **the implementation of blockchain technologies is considered 'not important' by 70% of authorities.** A similar perception emerges of the need to **create smart rooms or integrated control environments**, considered not important by **59%** of authorities, and the use of artificial intelligence (not important for **56%**).



## How important are the following issues in the municipal authority's strategic policy documents?



*Importance of issues in strategic policy documents | Question put to municipal authorities with more than 5,000 inhabitants | Source: questionnaire*



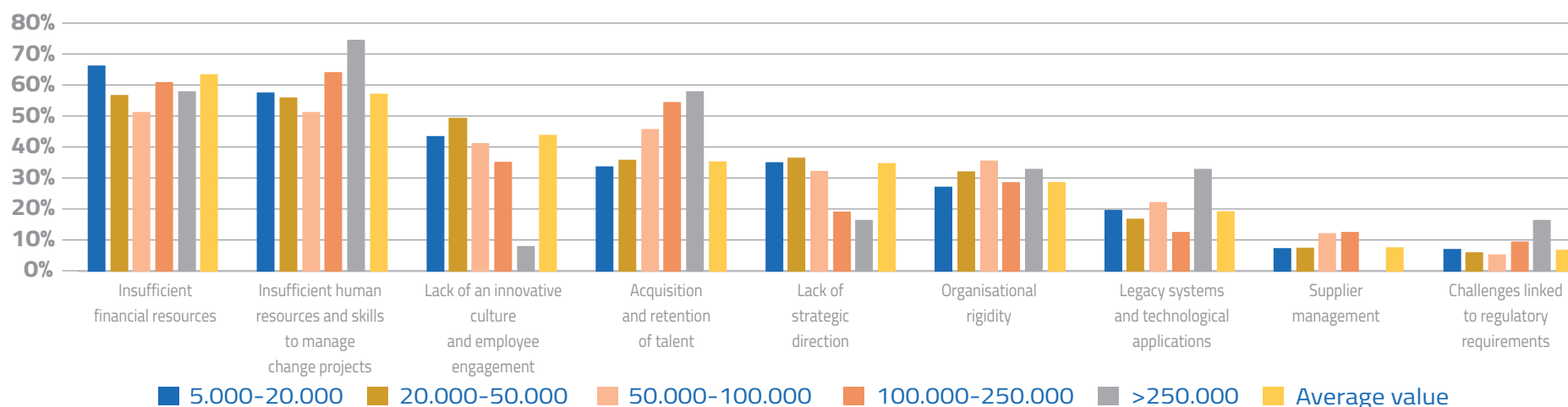
## Barriers to Digital Transformation

Regardless of municipal authorities' demographic size, **the lack of financial resources and skilled staff are the main barriers to the digital transformation process. It is therefore not surprising that, for 85% of municipal authorities, the resources obtained through the NRRP have in recent years represented a decisive variable:** a figure shared by small, medium-sized and large authorities.

The question on barriers to digital transformation offers many analytical insights, as it is rich in nuances depending on the

demographic context. Larger cities state that the lack of skills and the difficulty of recruiting and retaining the necessary talent are the greatest obstacles to be overcome. At the same time, especially in municipal authorities with between 20,000 and 50,000 residents, the lack of an innovative culture is identified as one of the main problems.

### What are the main barriers hindering the authority's digital transformation process?



*Barriers to Digital Transformation | Question put to all municipal authorities | Source: questionnaire*



# Conclusion

This **first report on the state of digitalisation of Italian municipal authorities**, resulting from collaboration between the Department for Digital Transformation and ANCI, provides an evolving and meaningful snapshot of the innovation journey under way. **This work has given municipal authorities a direct voice and space for their perception of the activities in progress, with the aim of establishing a permanent dialogue over time.** The integrated analysis of the data collected through the PNRR is therefore enriched by an initial survey administered directly to municipal authorities. This survey highlighted, on the one hand, how the **decisions implemented thanks to the PNRR have succeeded in addressing some of the critical issues** in the digital transformation of the public administration, and, on the other hand, how the **digital transformation process currently underway in municipalities has now entered an advanced stage**, in which digitalisation is increasingly becoming a driver of innovation.

The initiatives launched in recent years have further **improved the digitalisation of public services**. We only need consider the

extent to which the PA Digitale 2026 calls have further enhanced certain well-known tools – from SPID/CIE digital identity to the pagoPA payment platform, including the app IO – or helped launch new opportunities such as the SEND notifications platform or the website model for municipal authorities. **These services, in part thanks to the NRRP, rely increasingly on cloud infrastructure**, enabling municipal authorities, as the survey shows, to speed up the process of decommissioning their physical servers.

At the same time, the data highlight the areas in which it is necessary to invest more intensively within administrations: first and foremost, **the number of specialised staff and the revision of internal processes**. While, on the one hand, there is the clear need to identify ways for municipal authorities to guarantee they have a sufficient number of technical staff to accompany the delicate and decisive digital transition, on the other an increased effort is required to integrate the stage of service delivery to private individuals and businesses with the authorities' internal processes. **Support programmes for process re-engineering and institutional arrangements focused on multi-level governance**



and on the shared management of ICT functions are helping to facilitate achievement of these objectives. On the external side, after the launch of fundamental enabling platforms such as the PDND, there is the need to continue **working to increase interoperability among public administrations** as the basis for process simplification. **Therefore, we need to promote a holistic vision of digital transformation**, integrating procedures and services with one another and taking full advantage of data exchange, with the aim of making this change not only an opportunity to improve public services but also the way authorities work.

Complex issues, which above all require strengthened skills capable of growing a culture of innovation within administrations – an objective that lies at the root of the **Academy of Digital Municipal Authorities**, the digital training pathway dedicated to municipal staff launched in September 2024, again thanks to the agreement between DTD and ANCI. Participation data for the courses confirm the urgency of this change, especially in areas that are becoming ever more strategic, such as cybersecurity.

This last area is a key issue that should be addressed by investing both in compliance with the regulatory framework and in the technical and organisational strengthening of existing structures. **The results of this first monitoring exercise**, together with the data from PA Digitale 2026, thus provide a **solid knowledge base** on which to build targeted support pathways and policies for structural strengthening, starting from open dialogue with all the parties involved. In order to provide even greater informational detail to public decision-makers, municipal authorities and all stakeholders, dedicated **in-depth analyses** of the topics covered in the report will be made available, containing all the data deriving from analysis of the questionnaire, with the aim of facilitating joint reflection among public and private structures and practitioners on the directions that should continue to guide the process launched thanks to the NRRP.



# Glossary

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# A

## AgID

The Agency for Digital Italy is the technical agency of the Presidency of the Council of Ministers tasked with ensuring the achievement of the objectives of the Digital Agenda and contributing to the broader uptake of information and communication technologies.

## AIRE

The Register of Italians Resident Abroad contains the data of Italian citizens who live abroad for more than 12 months.

## ANPR

The National Resident Population Register is the national database that collects the registry information of residents in Italy and of persons registered in AIRE, enabling interoperability among

municipal authorities and improving the efficiency of public services.

## ANSC

The National Computerised Civil Registry Archive is the national platform that makes it possible to manage digitally all operations relating to the registration, transcription, annotation and preservation of entries in Civil Status Registers.

## app IO

It is the official app for Italian digital public services, enabling citizens to interact easily and securely with Public Administration through notifications, payments and communications. IO represents a single point of access to all online public services.

# B

## Back-office

It is the set of internal Public Administration activities such as data management, case processing and the coordination of processes.

## Blockchain

It is a digital technology that enables the distributed, secure and immutable recording of electronic transactions, guaranteeing transparency and traceability.

# C

## CIE

The Digital Administration Code is an Italian law (Legislative Decree 82/2005)



governing the use of digital technologies in public administration. It defines the digital rights of citizens and businesses, regulates the digital organisation of public administrations, and promotes interoperability, transparency and efficiency through tools such as digital identity, electronic signatures, electronic documents and online services.

## CIE

The Electronic Identity Card is the personal identity document in electronic format issued by the municipal authority, containing a microchip, which enables secure access to digital Public Administration services.

## Cloud

A model for the delivery of IT services that enables access, via the internet, to resources such as data storage, computing power, software, databases

and other functionalities, without the need to own or manage local hardware infrastructure.

## Cloud First

A strategy that promotes the use of cloud services as the first choice for managing data and business processes.

## CSIRT

The Computer Security Incident Response Team specialises in managing and responding to information security incidents. It provides technical and operational support to identify, analyse and resolve cyberattacks and vulnerabilities, protecting systems and data from threats.

## D

### Designers Italia

Designers Italia is the initiative of the

Department for Digital Transformation which provides tools, guidelines and support for the design of people-centred public digital services.

## Disaster Recovery

Disaster Recovery is the process of restoring an organisation's IT systems and data following a catastrophic event, whether natural (such as a fire or an earthquake) or human-made (such as a cyberattack). Its purpose is to minimise downtime and ensure the operational continuity of the organisation's activities.

## DPO

The Data Protection Officer is a professional figure responsible for the protection of personal data within an organisation. They ensure that the authority complies with privacy rules, such as the Regulation (EU) 2016/679



(GDPR), and supports the management of users' requests regarding their data, the identification of privacy risks and the implementation of preventive measures.

## F

### Firewall

An information security device that controls and filters incoming and outgoing data traffic on a network in order to protect systems from unauthorised access and external attacks.

### Front office

This is the set of Public Administration activities and services provided directly to users, such as reception, information and request handling.

## I

### ICT

Information and Communication Technology.

### INAD

The National Index of Digital Domiciles is the public register of citizens', professionals' and entities' PEC addresses where they are not entered in professional rolls or registers, usable for official digital communications.

### Artificial Intelligence (AI)

Technology that enables an IT system to perform tasks that would require human intelligence, such as learning, pattern recognition, language understanding, problem-solving and decision-making. AI is based on advanced algorithms, techniques and neural networks to simulate human cognitive capabilities in various application contexts.

### Interoperability

It enables collaboration between Public Administrations and between them and third parties, by means of technological solutions that ensure interaction and the exchange of information without constraints on implementation, avoiding ad hoc integrations.

## O

### Once Only

Principle according to which the administration does not ask people to provide (again) data and information that they have already provided.

## P

### pagoPA

This is the national digital platform



that enables citizens and businesses to make electronic payments to Public Administration in a transparent, secure and traceable manner.

### **PDND**

The National Digital Data Platform is the tool that enables interoperability between the information systems of authorities and operators of public services.

### **PEC**

Certified Electronic Mail is a system whose e-mails have legal value, equivalent to registered post with signed-for delivery.

### **Phishing**

This is a form of internet fraud aimed at stealing sensitive data (such as passwords or credit card numbers) via e-mails, messages or fake websites that imitate trusted entities.

### **NRRP**

The National Recovery and Resilience Plan is the national investment plan aimed at sustainable development and relaunching the economy through Next Generation EU funds.

### **NRRP M1C1**

Mission 1 – Component 1 (M1C1) of the National Recovery and Resilience Plan (NRRP) is dedicated to digitalisation, innovation and security in Public Administration (PA). This component aims to digitalise PA in Italy, improving the efficiency, accessibility and quality of the services offered to private individuals and businesses.

## **R**

### **RSI**

The Head of Information Systems is the

figure responsible for the management and coordination of systems and IT infrastructure within an authority, ensuring their efficiency, security and updating.

### **RTD**

The Head of Digital Transition is the figure who, within Public Administration, operationally ensures its digital transformation, coordinating the development of online public services and the adoption of new, transparent and open models of relationship with the public.

## **S**

### **SEND**

The Digital Notifications System is the national system that enables Public Administration to send notifications



with legal effect in digital format to citizens, ensuring traceability and certainty of delivery.

### **Server**

An IT device or software program that provides services, resources or data to other computers through a network. It can be physical (hardware) or virtual (software).

### **Cybersecurity**

This is a set of practices, technologies and policies aimed at protecting IT systems, networks, devices and data from unauthorised access, attacks, damage or theft.

### **Smart Room**

This is an environment equipped with advanced digital technologies, designed to support collaboration, training and administrative management activities

in an efficient and innovative manner.

### **In-house company**

A private-law company wholly controlled by one or more Public Administrations, which provides goods and services exclusively for them, without using the market.

### **SPID**

The Public Digital Identity System enables private individuals and businesses to access the online services of Public Administration and participating private entities by means of unique and secure credentials.



# Contributions and Acknowledgements

This report was developed by the **National Association of Italian Municipal Authorities (ANCI)** and the **Department for Digital Transformation (DTD)** of the Presidency of the Council of Ministers, thanks to the institutional agreement signed by the parties in May 2023.

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