

## **Winds of Change II**

Progress and Challenges in Open Government  
Policy in Latin America and the Caribbean

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**Institutions for  
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**Institutional Capacity  
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## ABSTRACT\*

Nearly five years following the creation of the Open Government Partnership (OGP), 15 member countries in the region of Latin America and the Caribbean are in the process of implementing open government policies. The OGP should be viewed as a collective work platform that enables ordinary citizens, representatives of civil society organizations, academia, and the private sector to collaborate with political authorities and civil servants in the design and implementation of public policy. Public scrutiny will be a measure by which authorities will be held accountable to provide absolute integrity and accountability. This paper is a continuation of the first review made of the regional panorama with regard to open government policy that was contained in the publication, *Winds of Change*, which examined the First Action Plans that were presented to the OGP by the same 15 member countries. This sequence provides a review of the Second Action Plans, and is an update in the form of a single statistical document that highlights the number of commitments and the issues that need addressing. The paper will focus on the OGP process and will offer recommendations on how to further stimulate the exercise and improve the quality of the information.

**JEL Code:** H11

**Keywords:** access to public information, accountability, citizen participation, Latin America and the Caribbean, open government, Open Government Partnership, transparency

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# INTRODUCTION

Since the creation and launch of the Open Government Partnership (OGP) in September 2011, there has been worldwide interest to promote strategies that are based on the principles of open government. The focus of attention, in particular, is on public policy and management agendas, which is gaining ground.

Latin America and the Caribbean (LAC) has a relatively secure institutional commitment to design and implement open government policies in the face of the growing lack of public confidence in the legitimacy of government. These concerns include views on public action, economic management as a result of the economic slowdown and, by no means less important, crimes of corruption and serious administrative offences against public probity by government. These issues occur frequently in many countries in the region, and they are becoming increasingly less acceptable to a society that is now better connected and is more empowered.<sup>1</sup>

In effect, over the last 10 years, the demands by citizens for better public services and more transparency have increased significantly in the Latin American context. Citizens (in particular, so-called “netizens”, or digital/online citizens) are taking advantage of the opportunities offered by digital media and technological platforms to channel their stipulations.

As a result of high expectations and the limited institutional capacity to bridge economic and social gaps,<sup>2</sup> there is a growing willingness, on behalf of governments, to render accounts and interact directly with this new type of citizen toward the common good. At the same time, well-connected citizens continue to demonstrate increasing willingness to actively participate in proffering solutions.<sup>3</sup>

To paraphrase the slogan used by the OGP, “good ideas can come from anywhere”, it is essential to comprehend that open government is a collective work platform that enables

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<sup>1</sup> According to the Latinobarómetro 2014 survey, only 56 percent of Latin Americans place confidence in democracy and only 47 percent trust their politicians. With regard to corruption, according to the World Economic Forum’s Global Competitiveness Report 2014-2015, LAC countries score an average of 3.6 on a scale of 1 to 7, whereas members of the Organization for Economic Cooperation and Development (OECD) countries record an average of 5.3. According to AmericasBarometer, under the Public Opinion Project of Vanderbilt University, corruption in 2014 was the third most paramount challenge that LAC countries face today, and 18.4 percent of citizens have been victims of corruption.

<sup>2</sup> Estimates for 19 LAC countries indicate that in 2014, there were 167 million people living in poverty, of which 71 million were in conditions of extreme poverty (ECLAC, 2016: 20).

<sup>3</sup> In the new digital economy, the global population is increasingly interconnected. In 2014, it was estimated that 3.6 million people were mobile phone subscribers, 2.9 million used Internet, internet protocol traffic totaled 60,000 exabytes each month and 179.0 million applications had been downloaded (ECLAC, 2015). The rate of speed (i.e., seven years) in which the World Wide Web has grown in terms of coverage contrasts with that of the telephone which took 75 years to reach 100 million users worldwide. Facebook and Instagram have taken only four and two years, respectively, to cover ground (Dreischmeier, 2015). LAC citizens now spend approximately five hours a month more than the world average to surf social networks.

ordinary citizens, representatives of civil society organizations, academia and/or the private sector to interact with political authorities and civil servants. In this context, open government is a medium for changing the way in which institutions make decisions and execute them.

For this to occur, it is imperative that there is obvious political will by those in government, in parallel with the technical level of expertise required to design and implement commitments within a public architecture. Governments often neither have the institutional capacity nor the resources, thus exacerbating the complexities in the path toward change in the region and calling for a participation that is more widespread and which will involve the relevant stakeholders, depending on the case, context, and country.

The objective is to regain public trust and achieve a healthier democracy, as well ensure that governments are more efficient, effective, and transparent. Only then can the process of state reform and the modernization of public services proceed (Hofmann, Ramírez-Alujas and Bojórquez, 2013).

The tools that are necessary and are available include greater access to information: open data, including policy on big data; processes for citizen participation and collaboration; systems that demonstrate integrity; and new technologies to decentralize and simplify public services—all of which provide public and civic value (CLAD, 2014a and 2014b; Ramírez-Alujas and Dassen, 2014).

This paper is an extension of the first review of the regional scenario of open government policy. The first review is outlined in the publication, *Winds of Change I*, relating to the 15 First Action Plans that were submitted to the OGP by countries in LAC (Ramírez-Alujas and Dassen, 2014).

This extension includes an analysis of the Second Action Plans, with the aim of updating and including, in a single document, statistics on a number of commitments and issues. It focuses on the OGP process itself, with recommendations on how to stimulate the process and improve the quality of information that is available. The paper begins with a summary of how the OGP operates and a quantitative comparison of the First Action Plan commitments in LAC with those of the Second Action Plan. Subsequently, an analysis—based on a methodology of strengths, opportunities, weaknesses, and threats (SWOT) provided by experts of open government in LAC countries—is made of (i) the processes required to formulate the plan and implement the relevant commitments; and (ii) the critical success factors, including their link to budgets and solutions for financing.

Finally, a summary is made of the results from the first round of reports from the OGP's Independent Reporting Mechanism (IRM). This is followed by a critical overview that includes further recommendations for the future.

# 1 OPEN GOVERNMENT PARTNERSHIP IN LATIN AMERICA: EVOLUTION OF COMMITMENTS

## 1.1. How Open Government Partnership Operates

The OGP is a voluntary, multilateral initiative that was launched in September 2011 to provide an international platform to promote transparency, improve government performance and the capacity to respond to the demands of society, and encourage citizen participation (OGP, 2015). In order to achieve these objectives, it brings together governments and civil society organizations to work in a combined and collaborative manner. The Partnership is headed by an International Steering Committee that is made up, equally, of nine governments and nine civil society organizations (CSO)—a single platform from which to put into practice the principle of citizen participation. The OGP presidency is represented by government and civil society.<sup>4</sup>

To qualify as a member of the OGP, a country must (i) subscribe to the OGP Declaration of Principles on Open Government and approve them at the highest level; (ii) submit commitments, within a draft national action plan, that go beyond current practice and which must be implemented by way of consultation with relevant stakeholders and with the active participation of civil society; (iii) agree to an evaluation

report by a panel of independent experts on the country's progress in compliance of action plan commitments; and (iv) contribute to promoting open government in other countries through an exchange of best practices, knowledge, technical assistance, and suggested technologies and resources, among others.

The initiative has grown from eight participating countries (founding members)<sup>5</sup> in 2011 to 69 member countries (Annex 1), whereby government and civil society work together to develop and implement reforms and commitments that are based on the principles of transparency, accountability, citizen participation, and the increasing use of technology and innovation (Table 1).<sup>6</sup>

The LAC region has 15 OGP member countries, which include Argentina, Brazil, Chile, Colombia, Costa Rica, the Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Panama, Paraguay, Peru, Trinidad and Tobago, and Uruguay. Apart from Trinidad and Tobago, all countries have submitted their Second Action Plans.

<sup>4</sup> See <http://www.ogphub.org/es/introduccion/>

<sup>5</sup> The founding members of the OGP are Brazil, Indonesia, Mexico, Norway, the Philippines, South Africa, the United Kingdom, and the United States.

<sup>6</sup> See <http://www.opengovpartnership.org/es>

**Table 1. Principles of Open Government Partnership**

Transparency	Accountability	Citizen participation	Technology and innovation
Information concerning government activities and decisions is open and current. Moreover, it is comprehensive and is made available to the public in compliance with open data standards (e.g., clarity of raw data).	Rules, regulations, and mechanisms to compel government authorities to justify their actions, respond to criticism and demands, and accept responsibility for the shortcomings of laws and commitments.	Citizens are encouraged by government to become involved in public debate, provide input, and contribute to a more innovative, effective and receptive leadership.	Government recognizes the importance to citizens of open access to technology, new technologies for innovation, and the capacity to use such technologies.

Source: Authors' elaboration, based on OGP (2015).

## 1.2. Definition of Open Government

"[...] Open government should mean government by everyone and for everyone. By each one according to their responsibilities and their possibilities. To take part, more and more, means to do. And everyone doing it together must surely be better than just obeying what others have decided [...]"

Joan Subirats, *42 Voces de Gobierno Abierto* (Various 2014:23)

During the incorporation of LAC countries to OGP membership, the term "open government"—a term that the OGP itself established as the basis for its mandate (i.e., principles and strategic pillars)—has gradually been accepted. From a practical standpoint, countries, leastwise, are aligned by definition with various commitments, in particular with regard to transparency, accountability, access to information, public services, and citizen participation.

This, however, has produced issues under the broader concept, whereby the distribution and diversity of commitments could effectively jeopardize the credibility and consistency of wider efforts to reform the management of public affairs (Ramírez-Alujas and Dassen, 2014). This has meant that open government should be distinguishable from electronic government,

the concept of open data, and initiatives to challenge corruption and promote integrity.

An open government promotes a completely different relationship between the State and its citizens. It aims to build a stronger democracy and improve the efficiency, effectiveness, and transparency of public services by relying on the use of new technologies. It relates to taking a citizen-centered approach to create public value by way of collaborative schemes to co-design and co-implement public policy. In parallel, it promotes public scrutiny so that there is greater integrity and accountability from government authorities, managers, and other officials.<sup>7</sup>

An analysis of the Second Action Plans reveals that the definition of open government has varied in relative terms. Six of the 14 member

<sup>7</sup> As stated in *Winds of Change I*: "[...] Open government presents itself as a new paradigm of reform of the State and modernization of public administration public based on a new way of coordinating transparency and citizen participation and collaboration initiatives by diverse actors for the co-production of public value [...]" (Ramírez-Alujas and Dassen, 2014).

countries (with the exclusion of Trinidad and Tobago, as previously mentioned) that have implemented these plans have proposed a

so-called “anchor” concept around which to group their commitments and thereby give them coherence and structure (Table 2).

**Table 2. The Definition of Open Government by Six Member Countries**

Country	Concept /definition/ reference framework
Chile	A cross-cutting public policy applied throughout the Chilean State, whose purpose is to strengthen and improve institutionality and the management of public affairs by promoting and consolidating the principles of transparency and access to public information, as well as establishing citizen participation mechanisms for designing, formulating, executing, and evaluating policies. This occurs within the context of the ongoing modernization of the public institutions whose aims are to become a State at the service of all and improve the quality of people's lives.
El Salvador	Achieve ethical, open, and transparent public management that is effective in the fight against corruption and that recognizes people as stakeholders in the design, implementation, and evaluation of public policy and the monitoring of public resources.
Guatemala	Open government is the political doctrine that argues that matters of government and public administration <b>should be open to all levels with regard to transparency</b> , and that this should conform to the creation of <b>permanent forums for citizen participation and collaboration</b> .  [...] We are a government that provides information, a government that is accountable, which opens its doors and invites all sectors—be they academic, business, or civil society—to participate, thereby fostering innovation within a framework of transparency [...]
Mexico	Open government is a new model of governance that seeks to transform the relationship between government and society in order to strengthen democracy. It is about creating an ecosystem that positions the government as a platform for innovation. Open government is based on a culture of transparency, collaboration, participation, and accountability, thus enabling the creation of new initiatives and the search for solutions to the challenges that support the country's development.
Paraguay	Seek to bring about a paradigm shift in the interaction between government and society, taking into account values such as transparency, collaboration, participation, responsibility, and citizen empowerment [...] Open government is about the development of a new culture for dialogue and coexistence that is based on establishing permanent mechanisms and forums that permit citizens to interact with government.
Uruguay	Model governance in a way that offers citizens new ways to maintain their rights and obligations while, at the same time, provide continuing participation and collaboration, so that the administration is closer to the citizen.

Source: Authors' elaboration based on information from the national action plans.

The results of this analysis give rise to at least three approaches: (i) to consider open government as a public policy to improve and strengthen public institutionality by way of information and communications technologies; (ii) to consider open government as a model of governance that seeks to change the relationship between government and society with new ways for sharing and distributing work; and (iii) to frame open government as a paradigm shift and a new work

culture that combines reference values with new practices in public policy and management.

Although it might seem that these are opposing approaches, they are in practice complementary. There is, however, a risk that the concept may become diluted and vague in nature depending on the progress that is made by countries that have agreed to include them in their work agenda.

### 1.3. Evolution of Commitments in Successive Action Plans

Following the basic classification that underpins the model promoted by the OGP, the breakdown in Table 3 shows the distribution of the commitments for each country according to whether it is ascribed to one or other of the five

OGP strategic pillars from 2011 to 2014. The sum total of commitments contained in LAC's 15 First Action Plans for is 341, which demonstrates the significant interest there is regarding integrity and improving public services.

**Table 3. Breakdown of Commitments of the First Action Plans, 2011-14**

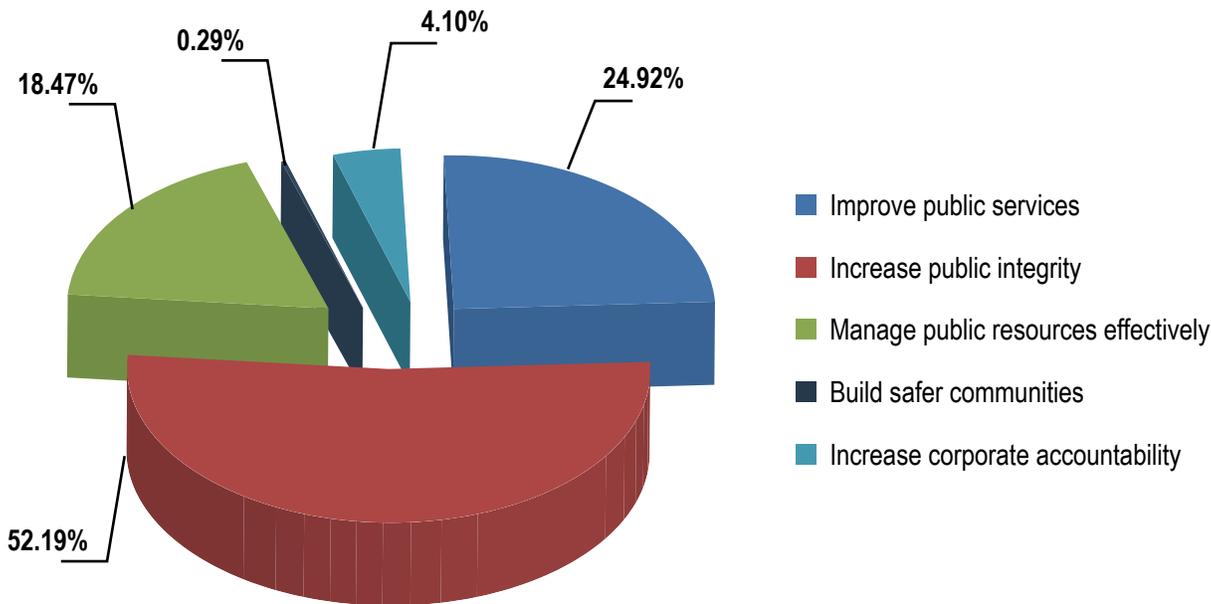
Strategic pillars of Open Government Participation						
Country	Action plan commitments	Improve public services	Increase public integrity	Manage public resources effectively	Build safer communities	Increase corporate accountability
Argentina	19	6	11	2	0	0
Brazil	32	4	22	5	0	1
Chile	19	4	11	0	1	3
Colombia	27	8	13	6	0	0
Costa Rica	23	9	11	3	0	0
Dominican Republic	24	5	15	4	0	0
El Salvador	21	3	14	3	0	1
Guatemala	3	0	1	2	0	0
Honduras	20	7	6	7	0	0
Mexico	55	7	22	19	0	7
Panama	5	0	5	0	0	0
Paraguay	15	7	3	5	0	0
Peru	47	8	37	2	0	0
Trinidad y Tobago	13	10	1	0	0	2
Uruguay	18	7	6	5	0	0
<b>Total</b>	<b>341</b>	<b>85</b>	<b>178</b>	<b>63</b>	<b>1</b>	<b>14</b>

Source: Authors' elaboration, updated on the basis of Ramírez-Alujas and Dassen (2014).

Based on these country details, Figure 1 provides a view of the regional agenda, defined on the basis of the five OGP challenges or strategic pillars from 2011 to 2014. There are 178 commitments relating to public integrity (52.19 percent), 85 commitments to improve public

services (24.92 percent), 63 initiatives for effective public resource management (18.47 percent), 14 commitments to increase corporate accountability (4.10 percent), and one commitment to build safer communities (equivalent to 0.29 percent).

**Figure 1. Commitment to Open Government in Latin America and the Caribbean:  
First Action Plan within the Open Government Partnership Framework**



Source: Authors' elaboration, updated on the basis of Ramírez-Alujas and Dassen (2014).

The most significant progress in the region over the last four years rests on the promulgation and enactment of laws on transparency and/or access to public information. Although this relates to a previous work in process, in which CSOs, international agencies, and other relevant actors have played a fundamental role, the adherence of OGP member countries provides a significant boost to achieve the satisfaction of citizens.

The cases of Brazil (2011), Colombia (2014), and Paraguay (2014), in this regard, are worth mentioning. Although the promulgated rules differ in character, scope, and the necessary resources to guarantee their effective implementation and application,<sup>8</sup> they constitute a key step toward executing other initiatives that are included in the action plans; for example, accountability and citizen participation and, more especially, the openness of government

data and social/civic reuse of public sector information. Furthermore, the Second Action Plan of those countries at implementation stage (i.e., 14) can be compared to the results of the First Action Plan (Table 4).

From a total of 311 new commitments, it is obvious that the previous trend has been maintained, given that the initiatives to increase public integrity have risen to 160 (51.45 percent), followed by those that relate to improving public services (68, equivalent to 21.86 percent) and effective management of public resources (54, or 17.36 percent) (Figure 2). Moreover, it is worth noting that there are now 20 commitments (6.43 percent) that are linked to building safer communities (many more than in the first phase of the plan), whereas only nine commitments relate to increasing corporate responsibility (nearly 2.89 percent).

<sup>8</sup> According to the rating for global access to información, legislation in Brazil scored 108 points from a possible total of 150; Colombia scored 102, and Paraguay 61. Although Brazil and Colombia rated strongly with regard to the scope of the law, there are weaknesses in their appeal and sanction systems. Under Paraguayan law, there is no broad appeal system throughout the entire public administration, and it also shows weaknesses in many other indicators (e.g., exceptions, sanctions, appeals and measures to promote application of the law). See <http://www.rti-rating.org/>.

**Table 4. Breakdown of Second Action Plan, by Country and Strategic Pillar in Latin America and the Caribbean (2013-17)**

Strategic pillars of Open Government Partnership						
Country	Action plan commitments	Improve public services	Increase public integrity	Manage public resources effectively	Build safer communities	Increase corporate accountability
Argentina	6	1	2	2	0	1
Brazil	52	11	22	13	4	2
Chile	12	2	9	0	1	0
Colombia	19	2	10	4	3	0
Costa Rica	18	4	13	1	0	0
Dominican Republic	11	5	4	0	2	0
El Salvador	20	4	5	6	3	2
Guatemala	48	9	32	6	1	0
Honduras	14	4	5	5	0	0
Mexico	26	6	6	7	4	3
Panama	19	2	10	4	2	1
Paraguay	9	0	9	0	0	0
Peru	17	4	11	2	0	0
Uruguay	40	14	22	4	0	0
<b>Total</b>	<b>311</b>	<b>68</b>	<b>160</b>	<b>54</b>	<b>20</b>	<b>9</b>

Source: Authors' elaboration, using data to November 2015.

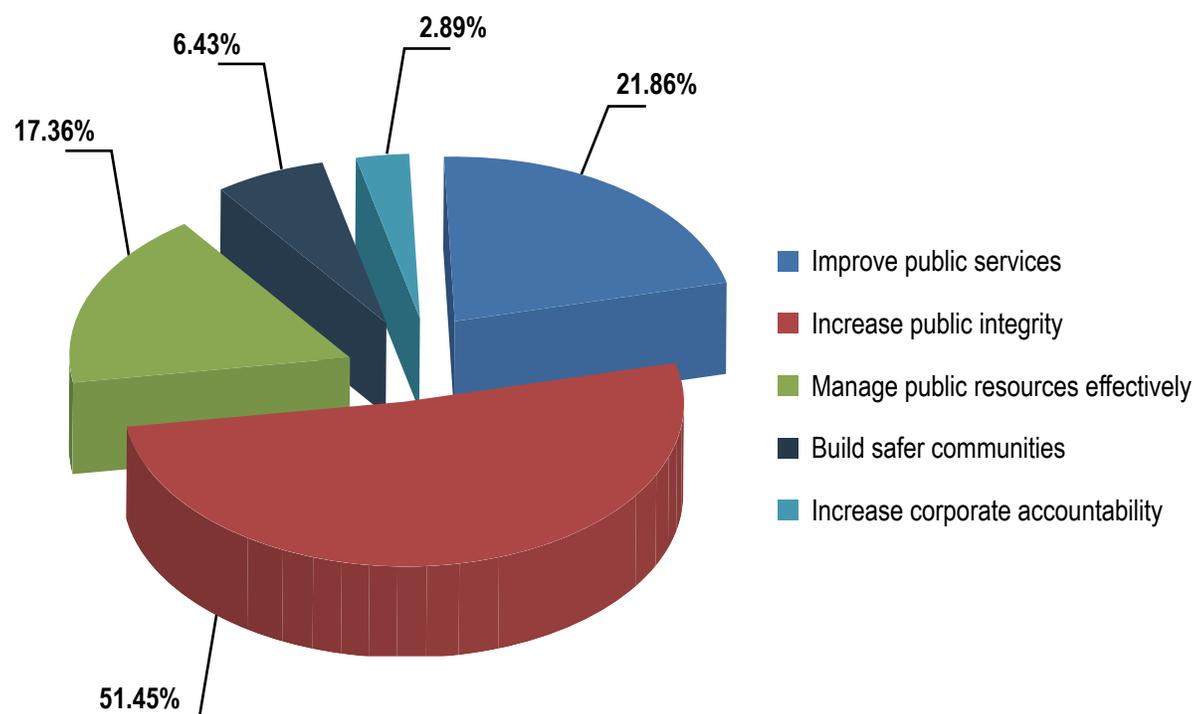
On the basis of this data, and from a comparative perspective, three pillars have been established to promote open government policy in the regional context (Table 5). They take into consideration both action plans (currently at 652 commitments) and represent increasing public integrity (nearly 52 percent), improving public services (23 percent), and ensuring more effective public resource management (nearly 18 percent).

While there are further commitments, it ultimately depends on the goal of each country on whether the commitments are sufficient to make

a difference. On the one hand, the increased number may be due to the intention of those who draft the action plan—especially those representing civil society—to push certain issues onto the public agenda so as to later advocate for compliance or request for budget allocations for plan implementation. While this may be legitimate, there is a risk that many of the commitments may not be fulfilled, which will have repercussions when reported by the Independent Reporting Mechanism.

On the other hand, the action plan may be used as a showcase of open government

**Figure 2. Commitment to Open Government in Latin America and the Caribbean: Second Action Plan within the Framework of Open Government Partnership**



Fuente: Elaboración propia.

initiatives that are currently being developed. In this case, commitments should coincide with other international obligations or initiatives already adopted (e.g., Mechanism for the Implementation of the Inter-American Convention against Corruption and the Follow-Up

Mechanism for its Implementation, Extractive Industries Transparency Initiative), or with those outlined in national development plans to avoid overloading the country's capacities at the human resources and budgetary levels.

**Table 5. Progress on Open Government Commitments in Latin America and the Caribbean, 2011-17**

	Improve public services	Increase public integrity	Manage public resources effectively	Build safer communities	Increase corporate accountability	Totals
First Action Plan	85	178	63	1	14	341
Second Action Plan	68	160	54	20	9	311
<b>Subtotals</b>	<b>153</b>	<b>338</b>	<b>117</b>	<b>21</b>	<b>23</b>	<b>652</b>
Percentage	23.47 %	51.84 %	17.94 %	3.22 %	3.53 %	100%

Source: Authors' elaboration, using data up to November 2015.

Table 5 shows the commitment that has most advanced open government policy in the Latin American context: increasing public integrity. Out of 652 commitments, 338 are equivalent to nearly 52 percent of all initiatives during the period of analysis.

To increase public integrity, there are various undertakings that are necessary. These are to (i) approve and amend laws and systems that enhance access to public information and promote the openness of public data for potential reuse;<sup>9</sup> (ii) implement initiatives to strengthen accountability and social monitoring systems; (iii) promote frameworks of integrity, probity, and public ethics, including better systems for declaring assets, regulating conflicts of interest, and lobbying; and (iv) improve mechanisms for denouncing and sanctioning acts of corruption.

These actions need careful reflection, since 50 percent of commitments are linked to issues of integrity, which is significantly high. As previously mentioned, the intention of open government is to build stronger democracies, strengthen public trust, and improve the efficiency, effectiveness, and transparency of public services based on the use of the new technologies.

It is obvious that corruption continues to be of regional concern, since it hampers the efforts to establish a robust institutional framework. A culture of respect for the law and institutional-ity should bring about far-reaching change and improve the results of other policies that depend on agreed actions by diverse stakeholders.

This, in itself, marks a significant turning point in the management of public affairs. From a tradition of bureaucracy, it contrasts with adherence

to the weight of hierarchy, authority, and technical irrationality, and where there was limited or no capacity for dialogue with citizens.

To improve public services (nearly 24 percent) and ensure the efficient management of public resources (nearly 18 percent) includes initiatives that relate to (i) the ongoing agenda on electronic government and the simplification of procedures—in particular, those that are linked to single window projects and the digitalization of procedures—and (ii) efforts toward interoperability and citizen awareness. There is also complementarity to improving expenditure and budget execution mechanisms (i.e., management monitoring and program evaluation), audits and public sector financial management—with special focus on public procurement and recruitment—and the disclosure of budget information in a way that is clear to citizens.

Although it is not possible to clearly identify whether a large number of commitments in the Second Action Plan reinforce or expand on previous initiatives, or whether they promote new approaches and/or mechanisms to strengthen changes that are underway, there are certain cross-cutting trends that are evident from the regional scenario:

- **Portals and policies/regulations concerning openness of public data and the reuse of sector information:** 10 of the 14 countries have made targeted commitments (Argentina, Brazil, Chile, Costa Rica, the Dominican Republic, El Salvador, Mexico, Paraguay, Peru, and Uruguay). In general, there are challenges to achieving better coordination of regulatory frameworks in

<sup>9</sup> According to the rating for global access to información, legislation in Brazil scored 108 points from a possible total of 150; Colombia scored 102, and Paraguay 61. Although Brazil and Colombia rated strongly with regard to the scope of the law, there are weaknesses in their appeal and sanction systems. Under Paraguayan law, there is no broad appeal system throughout the entire public administration, and it also shows weaknesses in many other indicators (e.g., exceptions, sanctions, appeals and measures to promote application of the law). See <http://www.rti-rating.org/>.

terms of access to public information by way of open data approach—especially, to improve the use of data at the sector level (e.g., education, transport, health)— and stronger impact in the use and reuse of public data in open format (i.e., by adding value and linking the network of actors).

- **Comparison of the commitments between the First Action Plan and the Second Action Plan:** Those pillars that

relate to the building of safer communities and those that refer to the increase of corporate accountability are distinctive. Although only 29 commitments of a total of 311 (Table 6) regarding these two issues are included in the plans of only nine countries in the region, the fact that there is a growing interest, reflected in the Second Action Plan, compares with the First Action Plan, which reflects 13 initiatives for both areas out of a total of 341 commitments.

**Table 6. Commitment on Building Safer Communities and Increasing Corporate Accountability: Second Action Plan**

Country	Building safer communities	Increasing corporate/institutional accountability
Argentina	No commitment	<ul style="list-style-type: none"> <li>▪ Open University.</li> </ul>
Brazil	<ul style="list-style-type: none"> <li>▪ Monitor the National Plan for Food and Nutrition Security Plano Nacional de Segurança Alimentar e Nutricional, or (PLANSAN)).</li> <li>▪ Develop an information system relating to the Maria da Penha Law (Law No. 11.340/2006)</li> <li>▪ Develop consultation processes under Convention 169 of the International Labor Organization.</li> <li>▪ Redesign current protection programs.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Improve the Pro-Ética registry of companies (Registros Pro-Ética).</li> <li>▪ Expand the database of the National Debarment List (Lista Nacional de Exclusión, or CEIS).</li> </ul>
Chile	<ul style="list-style-type: none"> <li>▪ Strengthen environmental democracy.</li> </ul>	No commitment
Colombia	<ul style="list-style-type: none"> <li>▪ Preserve the historical memory and evidence regarding internal armed conflict.</li> <li>▪ Ensure women are free from violence and discrimination.</li> <li>▪ Ensure there is participatory public policymaking with regard to Lesbian, Gay, Bisexual, Transgender, and Intersex issues.</li> </ul>	No commitment
Dominican Republic	<ul style="list-style-type: none"> <li>▪ Provide access to environmental information.</li> <li>▪ Create a Road Safety and Assistance Points Map (Mapa de Seguridad y Asistencia Vial).</li> </ul>	No commitment
El Salvador	<ul style="list-style-type: none"> <li>▪ Integrate the technical education program.</li> <li>▪ Increase the transparency of the implementation of the Community Policing (Policía Comunitaria) program.</li> <li>▪ Create gang member rehabilitation and reinsertion programs.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Create incentives for social responsibility.</li> <li>▪ Adhere to the United Nations Global Compact.</li> </ul>
Guatemala	<ul style="list-style-type: none"> <li>▪ Promote well-informed and alert citizen participation and surveillance.</li> </ul>	No commitment

<b>Mexico</b>	<ul style="list-style-type: none"> <li>▪ Ensure open data for a peaceful Mexico</li> <li>▪ Provide for evidence-based environmental protection</li> <li>▪ Establish a transparent natural disaster relief fund (FONDEN) (reconstrucción.mx).</li> <li>▪ Disseminate information regarding the right to participatory consultation for environmental protection</li> </ul>	<ul style="list-style-type: none"> <li>▪ Oil for all: Incorporate open government principles into the oil industry</li> <li>▪ Mining for all: Incorporate open government principles into the mining industry</li> <li>▪ Ensure Mexico's adherence to the Extractive Industries Transparency Initiative.</li> </ul>
<b>Panama</b>	<ul style="list-style-type: none"> <li>▪ Disseminate training programs and develop mechanisms to evaluate their effectiveness, and apply such programs within the National Police Force.</li> <li>▪ Create consultative committees with citizen participation to strengthen citizen security programs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Draft a proposal to reform regulations on conflicts of interest.</li> </ul>
<b>Total</b>	<b>20</b>	<b>9</b>

Source: Authors' elaboration, based on information drawn from the national action plans.

- **Open government principles in the corporate and state domains in the private sector:** Unfortunately, there has been no progress in terms of promoting these initiatives, especially with regard to the private sector, which continues to be isolated and therefore absent from policies in the region.
- **Document and/or archive management: Few initiatives have been made in this area:** The Second Action Plan reflects commitments that have been made only in Brazil (i.e., implementation of the federal government's document management policy), Chile (i.e., management model for archive and document administration), and Costa Rica (i.e., pilot plan to implement the document management and archive administration model).
- **Targeted transparency, access to information, and sector-based service provision:** Many of these commitments are linked to health, medicines, and disease (Colombia, El Salvador, Honduras, the Dominican Republic, Uruguay); education (Brazil, Colombia, the Dominican Republic, Uruguay); infrastructure and public works (Costa Rica, Colombia, El Salvador); public safety (El Salvador, Panama); natural resources and extractive industries (Colombia, Mexico); public recruitment processes (Brazil, Guatemala, Mexico, Peru); public procurement oversight (El Salvador and Uruguay); and a professional civil service with administrative career opportunities (Costa Rica, El Salvador and Honduras).
- **Initiatives at the subnational, national, regional, and/or local levels:** It is encouraging to note that there are varying initiatives among the new generation of commitments, such as Chile's Transparent Municipal Management Model (Modelo de Gestión de Transparencia Municipal); Brazil's Strategic Tool for Assessing Participatory Municipal Management (Herramienta Estratégica para Asesorar el Manejo Participativo Municipal or its Municipal Transparency Indicators (Modelo de Indicadores para la Transparencia Institucional de las Municipalidades); Colombia's Antioquia Transparente program, the Integrated Municipal Management System in

Honduras (Sistema Integrado de Administración Municipal, or SIGEM); the creation and/or strengthening of 50 Municipal Development Councils (Consejos de Desarrollo Municipal) in Paraguay; the

Dominican Republic's Open City Council System (Sistema de Ayuntamiento Abierto) and Uruguay's Integrated Municipal Complaints System (Sistema Integrado de Reclamos Municipales).



# 2 OPEN GOVERNMENT POLICY AT THE COUNTRY LEVEL: VIEWS, ADVANCES, GAPS, AND CHALLENGES

*“What is the best government? That which teaches us to govern ourselves.”*

Johann Wolfgang von Goethe (1749-1832)

In conjunction with the work on the First Action Plan, reflected in *Winds of Change I*, there is a brief qualitative analysis to be added. This takes into account the opinion of those key people who are responsible for open government policy in those LAC countries that have submitted their Second Action Plans.

Based on interviews and questionnaires that were sent to relevant civil servants, this study examines the commitment advances that are

most evident with respect to plan formulation, implementation, and compliance, and it identifies lessons to be learned. In particular, a detailed review is made of the aspects that are not explicit or that are difficult to distinguish from the action plans, self-assessment reports, and the reports presented by the Partnership’s IRM.

This section is divided into three parts, including (i) a comparative strategic analysis of the region, institutional capacities, and the critical success factors; (ii) an analysis of the process variables in the co-creation phase of action plans, and (iii) an analysis of the implementation of commitments, budget, and external support.

## 2.1 Comparative Strategic Analysis of the Region, Institutional Capacities, and Critical Success Factors

The information below was gathered using a SWOT analysis model.<sup>10</sup> For this purpose, the main topics for each one of the categories have been grouped together, including the judgments or opinions reported by the actors that are

parallel and the aspects that have been repeatedly mentioned in the survey responses. The dichotomy between strengths and weaknesses relating to progress on open government policies and plans in the region is broken down (Table 7).

<sup>10</sup> The SWOT matrix represents a practical means to promote and formulate strategies that are based on an analysis of the environment and of the internal scrutiny process. Therefore, by crossing and/or combining information, four variables can be built up that consider (i) potentialities (i.e., combination of strengths and opportunities); (ii) challenges (i.e., combination of opportunities and weaknesses); (iii) risks (i.e., combination of strengths and threats), and (iv) limitations (i.e., combination of weaknesses and threats) (Ramírez-Alujas and Dassen, 2014:23).

**Table 7. Strengths and Weaknesses according to Those Responsible For Open Government Plans in Latin America and Caribbean**

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>▪ Active and permanent participation by a diverse range of public institutions and actors (especially representatives of civil society).</li> <li>▪ Establishment of a space to coordinate a dialogue and collaborate in work during the process.</li> <li>▪ Political will of government authorities and commitment from public institutions to the action plan formulation process.</li> <li>▪ Platforms, regulations, coordinating agencies, and institutional mechanisms to support the process to promote open government values (in particular, transparency, accountability and citizen participation).</li> </ul>	<ul style="list-style-type: none"> <li>▪ Limited diffusion of the concept, principles and scope of open government, and scant knowledge among the diverse actors involved in the process, particularly with regard to public service managers and civil servants, as well as the general public.</li> <li>▪ Lack of resources (especially, financial) that are earmarked exclusively to implement the commitments in the plans and a lack of available capacity to achieve it (limited qualified human resources).</li> <li>▪ Lack of permanent teams responsible for the agenda; high turnover and cultural resistance inside government and from public services (work routines).</li> <li>▪ Process-related: protracted plan formulation (co-creation), approval and implementation phases; lack of more institutionalized monitoring and oversight mechanisms that can count on active stakeholder involvement.</li> </ul>

Source: Authors' elaboration, based on interviews and questionnaires used for this study.

By comparison, Table 8 shows the breakdown of opportunities in the advance toward open

government plans and policies in the region. It also shows the challenges.

**Table 8. Opportunities and Challenges according to Those Responsible For Open Government Plans in Latin America and the Caribbean**

Opportunities	Threats
<ul style="list-style-type: none"> <li>▪ Interest and active participation by civil society organizations and other actors, especially at the subnational level (significant opportunity in more than 10 cases).</li> <li>▪ Growing interest and positioning of open government on the international agenda and in diverse multilateral and/ or development agencies. This brings potential technical assistance and financial support, as well as opportunities to share experiences and best practices (i.e. peer learning) among those countries developing action plans in the region.</li> <li>▪ Strategic use of technological tools and networks, as well as efforts establishment of space for innovation in the public sector and beyond.</li> <li>▪ Areas for improvements and the application of lessons learned to boost future initiatives, based on co-work spaces for stakeholders at the national and international levels.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Changes in government according to the political electoral cycle; variations in the political and legislative agenda; and the challenge to achieve sustainability due to factors such as turnover of authorities, resources, precarious interagency coordination and communication, or a lack of appropriation and failure to match commitments to people's needs.</li> <li>▪ Excessive politicization of the open government agenda by civil society actors in certain situations or contexts; the issues of representativeness and concentration or dominance of an issue by a small or limited segment of CSOs, and tensions between these organizations and government in their collaborative work.</li> </ul>

Source: Authors' elaboration, based on interviews and questionnaires used for this study.

A combined analysis of the four dimensions leads to diverse conclusions—some of them positive and others that pose questions that remain unanswered—and a number of contradictions:

- **Political will and institutional capacities:** The political will of government is evident among the strengths. This refers, in some cases, to the approval of regulations and the execution of commitments,<sup>11</sup> although there also should be a willingness on behalf of civil servants to contribute to the action plans. This is reflected in Paraguay and Uruguay in the co-creation and implementation process for their Second Action Plans through forums that are broad and varied in content and at which there is active public sector and civil society participation and involvement. In Colombia, Costa Rica, and Panama, current plans have been achieved with ambition, integrity, and focus, clearly demonstrating the learning benefit that has been drawn from the process, while a new level of political will and commitments illustrate how far the issue has evolved in these three countries.

This political will, however, must be clear-cut, despite the complexity of each government, and it should be translated into solid deeds to strengthen institutional capacities. Two principal weaknesses have been drawn from the coordination between those responsible for open government and those for the management of a country's economy: (i) the need to deliver budgets that are able to finance the commitments agenda and

(ii) that teams in charge of implementing the agenda commitments are provided with adequate and sufficiently qualified human resources. This is a concern, especially to some governments in Central America, such as Honduras and Guatemala.

- **Participation by different actors:** The interest shown by institutional and civil society actors to continue collaborating has been taken into account, as have the institutional mechanisms for monitoring and promoting open government policy. In some cases, nevertheless, the open government agenda has been excessively politicized by some CSOs and the tensions between civil society and government are perceived to threaten active participation. This underscores the essentiality of recognition of the political economy of each country to understand how external factors (e.g., lack of trust or levels of corruption) can have an influence in the outcome of collaborative work with regard to the open government agenda. In terms of the action plan content, the outstanding countries for citizen participation are Chile (i.e., environmental matters), Colombia (i.e., regulatory sphere and policy guidelines), and Uruguay (i.e., building a culture of transparency), among others.
- **Communication and dissemination:** Various weaknesses are evident, among which are the dissemination and improvement of communication and information channels in order to (i) make better use of networking and harness innovation and technology to this

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<sup>11</sup> For example, the lobby laws in Chile, access to information legislation in Brazil, Colombia and Paraguay, or Colombia's effort to ensure transparency of mining royalty investments.

effect, and (ii) ensure that stakeholders understand the concept of open government and how the OGP process works with regard to the OGP. These deficiencies, however, may not be too serious in view of other evidence that point to an improvement in this phase of action compared to that of two years ago.<sup>12</sup>

In effect, in Argentina, Brazil, El Salvador, and Uruguay, a portal or a virtual platform has been developed exclusively around open government, constituting a powerful tool to socialize the concept and serve as a channel

for communication and to monitor the progress of initiatives. In specific cases, there is an online control panel that enables detailed follow-up of the phases and levels of compliance with the commitments made. For example, in Mexico and Paraguay, an online control panel allows citizens to keep abreast of commitment compliance through visual data, infographs, and various reporting mechanisms in a language that is simple and easy for the lay person.<sup>13</sup> Table 9 shows the countries that have at least one website dedicated to the dissemination of basic information on open government.

**Table 9. Open Government Portals**

Country	Portal (website)
Argentina	<a href="http://www.gobiernoabierto.gob.ar/">http://www.gobiernoabierto.gob.ar/</a>
Brazil	<a href="http://governoaberto.cgu.gov.br/">http://governoaberto.cgu.gov.br/</a>
Chile	<a href="http://www.gobiernoabierto.cl/">http://www.gobiernoabierto.cl/</a> - <a href="http://www.cdc.gob.cl/ogp/">http://www.cdc.gob.cl/ogp/</a>
Colombia	<a href="http://agacolombia.org/">http://agacolombia.org/</a> (from civil society)
Costa Rica	<a href="http://presidencia.go.cr/gobiernoabierto.cr/">http://presidencia.go.cr/gobiernoabierto.cr/</a>
Dominican Republic	<a href="http://gobiernoabierto.do/ga/">http://gobiernoabierto.do/ga/</a>
El Salvador	<a href="http://www.gobiernoabierto.gob.sv/">http://www.gobiernoabierto.gob.sv/</a>
Guatemala	<a href="http://gobiernoabierto.transparencia.gob.gt/">http://gobiernoabierto.transparencia.gob.gt/</a>
Honduras	<a href="http://www.gobiernoabierto honduras.org/">http://www.gobiernoabierto honduras.org/</a>
Mexico	<a href="http://gobabiertomx.org/">http://gobabiertomx.org/</a>
Panama	<a href="http://gobiernoabierto panama.com/">http://gobiernoabierto panama.com/</a> (from civil society)
Paraguay	<a href="http://www.gobiernoabierto.gov.py/">http://www.gobiernoabierto.gov.py/</a>
Peru	<a href="http://www.pcm.gob.pe/gobierno_abierto_peru/">http://www.pcm.gob.pe/gobierno_abierto_peru/</a>
Uruguay	<a href="http://gobiernoabierto.gub.uy/">http://gobiernoabierto.gub.uy/</a>

Source: Authors' elaboration.

<sup>12</sup> In this respect, see the SWOT matrix presented in *Winds of Change I*, which corresponds to the First Action Plans (2012–14) (Ramírez-Alujas and Dassen, 2014).

<sup>13</sup> For Mexico, see <http://tablero.gobabiertomx.org/>; for Paraguay, see <http://www.gobiernoabierto.gov.py/conoce>.

- **The sustainability of open government as a state policy:** Among the threats are political change (i.e., frequent changes in government) and the resulting lack of sustainable process over time. A majority of countries, however, have not reported on this issue, which implies that there may have been a change for the better.<sup>14</sup> The risk exists, however, and so does the need for a permanent team to be able to continue the process of open government. To discontinue the work will implicate the need to embed open government policy into the very fabric of public administration, including the cross-cutting perspectives and actions that will improve public affairs management. The best example is Guatemala, which has the ex-Presidential Commission for Transparency and Electronic Government (Comisión Presidencial de Transparencia y Gobierno Electrónico, or COPRET).
- **Evolution from 2012-14 until now:** When compared with the SWOT exercise carried out in *Winds of Change I* (Ramírez-Alujas and Dassen, 2014) by the OGP Support Unit, there are noticeable improvements, as well as setbacks. There also was a learning curve throughout the process.

Among the many setbacks are the previously mentioned barriers that

include continual changes in government and the failure of agencies to coordinate among themselves to implement their action plans. Once again, since the First Action Plan, the weaknesses are a result of insufficient funding and a lack of qualified human resources.

Among improvements, it is evident from the second SWOT exercise that there are less incidences of failure to comprehend the concept of open government and the process of formulating the action plan for the OGP. Also, from the first SWOT matrix, whereby those responsible for open government had stated as an obstacle the “scant possibilities of support from the international community and agencies”, this is now considered an opportunity.

Another advance is the lack of complaints from the latest SWOT exercise regarding “bureaucratic resistance to change”. This no longer applies to a “culture of state secrecy.”

In order to provide an overall perspective, Table 10 presents the aggregate county-by-country results regarding the critical success factors that determine the future outcome of the consultative process. They relate to the drafting of action plans and commitment implementation.

<sup>14</sup> To cite some examples, in Colombia, the unit in charge of the First Action Plan was the High Presidential Council for Good Government and Administrative Efficiency (Alta Consejería Presidencial para el Buen Gobierno y la Eficiencia Administrativa), an entity that was phased out in 2014. The issue is now dealt with by the Presidency of the Republic's Transparency Secretariat (Secretaría de Transparencia). In Costa Rica, given that open government is incorporated as the third pillar of the current administration's National Development Plan (Plan Nacional de Desarrollo), its political priority has gone above that of an initiative under the auspices of the Digital Government Technical Secretariat (Secretaría Técnica de Gobierno Digital) to become the direct responsibility of the Vice-Ministry of the Presidency for Public Affairs and Citizen Dialogue (Asuntos Políticos and Diálogo Ciudadano). Mexico has a similar experience, where open government was transferred from the responsibility of the Transparency and International Cooperation Policy Unit (Unidad de Políticas de Transparencia y Cooperación Internacional), under the auspices of the Public Service Secretariat (Secretaría de la Función Pública), to the higher ranking National Digital Strategy Coordination Unit (Unidad de Coordinación de Estrategia Digital Nacional). This unit is a branch of the Office of the Presidency of the Republic and, ultimately, the Executive Power, since the Technical Tripartite Secretariat (Secretariado Técnico Tripartito) is the principal entity responsible for the open government agenda, which includes the INAI and eight CSOs.

**Table 10. Critical Success Factors for Open Government Initiatives in Latin America and the Caribbean**

Country	Critical success factors
<b>Argentina</b>	<ul style="list-style-type: none"> <li>▪ Open physical and virtual channels for discussion with the public.</li> <li>▪ Substantial improvement in public policies.</li> <li>▪ Public and CSOs take action to help strengthen public policies.</li> </ul>
<b>Brazil</b>	<ul style="list-style-type: none"> <li>▪ Support comes from the highest possible level of government.</li> <li>▪ Society is encouraged to participate in formulating the initiatives.</li> <li>▪ Needs and capacities of society are identified, as well as government initiatives during the formulation process.</li> </ul>
<b>Chile</b>	<ul style="list-style-type: none"> <li>▪ Ability to count on the political will and the commitment of institutions involved in issues of transparency and citizen participation.</li> <li>▪ Initiatives are disseminated among the public.</li> <li>▪ Specialized professionals are willing to participate as are those with expertise in open government.</li> </ul>
<b>Colombia</b>	<ul style="list-style-type: none"> <li>▪ Ability to count on political will to develop awareness-raising strategies for open government and relevant initiatives for citizens and governments.</li> <li>▪ Citizen participation and collaboration between government and social organizations is encouraged.</li> <li>▪ Effectiveness and impacts of open government measures to combat corruption, optimize democracy, and improve people's quality of life are highlighted.</li> </ul>
<b>Costa Rica</b>	<ul style="list-style-type: none"> <li>▪ Public takes the process on board.</li> <li>▪ Priorities are made conjointly rather than imposing them.</li> <li>▪ A vision of open government is established.</li> </ul>
<b>Dominican Republic</b>	<ul style="list-style-type: none"> <li>▪ Be able to count on political will at the highest level to guarantee success of the agreed initiatives.</li> <li>▪ Validity of regular forms for government and society dialogue and cooperation are maintained.</li> <li>▪ Collective spirit to involve society is fostered.</li> </ul>
<b>El Salvador</b>	<ul style="list-style-type: none"> <li>▪ Know what people need and respond to them so as to gain stronger support from people to implement solutions.</li> <li>▪ Coresponsibility of society is encouraged. Active citizens are essential to determinantly drive action plans and effectively participate in consultations and proposed actions.</li> <li>▪ Able to count on the support of public institutions. If the support of government is strong, the processes will be successful with the necessary capacities.</li> </ul>
<b>Guatemala</b>	<ul style="list-style-type: none"> <li>▪ Ability to rely on government commitment to create and comply with proposed commitments.</li> <li>▪ Clear and specific objectives for each commitment are established.</li> <li>▪ Public is involved in developing the necessary mechanisms to monitor and oversee open government action plan.</li> </ul>
<b>Honduras</b>	<ul style="list-style-type: none"> <li>▪ Ability to rely on institutional commitment from senior officials and those responsible for the commitments.</li> <li>▪ Institutions that comprise the three sectors of the OGP are involved.</li> <li>▪ Active citizen participation is encouraged to monitor actions during the different stages of the current action plan.</li> </ul>
<b>Mexico</b>	<ul style="list-style-type: none"> <li>▪ Real forums are designed for co-creation in which government and civil society, together, can put forward their respective views on how to achieve goals, based on available resources and capacities.</li> <li>▪ Confidence-building forums for civil servants and civil society are maintained.</li> <li>▪ Clear objectives are established for what needs to be achieved.</li> </ul>
<b>Panama</b>	<ul style="list-style-type: none"> <li>▪ Ability to rely on citizen participation.</li> <li>▪ Government and the public to collaborate to co-create public policies.</li> <li>▪ Principles of open government are widely disseminated to involve more actors.</li> </ul>

<b>Paraguay</b>	<ul style="list-style-type: none"> <li>▪ Citizens are involved and they improve dialogue between government and society.</li> <li>▪ Benefit from the full commitment of authorities.</li> <li>▪ Specific compliance mechanisms are established.</li> </ul>
<b>Peru</b>	<ul style="list-style-type: none"> <li>▪ Ability to count on the political will of authorities and heads of public institutions.</li> <li>▪ Process for dialogue is implemented for effective participation that includes civil society, grassroots organizations, the private sector, academia, and research bodies, among other actors.</li> <li>▪ Issues are identified and alternative solutions are made that directly benefit people.</li> <li>▪ Concept of open government is disseminated throughout civil society and among high-ranking civil servants in the public administration.</li> </ul>
<b>Uruguay</b>	<ul style="list-style-type: none"> <li>▪ Highest possible institutional level is committed and involved during project formulation, as part of the organization strategy.</li> <li>▪ Initiatives are developed that align with the real needs of beneficiaries (citizens).</li> <li>▪ Initiatives are developed in a participatory framework that integrates all stakeholders (civil servants, civil society) to increase impact and achieve sustainability.</li> </ul>

Source: Authors' elaboration, based on interviews and questionnaires used for this study.

## 2.2 Action Plan Co-Creation Processes: An Analysis

Critical to the progress analysis of open government plans in the LAC region is the review of action plan co-creation processes. The Partnership has provided guidelines for this purpose (Naser and Ramírez-Alujas, 2014):<sup>15</sup>

- 1. Accessibility of process and time frame:** Publish details of the time frame and at least an outline of the process prior to consultation.
- 2. Advance notification:** Consult the public with sufficient notice to ensure accessibility to and the opportunity for citizen involvement.

- 3. Awareness raising:** Carry out awareness-raising activities to boost public participation during consultation.
- 4. Multiple channels:** Consult by way of various mechanisms—online and physically—to ensure that people are able to have access and the opportunity to participate.
- 5. Breadth of consultation:** Consult with the wider community, including the private sector and civil society, to ensure the gathering of a diverse range of inputs.

<sup>15</sup> For example, the “Guidelines for Public Consultation on Country Commitments” (available in the Articles of Governance of the OGP) or the Guidelines for Nation OGP Dialogue, a document that expresses clearly: “In summary, we encourage governments to follow the following steps to ensure effective consultation: Plan consultations early in the policy development process, and publish a plan for the consultation that explains why the government is consulting and how stakeholders’ views will be taken into account. Strive to involve a diverse group of stakeholders, including hard-to-reach groups, and organize the consultations in ways that are accessible to the people whose views are sought. Analyze the input received from consultations, assess whether respondents were representative and provide feedback to participants to explain how decisions were made and what the next steps will be. Finally, act on the findings to improve policies and programs, and then evaluate the consultation process to help improve future consultations. Throughout the consultation, communicate clearly and directly, with a focus on using plain language that will be easily understood by regular citizens” (OGP, 2014: 2).

**6. Documentation and feedback:** Publish an online summary of the consultation and of the written inputs that were received.

**7. Consultation during implementation:** Create a new or use an ongoing forum that enables multi-actor consultation during the implementation stage of the OGP.

### *A. First Action Plan: consultation process*

From an analysis of the OGP IRM reports—further discussed in Chapter 4—it appears that during the the First Action Plan stage, the weakest element was that of participation and public consultation. Evidence from the reports show that, in most cases, the standards defined by the Partnership were not adequately adhered to—so much so that in some countries, there was no adherence whatsoever.

In comparative terms, there are two issues that arise from the co-creation process that need to be addressed to improve future plan formulation, as follows:

- (i) In at least ten cases, repeated criticism of the precariousness of the process arises, not only with regard to public consultation and feedback, but also in the delivery of timely and clear information about schedules, phases, and deadlines that will enable real and active participation and involvement by civil society.
- (ii) The perception—generalized in many cases—that the consultation and participation process to which civil society representatives were supposedly to be invited, was unilateral and was a mere “rubber-stamping” of a combination of commitments previously defined by the government. In at least two of the cases, the process only concerned electronic government or digital agenda initiatives.

An additional point in the analysis is that where public consultation did occur, involvement and contributions were not reflected in the final First Action Plans. This has led to an amendment of measures, among which include the need for virtual dialogue between government and society, as has been done in Brazil, or a move toward an extended action plan to include CSO initiatives, as effected in Mexico.

The IRM reports also raise doubt about the collaborative and participatory arena for the implementation and the monitoring and evaluating of compliance. In the majority of cases, forums or spaces for this purpose were the exception rather than the rule. Where there were these, the events were informal and informative, and highlight the progress of government. This represents the essentiality to guarantee additional space for collaborative work between government, civil society, and other relevant stakeholders.

Mexico has demonstrated best practices by establishing the Technical Tripartite Secretariat to encourage co-responsibility for the Extended Action Plan commitments by way of the Monitoring Certificate (Cédula de Seguimiento). It has also created a monitoring board to oversee progress. Peru has created a Multisectoral Commission (Comisión Multisectorial) by supreme decree and has drafted a matrix of indicators to provide oversight of the First Action Plan (Box 1).

### Box 1. Consultation and National Dialogue Forums in Relation to Open Government Participation in Latin America and the Caribbean: Best Practices

In **Mexico**, the Technical Tripartite Secretariat includes the Presidency of the Republic, the Federal Institute for Access to Information and Data Protection (Instituto Federal de Acceso a la Información y Protección de Datos, or IFAI), and a representative of civil society, selected by the eight participating organizations. The Secretariat discusses and decides on matters relating to Open Government Participation.

In **Peru**, by presidential decree, the Multisectoral Commission comprises three civil society representatives (elected by participating organizations) and one from the private sector; five governmental agencies; the Presidency of the Cabinet (Consejo de Ministros), Ministry of Foreign Affairs (Ministerio de Relaciones Exteriores), Public Management Secretariat (Secretaría de Gestión Pública), Digital Government Office (Oficina del Gobierno Electrónico), and Ministry of Justice). In addition, the Comptroller General (Contraloría General de la República) and the Ombudsman (Defensoría del Pueblo) participate as observers. The Commission meets periodically to monitor the efforts of implementation.

In **Colombia**, the Monitoring Committee (Comité de Seguimiento) is made up of two representatives from government, three from civil society, and one from the private sector. Overall, the representatives comprise more than 60 organizations at the national and subnational levels. In participatory sessions, the Committee has adjusted Colombia's action plan to provide more clarity and has modified the commitment time frames for execution. The report from the Independent Reporting Mechanism contains information about the participating institutions and the role they play.

Source: Government point of Contact Manual, OGP Support Unit (2016)

## B. Second Action Plan: consultative process

Many of the objectives above have been amended during the execution of the Second Action Plan. This is based on (i) the new OGP Support Unit guidelines during the learning curve stage; (ii) IRM report recommendations; (iii) the additional time that countries were given in comparison to that allowed for the First Action Plan which, at the time, had to be rapidly drafted to meet the delivery deadline.

In effect, the information gathered from the SWOT exercise reveals that in 70 percent of cases, a detailed time frame of activities in the co-creation plan was published and adhered to; likewise with reference to the relevant progress report. Furthermore and notably, 12 governments, except for Argentina and Paraguay, provided reports on awareness-raising and dissemination activities among the general public.

Moreover, with regard to the co-creation of national plans, the majority of governments have opted for a more traditional alternative of physical working groups and forums for

negotiation with relevant stakeholders, using online consultation only as a complementary measure for the transparency and validation of commitments that have been formalized. The improved quality of dialogue from physical consultations has facilitated the alignment of expectations and made it possible to identify and recognize stakeholder interests, thus legitimizing commitment proposals that have been ultimately incorporated into the plans.

A significant finding is that 10 of the 14 governments, except for Guatemala, Honduras, Mexico, and Paraguay, exchanged views with other countries in formulating the commitments in the Second Action Plans. Furthermore, 9 countries assert that consultants were held with the subnational or local level of government (i.e., Brazil, Chile, Colombia, Costa Rica, the Dominican Republic, El Salvador, Honduras, Peru, and Uruguay).

What is beginning to take root in the the plan co-creation process, as a potential best practice,

is that having concluded the development of action plans, 11 governments prepared and published a synopsis with the comments and observations that emanated from their work. This, indeed, contributes to transparency and

public accountability, and is clear evidence that the process is moving forward with result. As such, it further improves public confidence and provides the legitimacy of and support to the eventual approval and implementation of plans.

### 2.3 Commitment implementation, budget, and external support: an analysis

The questionnaires that were sent to government representatives included two issues as so-called “hard” variables. These represent two of the key pillars: (i) the implementation of commitments and (ii) the availability of budgetary resources.

With regard to implementation—except for El Salvador—13 countries responded favorably to the question of whether there is a regular forum to enable continual discussion with civil society, stating that this component is a substantial part of their institutional strategy. This includes commitment compliance oversight and monitoring, while reinforcing collaboration in the development and creation of initiatives, as well as shared responsibility in order to achieve objectives.

With regard to other mechanisms available to monitor and oversee commitment implementation, Chile and Paraguay reported having alternative spaces, such as working groups; Guatemala, Honduras, and Peru, a multisector technical oversight committee; Colombia, an oversight strategy; Costa Rica, a permanent commission; El Salvador, open government oversight; Mexico, a public oversight panel; and Panama, a permanent dialogue mechanism and commission that evaluates and monitors progress. In the majority of cases, these kinds of forums are associated with commitments that are included in respective action plans. Nevertheless, it is impossible to undertake an analysis of the effectiveness of these coordination mechanisms. This falls beyond the scope of this paper.

With regard to funding, a comparative matrix was submitted to civil servants who were interviewed, based on three elements: whether or not (i) there is a specific budget to finance commitments; (ii) the necessary resources form part of the national budget; and (iii) multilateral agencies or other agencies have provided refundable or nonrefundable resources in support (Table 11).

As Table 11 indicates, only 8 of 14 countries have a specific budget for commitment implementation. These resources, in fact, are channelled from national budget items in most of the countries, except for Mexico.

Nine countries (65 percent) receive some assistance and financial support to implement their OGP plans and commitments. The breakdown of agencies providing technical or financial assistance are: Argentina (United Nations Development Programme (UNDP)); Brazil (Inter-American Development Bank (IDB)); Colombia (European Union Anti-Corruption and Transparency project (Anticorrupción y Transparencia de la Unión Europea para Colombia, or ACTUE ) and Financing Agreement (Convenio de Financiación) DCI-ALA/2012/023-476 relating to “Institutional Strengthening of the Colombian Capacity for Increasing Transparency and Integrity” (Fortalecimiento institucional de la capacidad colombiana para aumentar la transparencia and la integridad));<sup>16</sup> Costa Rica (Hivos, Organisation for Economic Co-operation and Development,

<sup>16</sup> The ACTUE project includes Result No. 1, Strengthen the Infrastructure of Integrity (Fortalecimiento de la infraestructura de integridad), of which OGP forms a part.

Inter-American Development Bank, and Banco Interamericano de Integración Económica); El Salvador (United Nations Development Programme, World Bank, Centro Latinoamericano de Administración para el Desarrollo, IDB, Organisation for Economic Co-operation and Development, British Embassy, and Organization of American States); Honduras (World

Bank, IDB, Umbral Program, UNDP, European Union, and U.S. Agency for International Development through Impact Programs); Paraguay (U.S. Agency for International Development and IDB); Peru (GTZ, IDB, ProGobernabilidad, and Organization of American States); and Uruguay (IDB, Economic Commission for Latin America and the Caribbean, and World Bank).

**Table 11. Budget and Open Government Action Plans in Latin America and the Caribbean**

Country	Does a specific budget exist to implement the commitments?	Does finance come from national budget items?	Is refundable or non-refundable assistance received from multilateral and/or development agencies?
Argentina	x	✓	✓
Brazil	✓	✓	✓
Chile	✓	✓	x
Colombia	✓	✓	✓
Costa Rica	✓	✓	✓
República Dominicana	x	✓	x
El Salvador	✓	✓	✓
Guatemala	✓	✓	x
Honduras	✓	✓	✓
Mexico	x	x	x
Panama	x	✓	x
Paraguay	x	✓	✓
Peru	x	✓	✓
Uruguay	✓	✓	✓

Source: Authors' elaboration, based on interviews and questionnaires used for this study.

✓ = Yes ; x = No.



# 3 SUMMARY OF THE FINDINGS OF THE INDEPENDENT REPORTING MECHANISM

The IRM reports provide a further source of information for a more complete analysis,<sup>17</sup> in that it is also a monitoring process that generates independent, biannual, and country-by-country progress reports to evaluate government performance in the development and implementation of their OGP action plans and their move toward OGP compliance. The OGP objectives are to (i) stimulate national dialogue in OGP countries on transparency, participation, and accountability, so as to “open up” government in the long term; (ii) establish open standards to operations, including timely data and reporting publications, as well as those publications that proactively address procedures; (iii) promote open government and strengthen the

OGP by adding credibility and fact-based analysis to country activities.

The reports also contain technical recommendations that enable countries to improve their performance and the impact of commitments. These reports seek to stimulate dialogue between participating governments and their citizens and to promote accountability (Sanhueza, 2013).

Beyond country-by-country conclusions, IRM data has been categorized for this study based on the details of commitments made and the recommendations and findings. Lessons learned have also been drawn for these reports.

## 3.1. Details of Commitments

The sum of 302 commitments in the LAC region form part of this analysis, of which 66 in the First Action Plan are considered outstanding. This represents nearly 22 percent of initiatives that substantially seek to promote open government principles.<sup>18</sup>

With regard to compliance with commitments, 98 are reported as complete, 33 have not been initiated, and 129 have been completed on time. In terms of whether they are relevant to one or more of the OGP values, notably, 204 commitments out of 302 are, equivalent to almost 68 percent of the total sample (Table 12).

<sup>17</sup> For more details and information, see: <http://www.opengovpartnership.org/irm/about-irm>.

<sup>18</sup> An outstanding or exemplary commitment corresponds to the type of initiative that projects its relevance and achievement by adhering substantially, ambitiously and closely to open government principles and values (Sanhueza, 2013).

**Table 12. Level of Compliance with Commitments in Action Plans by Criteria, according to the Independent Reporting Mechanism of Open Government Partnership: Standard for Countries in Latin America and the Caribbean**

Country	Level of compliance with commitments according to the IRM/OGP standard						
	Commitments in the action plan	Completed commitments	Substantial commitments	Limited commitments	Commitments not initiated/withdrawn	Unclear	Out-standing
Argentina	19	7	5	3	1	3	3
Chile	19	15	0	1	3	0	7
Colombia	27	2	9	13	3	0	8
Costa Rica	23	4	6	13	0	0	4
República Dominicana (*)	23	3	8	10	2	0	6
El Salvador (*)	21	9	6	3	3	0	7
Guatemala (*)	14	0	2	10	2	0	1
Honduras	20	2	6	10	2	0	7
Panama	5	0	0	5	0	0	0
Paraguay	15	1	4	3	7	0	3
Peru (*)	47	3	11	15	12	6	11
Uruguay	18	7	8	3	0	0	9
<b>Total</b>	<b>251</b>	<b>53</b>	<b>65</b>	<b>89</b>	<b>35</b>	<b>9</b>	<b>66</b>
Level of compliance de commitments according to el IRM/OGP standard (founding members)							
Country (**)	Commitments in the action plan	Completed commitments	Substantial commitments	Limited commitments	Commitments not initiated/withdrawn	Unclear	Out-standing
Brazil	32	25	-	0	2	0	-
Mexico (*)	37	20	-	2	0	1	-
<b>Total</b>	<b>69</b>	<b>98</b>	<b>-</b>	<b>2</b>	<b>37</b>	<b>1</b>	<b>-</b>
	<b>320</b>	<b>98</b>	<b>65</b>	<b>91</b>	<b>37</b>	<b>10</b>	<b>66</b>

Source: Authors' elaboration, based on OGP IRM reports for countries of the region.

Notes: Although three commitments were officially presented in Guatemala's First Action Plan for the purpose of the OGP IRM valuation, the analysis of the components of each of the commitments has been broken down to an evaluation of 14 initiatives, according to the following classification:

(i) Results-based management evaluation system: streamline administrative processes; eliminate secrecy in the procurement of goods, services, and public works; disclose results through media channels and web portals; regulate to eradicate waste; regulate the recruitment of permanent, advisory and consultant personnel; regulate an effective and timely procurement plan, and control nonessential expenditure.

(ii) Strengthen control of public borrowing: hire consultants to generate intermediate products; regulate executed budgetary resources; disclose to the public the state of funding; and streamline the reduction of interest payments.

(iii) continue to monitor and ensure transparency: Construction Sector Transparency Initiative; Extractive Industries Transparency Initiative, and Stolen Asset Recovery Initiative.

(\*) For the purpose of the IRM methodology, there is a difference in the number of commitments evaluated in Guatemala and Mexico: (a) Guatemala had three global commitments in its First Action Plan, which were broken down in the IRM analysis and report according to their components (14 commitments); in other words, results-based management evaluation system (seven initiatives), strengthening control of public borrowing (four initiatives), and the continuation of monitoring and transparency efforts (three initiatives); (b) in Mexico, only the compliance evaluation of 37 commitments contained in the Second Action Plan is considered, with 19 from the First Action Plan left out. Similarly, with regard to the Dominican Republic which had duplicated two commitments in its First Action Plan in different areas for action, the number of evaluated commitments had to be adjusted. For El Salvador, three commitments were not initiated and, therefore, were eliminated from the plan. For Peru, 10 commitments were not initiated and two were eliminated to total of 12.

(\*\*) With regard to Brazil and Mexico as founding members, the IRM classification differs from that—in terms of methodology—of other countries in the region.

In the IRM framework, the classification of an outstanding commitment is considered a benchmark initiative and has the following criteria: (i) it must be sufficiently specific to be evaluated in terms of potential impact, with high or medium specificity; (ii) its description should make clear reference to its relevance in terms of open government, and specifically relate to at least one OGP value (transparency and access to information, civic participation, or accountability); (iii) it should have a potentially transforming impact on implementation; and (iv) it should make significant progress during the action plan implementation period to be ranked as substantial progress or complete progress (OGP, 2015).

When outstanding commitments have been analyzed, in comparative terms, from the results and findings of the first set of IRM reports, various elements are evident (Table 13 and Figure 3). First, from 66 outstanding commitments, 37 correspond to public integrity (56 percent), whereas those that relate to improving public services (13) and effective resource management (13) are the same (nearly 40 percent when taken together). Second, those outstanding commitments that relate to the building of safer communities (1) and to increasing corporate accountability (2) add up to little more than 4.5 percent of the total.<sup>19</sup> The fact that this trend in the action plan also is reflected by the OGP, especially in relation to strengthening the agenda for public integrity, is significant.

**Table 13. Outstanding Classification of Commitments by Country, according to the Reports of the Independent Reporting Mechanism of Open Government Partnership for Latin America and the Caribbean**

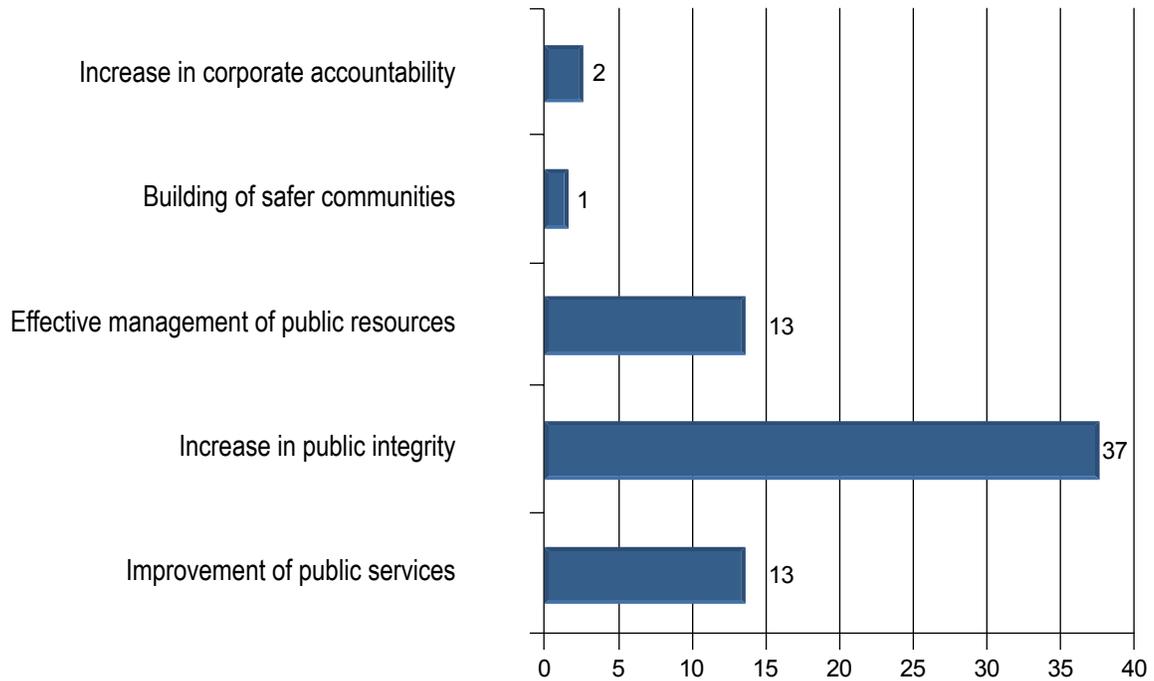
Country	Improving public services	Increase public integrity	Effective management of public resources	Building safer communities	Increase corporate accountability
Argentina	1	2	0	0	0
Chile	1	4	0	1	1
Colombia	1	5	2	0	0
Costa Rica	0	4	0	0	0
El Salvador	1	4	1	0	1
Guatemala	0	1	0	0	0
Honduras	1	1	5	0	0
Paraguay	0	1	2	0	0
Perú	2	9	0	0	0
República Dominicana	2	3	1	0	0
Uruguay	4	3	2	0	0
<b>Total</b>	<b>13</b>	<b>37</b>	<b>13</b>	<b>1</b>	<b>2</b>

Source: Authors' elaboration, based on OGP IRM reports for countries of the region.

Note: Brazil and Mexico are not included in this table due to their outstanding commitments not yet having been defined at the time of IRM report publication. Panama's IRM report failed to include a commitment in this category, and thus is also not included in the table.

<sup>19</sup> A detailed, country-by-country description of all the outstanding commitments is found in the annexes.

**Figure 3. Outstanding Commitments by Topic, according to the Reports of the Independent Reporting Mechanism of Open Government Partnership for Latin America and the Caribbean**



Source: Authors' elaboration. based on OGP IRM reports for countries of the region.

From a comparative perspective with regard to public integrity, the outstanding classification of commitments relate to the promulgation of laws and regulations concerning access to public information (i.e., Colombia, Costa Rica, and Paraguay) and to the promotion of measures and/or mechanisms to perfect and/or strengthen the exercise of this right (i.e., El Salvador, Honduras, Peru, and Uruguay). With regard to improving public services, commitments relate to government portals and/or service maps (i.e., Argentina, Colombia, the Dominican Republic, and Uruguay).

Initiatives regarding open data portals and catalogues are evident (i.e., Argentina, the Dominican Republic, and Uruguay), as are relevant regulations (i.e., Costa Rica and Peru). Worth mention is the growing concern of many LAC countries with regard to public recruitment, reflected by implemented commitments with regard to open procurement portals (i.e., Paraguay), creating specific agencies to be responsible (i.e., Uruguay),

and improving public procurement processes and standards (i.e., Colombia and Honduras). This has been accompanied by efforts to ensure transparency and accessibility to citizens with regular and comprehensible information about public finance and the budget (i.e., Costa Rica and Honduras).

Finally, with regard to the regulatory issue, there are some initiatives that aim to update the current ones in terms of tax returns and wealth and interest declarations (i.e., Peru and the Dominican Republic). Progress is evident with regard to personal data protection in the Dominican Republic, with some obvious advances in Chile and El Salvador on the regulation of political parties.

Chile is prominent in its achievement of regulatory issues in terms of laws on lobbying, political parties, and civil service probity. Similarly, its two commitments on citizen participation are ranked as outstanding (i.e., promotion of citizen participation and its reflection in environmental

matters: oversight and access to environmental justice), to which Colombia is another (i.e., policy guidelines and a citizen participation statute).

The countries for which anticorruption initiatives have been classified as outstanding are Colombia (i.e., an observatory) and Peru (i.e.,

a high-level commission and a national plan to combat corruption; strengthening of the fiscal and legal subsystem). For Colombia, furthermore, its efforts in terms of accountability (i.e., improving performance, royalties, and adherence to the Extractive Industries Transparency Initiative) are commendable.

### 3.2. Recommendations, Findings, and Lessons Learned

The sections that relate to the lessons learned and recommendations drawn from the IRM reports are of most interest. They provide an insight into improvements over the short and medium terms that will strengthen action plan formulation, improve commitment implementation, and measure results. The following section, including Table 14, presents a synthesis of the most significant elements in comparative terms for LAC countries:

- i) Design and conduct more inclusive, participatory, and open processes during the development, co-creation, implementation, and monitoring stages of action plans. Quoting from one of the reports: “[...] The participatory processes require enough time for preparation, implementation and systematization. A participatory process cannot be understood as a mere series of sporadic meetings. The action plan must reflect the result of this dialogue, in other words, the participants must take part in decision-making on plan commitments [...]” (Sanhueza, 2013). This suggests creating collaboration mechanisms for stakeholders and guaranteeing that their contributions will be taken into account in future plans.
- ii) Continue to institutionalize more robust and sustainable mechanisms that support open government beyond the political cycle and which will motivate political will over time.
- iii) Design and implement campaigns, seminars, or forums to raise awareness, promote, publicize, and disseminate the open government model within institutions and public services, as well as for society at large (i.e., appropriation and capacity building).
- iv) Seek ways to encourage the presence of other stakeholders and/or sectors, such as the subnational and local levels of public administration and other state powers, academia, and the private sector.
- v) Establish mechanisms that guarantee a participatory process to include greater diversity of actors in the process (i.e., beyond that of CSOs that are active in issues of transparency, access to public information, accountability, and anticorruption).
- vi) Define adequately the commitments and clearly outline the responsibilities, milestones, and resources so that they are precise, measurable, verifiable, and respond to public needs with the aim of improving people’s quality of life.

**Table 14. Reflections on the Independent Reporting Mechanism of the Open Government Partnership**

<p><b>Focus more on the content than on form</b></p>	<ul style="list-style-type: none"> <li>▪ The Independent Reporting Mechanism (IRM) reports are, above all, centered on the process rather than on the content of commitments, as demonstrated in points (i) to (vi) above. The quality of reports could be more effective if they described, for example, whether a new law, an improvement in public services, or a public procurement system satisfies international standards; or if the information published in a portal is easily accessible and understandable to the lay person. There are neither sufficient suggestions for best practice, nor is there an appraisal of a particular solution that has been effective in a specific country.</li> <li>▪ Given that there are many commitments for each country—despite the OGP recommending between 5 and 15—local experts responsible for the IRM should give due recognition to outstanding commitments, or based on specific criteria, select a small sample of commitments and undertake a more in-depth analysis.</li> </ul>
<p><b>Read the IRM report prior to developing the action plan</b></p>	<ul style="list-style-type: none"> <li>▪ Many efforts have been made by the OGP Support Unit and the IRM to organize the plan formulation process sequence and evaluate implementation in 69 countries. This is no easy task.</li> <li>▪ What is evident from First Action Plans, based on IRM reports, is that there is room for improvement in the process sequence. The time frame for action plan formulation should be more flexible in the following cycle. When plans overlap, it makes it difficult to adequately include IRM report suggestions in the next phase.</li> </ul>
<p><b>Improve the quality of the new plan commitments</b></p>	<ul style="list-style-type: none"> <li>▪ In some Second Action Plans, reference is made of the IRM results, specifically in the introductory section or with regard to the historical content for each country. From a review of the process, quality variables, and the importance of listed commitments, it is apparent that the report findings, lessons learned, and suggestions have not been taken into account.</li> <li>▪ Not considered in many cases is the requirement that commitments should be in line with so-called SMART (specific, measurable, answerable, relevant, and time bound) criteria, as stated in the the OGP's Government Point of Contact Manual.<sup>a</sup></li> <li>▪ Establishing SMART indicators is not simple: it requires experts who know how to identify an issue, measure it with data to establish baselines, set goals, establish a time frame, and include some means of verification. The results, in certain plans, have been confused with activities (e.g., training) or products (e.g., open data portal). Although the latter might be valuable in itself, it determines whether open databases have been reutilized, whether there was added value, and so on—precisely what the SMART indicator methodology seeks to do.</li> <li>▪ If the commitments are understood to be goals for achievement, a potential solution for a gradual process is that the OGP call a certain percentage of commitments—or those that are classified as outstanding—as truly SMART, in which case they would be subject to an assessment by the OGP Support Unit or other experts following development and/or quality control. This should take place before the action plans are published.</li> <li>▪ The OGP rules include a review at the end of the process by experts for comment, and although this is not binding, some comments are ignored given the short time frame to present the plan or the length of time it takes to build consensus among stakeholders.</li> </ul>

<sup>a</sup> Los compromisos deben ser específicos (describir precisamente el problema que está tratando de resolver, las actividades que lo componen y los resultados). The commitments must be specific (i.e., precisely describe the issue to be addressed, the activities involved, the expected results) and measurable (i.e., it must be possible to verify compliance). When commitments have multiple “subcommitments”, these should be divided into clear and measurable milestones. In addition, they should be answerable (i.e., the commitment should clearly specify the main implementing agency and, if appropriate, the supporting/coordinating agencies, as well as other civil society partners, multilateral agencies, and/or private sector participants in their delivery); relevant (i.e., the relevance of each commitment should be explained in terms of open government principles, such as transparency, accountability, participation, technology, and innovation); time bound (i.e., each commitment should clearly establish a completion date, milestone deadlines, and other time limits as necessary). See the Government Points of Contact Manual, at [http://www.opengovpartnership.org/sites/default/files/ogp\\_2016\\_poc\\_manual\\_spanish.pdf](http://www.opengovpartnership.org/sites/default/files/ogp_2016_poc_manual_spanish.pdf).

### 3.3. Risk Mitigation of Failure to Meet Commitments

As shown in Table 13, from 302 commitments, the IRM found that 98 were completed and that 129 had made a substantial degree of progress (see Annex 2 for country-by-country details). There are 75 commitments, approximately 25 percent, that record little or no implementation progress.

This percentage of noncompliance is sufficiently high as to merit an inquiry into the causes. In a recent publication, the IRM Program Manager posed a provocative question in blog form as to why OGP commitments were not implemented at the global level,<sup>20</sup> listing various possible reasons based on the experiences gained from his capacity as head of the IRM. Among them, he included the vagueness of some commitments and the fact that a number of them were unlawful or duplicated by another institution. The Program Manager also referred to the lack of budgetary and technical capacities, the political will on behalf of government, and the challenges of interinstitutional coordination (e.g., institutions that were unaware that they

had to implement a commitment as a result of not having been involved in the process). One particular suggestion offered is that any problems that arise should be considered risks. Furthermore, a collective effort should be compulsory in the design and implementation of mitigating measures.

In summary, there are various activities that can mitigate risk. Examples are in the event of (i) a lack of funding, there should be a strategy in place for funding from the National Treasury or for financial support at an international level; (ii) little coordination, either a monitoring mechanism should be established that includes the relevant entities or agreements should be signed and adhered to; (iii) the failure of political will to approve a law, an advocacy strategy should be designed collaboratively with civil society.

Risk can be classified as high, medium, or low. Ultimately, if the risk is too high, due consideration should be given to whether the commitment should be included in the action plan at all.

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<sup>20</sup> See: <http://www.opengovpartnership.org/blog/joseph-foti/2016/01/04/mirando-en-retrospectiva-por-qu%C3%A9-algunos-compromisos-de-ogp-no-se>



# 4 CONCLUSIONS: THE ROAD AHEAD

**A** The following section includes a series of conclusions, divided into three segments. The first relates to the OGP process; the second to the importance of implementing

open government policies in compliance with the United Nations 2030 Agenda for Sustainable Development Goals, and the third is the need to strengthen the democratic system.

## 4.1. Progress of and Challenges to the Open Government Partnership Process

Five years since the creation of the OGP, and based on the above findings, the reinforcement of this initiative should drive open government policy in the LAC region. The OGP has expanded from 8 to 55 countries and the original challenge was viewed as political, financial, and technical sustainability (Ramírez-Alujas and Dassen, 2012).

The OGP, today, enjoys a higher degree of political visibility at the international level, and it has been able to quell doubts about its financial sustainability and the human resources and infrastructure required for it to achieve its objective. The OGP now has nearly 70 member countries, and it has the necessary capacities to manage the cycle of action plans—from design to evaluation—with the assistance of the IRM, although they are far from perfect.

The previous section included recommendations to improve the plan formulation process and the quality of IRM reports. Reports should add value to open government policy, providing guidance for decision making and public policy implementation. They should add value beyond the mere evaluation of commitment compliance; they should include the measure of impact

(i.e., insofar as commitments are SMART). The reports should also recommend ways in which to strengthen solutions.

Of concern from the findings in the reports is that approximately 25 percent of commitments have failed completion. This is compounded by the gradual increase in their number, following each successive round. The drafting of action plans every two years may substantially increase risk as they begin to proliferate, creating a backlog for some countries and leading them to fall back on implementation. This, in turn, will necessitate drastic measures on behalf of the OGP, forcing it to accept only a minimum number of commitments until the backlog has been dealt with. To mitigate this, the objective should be to (i) incentivize countries to be more accountable in compliance with an agreed plan that has the support from civil society; (ii) maintain the level of OGP credibility and reputation; and (iii) ensure that the addition of commitments to an already long list does not collapse the system. The findings from a comparison of the six paradoxes, identified in *Winds of Change I* (Ramírez-Alujas and Dassen, 2014), should also be reviewed as a means to monitor the process evolution (Table 15).

**Table 15. Paradoxes of Open Government Action Plans in Latin American and the Caribbean**

1. The concept of open government is...to open.
2. A digitalized government is not the same as an open government.
3. Drafting of the action plans should be self-referential.
4. There should be more of the same versus too much of the new, in terms of the level of ambition and scope of action plan commitments.
5. The dialogue between government and civil society is as important as the commitments themselves.
6. Greater commitment, increased participation, and further involvement is required from stakeholders in order to further achieve open government.

Source: Ramírez-Alujas and Dassen (2014).

- **Paradox 1:** The action plans of different countries tend to be significantly heterogeneous in terms of the number of commitments, their quality, and the level of compliance. This is sound and it reflects the level of development in each country, evident from the specific concepts of open government that have been adapted to national situations in some of the region's OGP member countries to ensure that limits and adjustments are realistic and that action plans are able to be implemented accordingly.
  - **Paradox 2:** While open government may be confused with other concepts, such as e-government or open data, it compares with Paradox 1 in that countries now have an understanding of its definition, significance, and scope. This enables the design of more suitable strategies in the institutional context of each country, in parallel with e-government and open data technologies or media to promote open government principles.
  - **Paradox 3:** This refers to the drafting of action plans from a technical language to a simpler and unambiguous language for the general public, accompanied by the development of tools to facilitate communication, such as guides, pamphlets, and visual material. Action plan publishing platforms are now more varied and are in logical formats that can be reused, although some are still published in PDF format.
  - **Paradox 4:** This relates to the level of ambition and scope of commitments. More ambition was noted during the second wave of action plans, including the transformational nature of initiatives. In some cases, there is an expectation to have significant impact in areas not previously explored by the open government paradigm, beyond those of transparency, participation, and accountability. For example, Colombia's Second Action Plan contains commitments that link to participatory policymaking on issues relating to Lesbian, Gay, Bisexual, Transgender, and Intersex issues; gender violence and discrimination, and the preservation of memory regarding internal armed conflict.
- Furthermore, Costa Rica's Second Action Plan contains a move toward a model of governance that is built on the idea of the open state,<sup>21</sup> with a relevant agreement,

<sup>21</sup> The second paragraph of Action Plan 2015-17 states that: "...The second open government plan is therefore characterized by having an Open State perspective, considering from the outset the need for active and permanent civil society participation, which appropriates the

representing a reference point for other countries in the region to do so. The Declaration on Open Government (Declaratoria por la construcción de un Estado Abierto) was signed on November 25, 2015, and ratified by the President of Costa Rica, President of the Supreme Court of Justice, President of the Legislative Assembly, and President of the Supreme Electoral Court (Tribunal Supremo de Elecciones). It states that each entity will draft a plan for priority action to “promote a citizen-based policy of openness, transparency, accountability, participation, and innovation” for inclusion in strategic institutional plans and to be evaluated on an annual basis. Moreover, it commits to strengthen and develop citizen participation mechanisms to enhance the relationship between civil society and public authorities, as well as new technologies for citizen access to and participation in public affairs.<sup>22</sup>

- **Paradox 5:** As previously mentioned, there has been an improvement in the quality of the consultation process with civil society in the drafting of action plans. New methodologies, together with co-creation and open consultation processes, have been designed and are in use, and commitment compliance oversight, monitoring, and evaluation has been strengthened in the form of forums and working groups with active stakeholder participation.

- **Paradox 6:** In 2014 it was suggested that the concept of open government should not be limited only to initiatives for transparency, integrity, and citizen participation. The second cycle of action plans contains broader definitions of open government, which include commitments that relate to other sectors of society and levels of government (e.g., health and education) or—as in the case of Costa Rica—with other state powers (e.g., legislative and judicial).

In this respect, it is worth highlighting that the notion of open government, which is of Anglo-Saxon origin, needs to be adapted to the Latin American context and be linked to the various levels of government with a more cross-cutting and holistic approach; that is, the concept of an open State.<sup>23</sup>

Many of the initiatives being implemented in local governments are not recognized by national government action plans. In response, the OGP’s Pilot Program is commendable since it will provide the capacity necessary to draft action plans in ten subnational governments in conjunction with civil society.<sup>24</sup> This represents a fundamental opportunity to strengthen the, albeit insufficient, decentralization of power and local governance.

process as has effectively happened in this instance. Moreover, this second proposal combines the efforts of the Judiciary, the Ombudsman (Defensoría de los Habitantes), the Institute of Education and Training in Democracy (IFED) (Instituto de Formación y Estudios in Democracia) and the Supreme Electoral Court (Tribunal Supremo de Elecciones). The proposals presented to the National Commission for Open Government (Comisión Nacional por un Gobierno Abierto), have resulted from transparent, participatory and inclusive processes, including not only indigenous people via the Indigenous network (RIBCA) (Red Indígena), but also the disabled, social organizations and sectors...”

<sup>22</sup> See <http://accesa.org/2015/11/26/celebramos-la-declaratoria-por-la-construccion-de-un-estado-abierto/>

<sup>23</sup> In contrast to English-speaking countries which are, above all, parliamentary in nature, Spanish-speaking countries in LAC have presidential systems that exert control with a clear-cut separation between the executive and legislative bodies. This—added to historical tradition of greater proximity of government with its citizens on local issues, as well as an uninterrupted democratic system—implies that efforts in the region need to be doubled to include other government powers.

<sup>24</sup> See <http://www.opengovpartnership.org/how-it-works/subnational-government-pilot-program>

## 4.2. Open Government and the 2030 Agenda for Sustainable Development

In February 2016, 12 of the 14 LAC countries that relate to this study became signatories of the Joint Declaration on Open Government for the Implementation of 2030 Agenda for Sustainable Development<sup>25</sup> (Argentina, Brazil, Chile, Costa Rica, the Dominican Republic, El Salvador, Honduras, Mexico, Panama, Paraguay, Peru, and Uruguay). The Joint Declaration describes a series of commitments to open government policy that will support compliance with the Sustainable Development Goals stipulated by the United Nations. The participating countries are committed to:

- (i) Promote the rule of law in accordance with international regulations at the national, regional, and international levels for transparency, openness, accountability, access to justice, and effective and inclusive institutions. This is consistent with the United Nations Sustainable Development Goal (SDG) 16 of the 2030 Agenda for Sustainable Development.
- (ii) Promote public access to timely and desegregated information and open data concerning government activities that relate to the implementation and financing of the 2030 Agenda for Sustainable Development, in conformity with national legislation and with international commitments, at the same time, supporting the development of the International Open Data Charter with the intention of exploring its application by signatory countries.
- (iii) Support citizen participation in the execution of goals and objectives of the 2030 Agenda for Sustainable Development, including decision making, policy-making, monitoring, and evaluation.
- (iv) Defend the principles of open government, as described in the Open Government Declaration, when defining international, regional and national indicators to measure application of the 2030 Agenda for Sustainable Development, bearing in mind local circumstances and development priorities (i.e., identify and share lessons learned and best practices to strengthen the capacity of a country).
- (v) Consider the national action plans within the framework of Open Government Partnership when identifying commitments to serve as effective tools to promote the 2030 Agenda for Sustainable Development with transparency and effectiveness.

One of the principal challenges of the 2030 Agenda for Sustainable Development is the configuration of a new framework of public governance that guarantees, in accordance with SDG 16, to “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels” (Box 2).<sup>26</sup> Without doubt, this implies the development and strengthening of initiatives, strategies, and public policies that relate to the concept of open government in the LAC region.

<sup>25</sup> See <http://www.opengovpartnership.org/SDGsJointDeclaration>

<sup>26</sup> To access the complete document, Transforming Our World: the 2030 Agenda for Sustainable Development, see <http://www.un.org/es/comun/docs/index.asp?symbol=A/69/L.85&referer=/spanish/&Lang=E>

**Box 2. Sustainable Development Goal 16: “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.”**

- 16.1 Significantly reduce all forms of violence and related death rates everywhere
- 16.2 End abuse, exploitation, trafficking and all forms of violence against and torture of children
- 16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all
- 16.4 By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime
- 16.5 Substantially reduce corruption and bribery in all their forms
- 16.6 Develop effective, accountable and transparent institutions at all levels
- 16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels
- 16.8 Broaden and strengthen the participation of developing countries in the institutions of global governance
- 16.9 By 2030, provide legal identity for all, including birth registration
- 16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements
- 16.a Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime
- 16.b Promote and enforce non-discriminatory laws and policies for sustainable development

Source: United Nations Organization (2015).

### 4.3. Open Government as A Means to Strengthen Democracy

There is still urgent need to redeem trust and legitimacy and for common interest to prevail over private. As mentioned in the Introduction, a better informed and insistent civil society is emerging in the region, calling not only for an improvement in public services, but also for a more transparent government—a government that is committed to tackle corruption on all fronts. The huge public demonstrations that have taken place in Brazil, Chile, and Guatemala in recent years demonstrate the low tolerance of citizens for corruption.

Regrettably, the deterioration of labor policy, the erosion in the relationship between state and society, and the discontent and indignation of society with regard to political officials call for reparative measures, structural change, and a willingness to resolve the deadlock. Efforts should be made to overcome inequality and increase social justice—an age-old promise made by most governments in the region.

Open government can remedy the situation, although it will not be successful unless it is

accompanied by other institutional strengthening efforts that go beyond the disclosure of public information, open data, and promotion of citizen participation. Major change is required in the day-to-day applications for a democratic coexistence, which constitutes an enormous undertaking that, if delayed, will become more imperative. The efforts to redeem trust in LAC have been discussed (Ramírez-Alujas and Güemes, 2012), although it comes with many risks:

- Open government that is resourceful and excessively optimistic may prevent honest debate on the challenges that must be overcome to achieve an openness that will generate public value.
- Open government may legitimize anti-state strategies that lead the private sector to control the state, stoking clientelist politics and corruption (i.e., an overlap or the opportunism that open government may offer minority groups behind a smokescreen of inclusiveness and participation).

- Open government may become mere rhetoric or a passing fad with no trace of in-depth and measurable change, thus relinquishing the opportunity of an alternative way in which to govern.
- The notion of open government may be reduced to simply operational issues that become confused with e-government initiatives, limiting the debate to merely technical or operational matters.
- An isomorphism or a model that has been very successful in one area may not be applicable to another (e.g., as has occurred with regard to the New Public Management system in Latin America).

Greater effort is required to ensure that the concept of open government is operational in the local space and in the day-to-day relationship between government and those who are governed. This implies that a degree of appropriation by the people is required for true open government to be successful.

In particular, local governments are well placed if open government is intended as a “bottom-up”, rather than a “top-down”, policy, the former of which constitutes the level that is closest to the public. Municipalities can be key players in developing open government, since they tend to apply the mechanisms that invoke the

involvement of citizens. This is partly due to the facts that participation is easier to manage at that level and people are more interested in resolving issues that affect their day-to-day lives.

If an analogy were applied, based on whether open government—as a platform or medium—is a type of “software”, and whether government/public administration constitutes the “hardware”, the characteristics of the latter will determine that it should “run the software” (i.e., open government). It relates to the identification of institutional capacities and management infrastructure for open government viability, thus giving rise to the essentiality of rethinking the organizational architecture and management model for civil servant buy-in. Once this has been successfully achieved, there will be a culture of openness, trust, mutual respect, participation, and dialogue, as well as other values (Ramírez-Alujas, 2015; CLAD, 2014a, 2014b).

LAC states are taking this concept on board, and are adapting accordingly. Nevertheless, more energy is needed to make progress and ensure that this valuable opportunity does not slip by—one that will improve the quality of public institutions and enable citizens to be the architects of their own lives so as to build a more equal society, become better informed, participate in decision making, and fully take part in a democratic environment.

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See [http://scholar.google.com/citations?user=\\_d5G9O0AAAAJ&hl=en](http://scholar.google.com/citations?user=_d5G9O0AAAAJ&hl=en).



# ANNEX 1

## OPEN GOVERNMENT PARTNERSHIP: MEMBER COUNTRIES

Africa	Americas	Asia and Oceania	Europe
Cape Verde **	Argentina	Azerbaijan	Albania
Côte d'Ivoire **	Brazil*	Australia **	Armenia
Ghana	Canada	Indonesia *	Bosnia and Herzegovina **
Kenya	Chile	Israel	Bulgaria
Liberia	Colombia	Jordan	Croatia
Malawi **	Costa Rica	Mongolia	Czech Republic
Sierra Leone	Dominican Republic	New Zealand	Denmark
South Africa*	El Salvador	Papua New Guinea **	Estonia
Tanzania **	Guatemala	Philippines *	Finland
Tunisia	Honduras	South Korea	France **
	Mexico*	Sri Lanka **	Georgia
	Panama	Turkey	Greece
	Paraguay		Hungary
	Peru		Ireland
	Trinidad and Tobago		Italy
	United States*		Latvia
	Uruguay		Lithuania
			Macedonia
			Malta
			Moldova
			Montenegro
			Norway*
			Netherlands, The
			Romania
			Serbia**
			Slovakia
			Spain
			Sweden
			Ukraine
			United Kingdom*

\* Founding member.

\*\* Action plan currently being developed.

Source: Based on <http://www.opengovpartnership.org/countries>



# ANNEX 2

## SUMMARY MATRIX OF COMMITMENTS SPECIFIED IN NATIONAL ACTION PLANS

### Argentina: Second Action Plan

Open Government Partnership: pillars and challenges	Commitments
Increase effectiveness of public resource management	<ol style="list-style-type: none"> <li>1. Strengthen the Public Data Portal (Portal de Datos Públicos).</li> <li>2. Access to the regulations and public policies of the Ministry of Work, Employment, and Social Security: a right for all (Acceso a las regulaciones y políticas del Ministerio de Trabajo, Empleo, y Seguridad Social: un derecho de todos).</li> </ol>
Strengthen public integrity	<ol style="list-style-type: none"> <li>3. Build state capacities in open government.</li> <li>4. Develop new commitments during the second year of plan implementation.</li> </ol>
Improve public services	<ol style="list-style-type: none"> <li>5. Ensure there is dialogue with the Development of Public Policies for Persons with Disabilities: Health, Rehabilitation, and Life in the Community (Dialogo para la Formulación de Políticas Públicas para Personas con Discapacidad: Salud, Rehabilitación, y Vida en Comunidad).</li> </ol>
Improve corporate/ institutional responsibility	<ol style="list-style-type: none"> <li>6. Ensure participation of Open University.</li> </ol>

Source: <http://www.opengovpartnership.org/country/argentina>

### Brazil: Second Action Plan

Open Government Partnership: pillars and challenges	Commitments
Increase effectiveness of public resource management	<ol style="list-style-type: none"> <li>1. Promote integrity and asset recovery.</li> <li>2. Implement ODP.nano.</li> <li>3. Strengthen Office of the Comptroller General (Controladoria-Geral da União, or CGU).</li> <li>4. Ensure online accountability of education resources held by the National Education Development Fund (Fundo Nacional de Desenvolvimento da Educação).</li> <li>5. Build capacity and generate knowledge for public resource managers and social policy advisors.</li> <li>6. Carry out National Program for Strengthening School Councils (Programa Nacional de Fortalecimento dos Conselhos Escolares).</li> <li>7. Develop a unified, interactive database to implement the Water for All (Água para Todos) program, with public access by way of the Internet.</li> <li>8. Ensure digital inclusion of health councils.</li> <li>9. Develop tools to enhance transparency and improve land governance.</li> </ol>

(Continued on the next page)

Open Government Partnership: pillars and challenges	Commitments
<b>Increase effectiveness of public resource management</b>	<ul style="list-style-type: none"> <li>10. Implement mechanisms to enable social participation in the oversight of the multi-year plan (Plano Plurianual) and the drafting of the Federal Budget (Orçamento Federal).</li> <li>11. Develop systems to track the demands of civil society.</li> <li>12. Provide capacity building for educators, political stakeholders, public administrators, social policy advisors, and community leaders.</li> <li>13. Encourage states and municipalities to support the four principles of the Open Government Partnership.</li> </ul>
<b>Strengthen public integrity</b>	<ul style="list-style-type: none"> <li>14. Develop an “Access to Public Information Library”.</li> <li>15. Develop a price reference database for public procurement.</li> <li>16. Develop Brazil’s Open Government Partnership portal.</li> <li>17. Publish evaluation reports on the Electronic Citizen’s Information Service (Sistema Eletrônico do Serviço de Informações ao Cidadão, or e-SIC).</li> <li>18. Encourage social participation.</li> <li>19. Develop and implement the data management policy for the Ministry of Defense.</li> <li>20. Develop a database to manage the documents of the Brazilian Navy.</li> <li>21. Provide open educational resource databases.</li> <li>22. Improve the data transparency of the National Consumer Data Protection System (Sistema Nacional de Informações de Defesa do Consumidor, or SINDEC).</li> <li>23. Implement the federal government’s document management policy.</li> <li>24. Disclose information relating to the execution of the federal budget and government procurement.</li> <li>25. Promulgate the open data concept to local governments.</li> <li>26. Develop the necessary technologies and establish licensing agreements to support open data.</li> <li>27. Incorporate data transparency in government systems.</li> <li>28. Incorporate data management into social security administration (e-Governance).</li> <li>29. Improve transparency in the Unified Health System Ombudsman System (Sistema Único de Saúde, or SUS).</li> <li>30. Strengthen National Audit System (Sistema Nacional de Auditoria) of SUS.</li> <li>31. Improve transparency of the Secretariat of Labor Relations (Secretaria das Relações do Trabalho) of the Ministry of Labor and Employment (Ministério do Trabalho e Emprego).</li> <li>32. Disclose standard government recommendations for public hearings.</li> <li>33. Undertake participatory audits of the construction projects in cities that hosted the 2014 FIFA World Cup.</li> <li>34. Develop indicators to strengthen the participation of citizens in local governance and human rights—a strategic tool to evaluate good municipal management.</li> <li>35. Develop indicators to enhance the transparency of the institutional development of municipalities.</li> </ul>

(Continued on the next page)

Open Government Partnership: pillars and challenges	Commitments
<b>Improve public services</b>	<ul style="list-style-type: none"> <li>36. Restructure the Federal Government Transparency Portal (Portal da Transparência do Governo Federal).</li> <li>37. Establish in a participatory manner the Federal Ombudsman System.</li> <li>38. Implement the Transparent Brazil Program (Programa Brasil Transparente).</li> <li>39. Undertake a mapping of SUS.</li> <li>40. Implement the Digital Cities Project (Projeto Cidades Digitais).</li> <li>41. Implement the National System for the Promotion of Racial Equality (Sistema Nacional de Promoção da Igualdade Racial, or SINAPIR).</li> <li>42. Improve the mechanisms for social participation in public policymaking.</li> <li>43. Deploy Brazil's portal for social participation (portal de participação social).</li> <li>44. Create an open data environment at the Ministry of Justice (Ministério da Justiça).</li> <li>45. Install systems for electronic public consultation.</li> <li>46. Improve health services by extending the use of the National Health Card (Cartão Nacional de Saúde).</li> </ul>
<b>Improve corporate/institutional responsibility</b>	<ul style="list-style-type: none"> <li>47. Improve the Pro-Ética registry of companies (Cadastro Empresa Pró-Ética).</li> <li>48. Expand the database of the National Debarment List (Cadastro Nacional de Empresas Inidôneas e Suspensas, or CEIS).</li> </ul>
<b>Build safer communities</b>	<ul style="list-style-type: none"> <li>49. Monitor the National Plan for Food and Nutrition Security (Plano Nacional de Segurança Alimentar e Nutricional, or PLANSAN).</li> <li>50. Establish a system for information on services available that relate to the Maria da Penha Law (Law No. 11.340/2006).</li> <li>51. Establish consultation processes under Convention 169 of the International Labour Organization.</li> <li>52. Redesign current protection programs.</li> </ul>

Source: <http://www.opengovpartnership.org/country/brazil>

## Chile: Second Action Plan

Chile's Second Action Plan is based on the proposed definition. Its priorities comprise three main pillars: (i) transparency, (ii) citizen participation, and (iii) modernization of the State.

Open Government Partnership: pillars and challenges	Commitments
<b>Strengthen public integrity</b>	<ol style="list-style-type: none"> <li>1. Implement the Model for Transparent Municipal Management (Modelo de Gestión en Transparencia Municipal).</li> <li>2. Ensure strategies for open data and reutilization of information.</li> <li>3. Hold a National Contest for Open Data and Reutilization of Information for Citizens (Concurso Nacional de Datos Abiertos y Reutilización de Información Pública con Foco Ciudadano).</li> <li>4. Develop a portal that relates to the issue of transparency.</li> <li>5. Develop a document and file management system to enhance access to public information.</li> <li>6. Monitor presidential commitments.</li> <li>7. Strengthen mechanisms for citizen participation.</li> <li>8. Establish the National Council for the Participation of Citizens and the Strengthening of Civil Society (Consejo Nacional de Participación Ciudadana y Fortalecimiento de la Sociedad Civil).</li> <li>9. Implement and monitor the law on lobbying.</li> </ol>
<b>Improve public services</b>	<ol style="list-style-type: none"> <li>10. Campaign to streamline procedures and service provisions for citizens.</li> <li>11. Establish a social healthcare portal.</li> </ol>
<b>Building safer communities</b>	<ol style="list-style-type: none"> <li>12. Strengthen environmental democracy.</li> </ol>

Source: <http://www.opengovpartnership.org/country/chile>

## Colombia: Second Action Plan

Colombia's recently published Second Action Plan defines 19 commitments. These relate to the proposals and action strategies that are relevant to the country.

- Colombia's Second Action Plan applies the principles of transparency, citizen participation, and accountability that foster social and territorial inclusion and, thereby, nurture the country's current peace process.
- The implementation of the law on Transparency and the Right to Public Information (Ley de Transparencia y del Derecho al Acceso a la Información Pública) (Law 1712 of 2014) cuts across Open Government Partnership (OGP) commitments to improve access to and the quality of public information and State service provisions; it also guarantees the right to integrity, including the right to information in relation to serious violations and infractions of human rights, based on international humanitarian law.
- With regard to civic society proposals, the Second Action Plan is sector-focused and most commitments, therefore, relate to one or another of the priority sectors of education, health, social inclusion, justice, and environment.
- A territorial perspective has been adopted to ensure that the commitments of national agencies are carried out in public departments and/or municipalities and that there is a strengthening of territorial institutions, based on OGP principles.
- Four OGP challenges are included in the Second Action Plan. These are to increase public integrity, improve public services, and achieve efficient public resource management; a new challenge is to build safer communities.
- Other State stakeholders, apart from the Central Executive, must ensure the commitment to OGP, including the State Council (Consejo de Estado)—the supreme court for administrative litigation matters—and the Government of Antioquia (Gobernación de Antioquia), a subnational government entity.

Open Government Partnership: pillars and challenges	Commitments
Increase effectiveness of public resource management	<ol style="list-style-type: none"> <li>1. Ensure transparency and social inclusion in terms of royalties.</li> <li>2. Ensure transparency and accountability to improve territorial management.</li> <li>3. Develop a social mapping of synergies between the public and private sectors for social projects.</li> <li>4. Incorporate best practices into public environmental expenditure management.</li> </ol>
Strengthen public integrity	<ol style="list-style-type: none"> <li>5. Increase access to and improve the quality of public information.</li> <li>6. Increase the transparency of public procurement.</li> <li>7. Enable disabled people to gain easier access to public information and services.</li> <li>8. Ensure accountability of the legal branch and increase information about legal services.</li> <li>9. Provide transparency of healthcare technologies and medicines.</li> <li>10. Increase the transparency of the education sector.</li> <li>11. Improve the environmental information system.</li> <li>12. Ensure there is citizen participation in the extractive sector and establish accountability of the latter.</li> <li>13. Hold accountability hearings relating to Antioquia Transparente.</li> <li>14. Strengthen the participation of citizens.</li> </ol>
Improve public services	<ol style="list-style-type: none"> <li>15. Improve access to services and procedures with regard to legal matters in health, education, environment, and social inclusion.</li> <li>16. Ensure transparency and accountability in the State Council (Consejo de Estado) to improve legal service.</li> </ol>
Building safer communities	<ol style="list-style-type: none"> <li>17. Preserve the historical memory and evidence regarding internal armed conflict.</li> <li>18. Ensure women are free from violence and discrimination.</li> <li>19. Ensure there is participatory public policymaking with regard to Lesbian, Gay, Bisexual, Transgender, and Intersex issues.</li> </ol>

Source: <http://www.opengovpartnership.org/country/colombia>

### Costa Rica: Second Action Plan

The recently published Second Action Plan of Costa Rica contains 18 commitments, which have been grouped under three main pillars: (i) transparency and access to information, (ii) the combat of corruption, and (iii) citizen participation. This is the only plan until now that expressly takes into account the perspective of open government (Government of Costa Rica, 2015: 2).

Open Government Partnership: pillars and challenges	Commitments
Increase effectiveness of public resource management	<ol style="list-style-type: none"> <li>1. Increase the transparency of infrastructure project management processes throughout a project's entire life cycle.</li> </ol>
Strengthen public integrity	<ol style="list-style-type: none"> <li>2. Have an open data policy in place.</li> <li>3. Implement the decree on Transparency and Access to Public Information (Decreto de Transparencia y Acceso a la Información Pública).</li> <li>4. Draft legislation on Access to Public Information (Proyecto de Ley de Acceso a la Información Pública).</li> </ol>

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<b>Strengthen public integrity</b>	<ol style="list-style-type: none"> <li>5. Design a document and records management pilot project.</li> <li>6. Promote transparency through the medium of the Ombudsman (Defensoría de los Habitantes) in relation to the Public Transparency Index.</li> <li>7. Publish the compliance reports of public institutions, outlining the recommendations of the internal auditors.</li> <li>8. Develop and plan the necessary regulatory reforms to prevent, detect, and sanction corruption and harmonize national and international mechanisms.</li> <li>9. Increase the transparency of civil service employment under the Civil Service Administration (Régimen de Servicio Civil, or RSC).</li> <li>10. Include a disclosure of the rights of citizens within the open government framework.</li> <li>11. Carry out the protocol for dialogue between the various sectors and the country's citizens.</li> <li>12. Disseminate the Judicial Branch's policy on Citizen Participation.</li> <li>13. Create the tools and mechanisms to promote citizen participation.</li> <li>14. Ensure there is public consultation with regard to the Second Action Plan.</li> </ol>
<b>Improve public services</b>	<ol style="list-style-type: none"> <li>15. Create a directory with the profiles of public institutions.</li> <li>16. Strengthen the implementation and application of Law 8220 relating to the protection of citizens against excessive administrative procedures (Protección al ciudadano del exceso of requisitos and trámites administrativos).</li> <li>17. Develop a list of technology platforms and promote them to boost the concept of open government.</li> <li>18. Develop education and training courses for civil servants on the services available to citizens.</li> </ol>

Source: <http://www.opengovpartnership.org/costa-rica-second-action-plan-2015-17>

### Dominican Republic: Second Action Plan

The Dominican Republic's Second Action Plan (2014–16) is built on seven thematic pillars. These are (i) technology and open data, (ii) transparency and accountability, (iii) increased citizen participation, (iv) education for national development, (v) accessible healthcare for citizens, (vi) environmental responsibility, and (vii) safer communities.

<b>Open Government Partnership: pillars and challenges</b>	<b>Commitments</b>
<b>Strengthen public integrity</b>	<ol style="list-style-type: none"> <li>1. Create an open data portal.</li> <li>2. Develop a Unified Access to Information Portal (Portal Único de Acceso a la Información).</li> <li>3. Complete the development of a Statistical Information Portal (MAP) (Portal Información Estadística) for public institutional employment agencies.</li> <li>4. Complete the development of the Participatory Anticorruption Initiative (IPAC) (Iniciativa Participativa Anticorrupción) mechanism.</li> </ol>
<b>Improve public services</b>	<ol style="list-style-type: none"> <li>5. Create an Education Center Monitoring System (Sistema de Monitoreo de Centros de Educación).</li> <li>6. Develop a portal to monitor and track catastrophic disease assistance (Sistema de Monitoreo y Seguimiento a las ayudas de enfermedades catastróficas).</li> <li>7. Create a Health Care Information System (Sistema de Información sobre Centros de Salud).</li> <li>8. Develop a Transactional Procurement and Contracting Portal (Portal Transaccional de Compras y Contrataciones).</li> <li>9. Create an Open City Council System (Sistema de Ayuntamiento Abierto).</li> </ol>

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<b>Build safer communities</b>	<ul style="list-style-type: none"> <li>10. Provide access to environmental information.</li> <li>11. Create a Road Safety and Assistance Points Map (Mapa de Seguridad y Asistencia Vial).</li> </ul>
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Source: <http://www.opengovpartnership.org/country/dominican-republic>

## El Salvador: Second Action Plan

Open Government Partnership: pillars and challenges	Commitments
<b>Increase effectiveness of public resource management</b>	<ul style="list-style-type: none"> <li>1. Include citizen participation in planning processes.</li> <li>2. Implement the Independent Monitoring Mechanism for the Five-Year Development Plan (Mecanismo Independiente de Seguimiento al Plan Quinquenal de Desarrollo), 2014–19.</li> <li>3. Maintain open offices.</li> <li>4. Regulate the process of accountability.</li> <li>5. Increase the transparency of public procurement practices.</li> <li>6. Publish information on the distribution of medical supplies.</li> </ul>
<b>Build safer communities</b>	<ul style="list-style-type: none"> <li>7. Integrate the technical education program.</li> <li>8. Increase the transparency of the implementation of the Community Policing (Policía Comunitaria) program.</li> <li>9. Create gang member rehabilitation and reinsertion programs.</li> </ul>
<b>Strengthen public integrity</b>	<ul style="list-style-type: none"> <li>10. Promote the need for integrity and transparency in basic and secondary education programs.</li> <li>11. Strengthen public probity.</li> <li>12. Ensure transparency of the recruitment of human resources.</li> <li>13. Ensure transparency of public works.</li> <li>14. Ensure transparency of government.</li> </ul>
<b>Improve public services</b>	<ul style="list-style-type: none"> <li>15. Simplify administrative procedures.</li> <li>16. Create a strategy for the promotion of private investment in the education system.</li> <li>17. Promote the use of software that is socially and publicly useful.</li> <li>18. Implement an open data policy.</li> </ul>
<b>Improve corporate/institutional responsibility</b>	<ul style="list-style-type: none"> <li>19. Create incentives for social responsibility.</li> <li>20. Adhere to the United Nations Global Compact.</li> </ul>

Source: <http://www.opengovpartnership.org/country/el-salvador>

## Guatemala: Second Action Plan

The government of Guatemala has identified five areas of action that comprise 22 commitments. These are reflected in the table below.

Areas of action	Number of commitments
a) Increase public resources	5
b) Ensure transparency and citizen participation	4
c) Enhance public integrity and accountability	6
d) Improve public services	5
e) Ensure governance of natural resources	2
<b>Total</b>	<b>22</b>

(Continued on the next page)

To these, there are a further 26 commitments that relate to civil society.

Areas of action	Number of commitments
a) Ensure transparency and citizen participation	2
b) Boost public integrity and accountability	5
c) Improve public services	19
<b>Total</b>	<b>26</b>

Open Government Partnership: pillars and challenges	Commitments
<b>Increase effectiveness of public resource management</b>	<ol style="list-style-type: none"> <li>1. Continue the reform of the Integrated Accounting System (Sistema de Contabilidad Integrado, or SICOIN), a component of the Integrated Financial Management System (Sistema Integrado de Administración Financiera, or SIAF).</li> <li>2. Standardize public procurement systems.</li> <li>3. Standardize procurement processes and increase transparency of direct purchases and exceptional cases.</li> <li>4. Apply an open contract process to regulate the reference price for procurement purposes.</li> <li>5. Strengthen the units or departments responsible for public procurement planning.</li> <li>6. Strengthen internal audit units.</li> </ol>
<b>Strengthen public integrity</b>	<ol style="list-style-type: none"> <li>7. Improve the information effectiveness of the Executive Branch agency web portals.</li> <li>8. Implement an open budget system in all web portals.</li> <li>9. Establish an open data website for Executive Branch agencies.</li> <li>10. Disclose results through media and institutional portals.</li> <li>11. Raise awareness among the population about transparency and the fight against corruption; create spaces for citizen participation in decision-making processes; organize conferences and technical working groups.</li> <li>12. Establish technical working groups to convene with civil society, academia, the private sector, and open government.</li> <li>13. Disclose open government action plan activities by way of forums, conferences, and technical working groups.</li> <li>14. Implement interoperability.</li> <li>15. Create a warning system at the level of the Executive Branch against potential corruption.</li> <li>16. Ensure the transparency of contract awards, procurement practices, services, and public works.</li> <li>17. Disclose the borrowing of funds and donations by beneficiary agency, as well as the origin and component.</li> <li>18. Implement and monitor the CoST Initiative.</li> <li>19. Implement and monitor the Extractive Industries Transparency Initiative.</li> <li>20. Identify sources of corruption in administrative and operational processes within the ministries and disclose such data as part of the accountability to which the institutions are subject.</li> <li>21. Promote technological talent through seminars with academia and the private sector, and develop geospatial or technical open data applications for the benefit of citizens and government.</li> <li>22. Boost transparency and accountability in natural resource management, in order to ensure that the revenues from extractive industries are used to generate social wellbeing.</li> </ol>

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Open Government Partnership: pillars and challenges	Commitments
<b>Strengthen public integrity</b>	<ul style="list-style-type: none"> <li>23. Ensure that the resources earmarked to offset the damage caused by natural disasters are used to the strictest standards for transparency and accountability.</li> <li>24. Raise the levels of transparency and access to information.</li> <li>25. Boost public integrity.</li> <li>26. Standardize the dissemination of public data.</li> <li>27. Complement legislation by guaranteeing the right of access to public information.</li> <li>28. Design and implement manuals, guidelines, and technical procedures to improve accountability.</li> <li>29. Extend the channels of communication through community mapping to better inform the public.</li> <li>30. Ensure full compliance with the new Fiscal Transparency Code 2014 and Manual of Fiscal Transparency (2007) of the International Monetary Fund.</li> <li>31. Publish all budget-related documents.</li> <li>32. Open and institutionalize spaces for citizen participation in the budget development process.</li> <li>33. Reform the Portal of Local Governments (Portal de Gobiernos Locales, Portal GL), a component of the Integrated Financial Management System (Sistema Integrado de Administración Financiera y Control, or SIAF).</li> <li>34. Integrate and link the systems and subsystems that relate to financial management.</li> <li>35. Ensure full compliance with the standards of the Organisation for Economic Co-operation and Development's Global Forum on Transparency and the Exchange of Information for Tax Purposes.</li> <li>36. Publish tax collection targets, as well as annual collections, reports, and audits.</li> <li>37. Increase the transparency of tax breaks and exemptions.</li> <li>38. Update Internet portals that relate to trust funds, funding by nongovernmental organizations, and budget transfers.</li> <li>39. Provide online services for citizens.</li> <li>40. Establish the School of Transparency (Escuela de Transparencia).</li> <li>41. Establish a national catalogue of electronic services available from web portals of ministries and their respective executive units and consolidate them into a single information source to enable speedy and effective information searches by citizens.</li> <li>42. Streamline valuation processes in each ministry by incorporating new technology.</li> <li>43. Create a unified portal (UNIPORTAL) that will centralize the online services of ministries, adding brief and easy-to-understand descriptions. This unified portal should not seek to substitute the institutional websites; rather, its objective is to centralize the services provided by government into one website.</li> <li>44. Strengthen the institution responsible for coordinating the National Open Government Plan (Plan Nacional de Gobierno Abierto).</li> <li>45. Actively promote digital inclusion at the national level.</li> <li>46. Institutionalize primary level health care.</li> <li>47. Promote electronic government (e-government) and improvements in the quality of public services.</li> </ul>
<b>Build safer communities</b>	<ul style="list-style-type: none"> <li>48. Promote well-informed and alert citizen participation and surveillance.</li> </ul>

Source: <http://www.opengovpartnership.org/country/guatemala>

## Honduras: Second Action Plan

Open Government Partnership: pillars and challenges	Commitments
<b>Increase effectiveness of public resource management</b>	<ol style="list-style-type: none"> <li>1. Promote citizen empowerment with regard to public budgets.</li> <li>2. Ensure accountability of public expenditure management.</li> <li>3. Ensure appropriate planning, efficiency, and transparency of public procurement.</li> <li>4. Ensure municipal accountability.</li> <li>5. Create awareness of the Extractive Industries Transparency Initiative and its results.</li> </ol>
<b>Strengthen public integrity</b>	<ol style="list-style-type: none"> <li>6. Ensure good quality of public information for all.</li> <li>7. Respect citizen's rights to obtain information from public records.</li> <li>8. Provide ethical standards in public services.</li> <li>9. Develop an administrative career, as well as relevant transparency, in the civil service.</li> <li>10. Combat corruption and impunity.</li> </ol>
<b>Improve public services</b>	<ol style="list-style-type: none"> <li>11. Ensure transparency of the education sector.</li> <li>12. Improve the infrastructure of education centers.</li> <li>13. Monitor the distribution of medicines and medical supplies.</li> <li>14. Strengthen citizen participation in the public security system.</li> </ol>

Source: <http://www.opengovpartnership.org/country/honduras>

## Mexico: Second Action Plan

Mexico's Action Plan 2013–15 (PA15) establishes five courses of action with five major objectives, in an effort to promote transparency and accountability, as well as to create an open Mexico. These are (i) citizen-based government, (ii) open and participatory budget, (iii) open data for development, (iv) citizen empowerment and participation, and (v) governance of natural resources.

Open Government Partnership: pillars and challenges	Commitments
<b>Increase effectiveness of public resource management</b>	<ol style="list-style-type: none"> <li>1. Improve CompraNet by adopting open procurement principles.</li> <li>2. Evaluate public procurement processes in an effort to smarten and improve them.</li> <li>3. Establish a federal financial services platform for open expenditure.</li> <li>4. Create an interactive open tax platform regarding tax rights and obligations.</li> <li>5. Transform the small- and medium-size enterprise support fund into an open participatory entrepreneurship fund.</li> <li>6. Disseminate information to the public about the infrastructure of the project cycle.</li> <li>7. Monitor public projects and works by creating an electronic oversight platform.</li> </ol>
<b>Strengthen public integrity</b>	<ol style="list-style-type: none"> <li>8. Implement the National Open Data Policy (Política Nacional de Datos Abiertos <a href="http://datos.gob.mx">datos.gob.mx</a>).</li> <li>9. Ensure the operation of the Open Date Advisory Council (Consejo para Datos Abiertos).</li> <li>10. Ensure open data of highways and roads.</li> <li>11. Ensure open data of higher education.</li> <li>12. Democratize government scholarships and support for education.</li> <li>13. Address public challenges.</li> </ol>

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<b>Improve public services</b>	<ol style="list-style-type: none"> <li>14. Improve the country's competitiveness by using information technologies in governmental services and procedures (i.e., the one-stop-shop at gov.mx).</li> <li>15. Create an information system for administrative resolutions made by regulatory agencies.</li> <li>16. Put in place a virtual information platform regarding current Mexican regulations.</li> <li>17. Create a database to search for detainees and Wanted persons.</li> <li>18. Improve the missing persons database, based on the regulations of the Law on the Registry of Missing Persons (Reglamento de la Ley de Registro de Personas Desaparecidas).</li> <li>19. Create a single registry for the beneficiaries of social programs.</li> </ol>
<b>Improve corporate/institutional responsibility</b>	<ol style="list-style-type: none"> <li>20. Oil for all: Incorporate open government principles into the oil industry</li> <li>21. Mining for all: Incorporate open government principles into the mining industry</li> <li>22. Ensure Mexico's adherence to the Extractive Industries Transparency Initiative.</li> </ol>
<b>Build safer communities</b>	<ol style="list-style-type: none"> <li>23. Ensure open data for a peaceful Mexico.</li> <li>24. Provide for evidence-based environmental protection.</li> <li>25. Establish a transparent natural disaster relief fund (FONDEN) (reconstrucción.mx).</li> <li>26. Disseminate information regarding the right to participatory consultation for environmental protection.</li> </ol>

Source: <http://www.opengovpartnership.org/country/mexico>

## Panama: Second Action Plan

<b>Open Government Partnership: pillars and challenges</b>	<b>Commitments</b>
<b>Increase effectiveness of public resource management</b>	<ol style="list-style-type: none"> <li>1. Draft and publish accountability reports on the degree of progress made regarding the action plan and the execution of the budget.</li> <li>2. Publish in detail how public financial resources are used for political parties and independent candidates.</li> <li>3. Draft a study of the regulations regarding the law on Public Procurement (Ley de Contrataciones Públicas) to detect shortcomings and to ensure transparency.</li> <li>4. Implement Law 44 of August 5, 2002, establishing Catchment Basin Committees (Comités de Cuencas Hidrográficas).</li> </ol>
<b>Strengthen public integrity</b>	<ol style="list-style-type: none"> <li>5. Standardize digital formats.</li> <li>6. Create mechanisms to prevent inappropriate allocation and use of State funds by civil servants.</li> <li>7. Review Article 81 of the National Assembly's internal regulations.</li> <li>8. Establish a National Strategic Plan (Plan Estratégico Nacional) to enforce policy on human resources, procedures, and technical instruments in the public sector, in order to apply and implement the arrangements stipulated by Law No. 9 of June 20, 1994.</li> <li>9. Draft a reform proposal for Law No. 59 of December 29, 1999, on the declaration of assets.</li> <li>10. Draft a proposal to establish participatory mechanisms for selecting magistrates, prosecutors, and administrative magistrates and attorneys.</li> <li>11. Disseminate teacher training programs and their content, and establish a mechanism whereby application of these programs can be evaluated.</li> <li>12. Create a Permanent Dialogue Mechanism (Mecanismo de Diálogo Permanente) to implement the commitments.</li> </ol>

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<b>Strengthen public integrity</b>	<ul style="list-style-type: none"> <li>13. Establish electronic access to an information platform, Inform Yourself, Panama, at the government level.</li> <li>14. Extend monitoring and evaluation mechanisms with regard to the cases reported to the Citizen Attention Center (311–Centro de Atención Ciudadana).</li> </ul>
<b>Improve public services</b>	<ul style="list-style-type: none"> <li>15. Draft and publish the administrative procedures carried out in public institutions.</li> <li>16. Prepare a study aimed to improve signposting and street nomenclature in Panama City.</li> </ul>
<b>Improve corporate/institutional responsibility</b>	<ul style="list-style-type: none"> <li>17. Draft a proposal to reform regulations on conflicts of interest.</li> </ul>
<b>Build safer communities</b>	<ul style="list-style-type: none"> <li>18. Disseminate training programs and develop mechanisms to evaluate their effectiveness, and apply such programs within the National Police Force.</li> <li>19. Create consultative committees with citizen participation to strengthen citizen security programs.</li> </ul>

Source: <http://www.opengovpartnership.org/country/panama>

### Paraguay: Second Action Plan

Paraguay's 2014–16 Action Plan groups its commitments into three categories. These are (i) transparency, (ii) citizen participation, and (iii) accountability.

<b>Open Government Partnership: pillars and challenges</b>	<b>Commitments</b>
<b>Strengthen public integrity</b>	<ul style="list-style-type: none"> <li>1. Promulgate and implement the law on free citizen's access to public information and government transparency.</li> <li>2. Design and implement an open data policy and promote capacity building in civil society for open data use.</li> <li>3. Build capacity among citizens with regard to public sector budget management.</li> <li>4. Flagship public transparency and access to information projects.</li> <li>5. Oversee the Open Government Action Plan, 2014–16.</li> <li>6. Implement social dialogue and channels for citizen participation to promote consultation and public policy supervision.</li> <li>7. Create and/or strengthen 50 Municipal Development Councils (Consejos de Desarrollo Municipal).</li> <li>8. Create the citizen control panel for Sembrando Oportunidades, which is part of the National Poverty Reduction Program (Programa Nacional de Reducción de la Pobreza).</li> <li>9. Create a publicly accessible Electronic Legal Procedures System (Sistema de Trámites Jurídicos Electrónicos) for public procurement.</li> </ul>

Source: <http://www.opengovpartnership.org/country/paraguay>

### Peru: Second Action Plan

Peru's Second Action Plan follows the same format as its previous one. It groups the commitments into four areas: (i) transparency and access to public information, (ii) citizen participation, (iii) accountability, and (iv) improvement of public services.

Open Government Partnership: pillars and challenges	Commitments
<b>Increase effectiveness of public resource management</b>	<ol style="list-style-type: none"> <li>1. Provide easy-to-understand online information to citizens relating to accountability reports of public sector agencies.</li> <li>2. Establish mechanisms to publish and provide the reporting of public expenditure by agencies responsible for the development and implementation of child protection policies, programs, and projects.</li> </ol>
<b>Strengthen public integrity</b>	<ol style="list-style-type: none"> <li>3. Submit a regulatory proposal to amend the Law on Transparency and Access to Public Information (Ley de Transparencia and Acceso a Información Pública), in order to include a glossary of terms a regulation on data destruction and theft, and a section on infractions and sanctions.</li> <li>4. Improve the accessibility and interoperability of standard transparency portals and encourage the reuse of data contained therein.</li> <li>5. Improve knowledge and build the capacity of civil servants to ensure full implementation of the regulations of Transparency and Access to Public Information by progressively expanding the scope of training.</li> <li>6. Improve information about social program users and coverage to enable increased beneficiary targeting and to expand citizen participation and oversight.</li> </ol>
<b>Strengthen public integrity</b>	<ol style="list-style-type: none"> <li>7. Improve the Electronic Public Procurement Portal (Portal del Sistema Electrónico de Adquisiciones del Estado, or SEACE) by implementing modules to facilitate searches relating to public procurement processes.</li> <li>8. Implement Extractive Industry Transparency Councils (Comisiones para la Transparencia de las Industrias Extractivas) in three regional governments, in order to establish transparency criteria regarding the use of the revenues that these governments receive from extractive enterprises (mining and hydrocarbons) to encourage regional development.</li> <li>9. Strengthen the management of citizen participation at all three levels of government by way of guidelines and training to promote best practices.</li> <li>10. Improve knowledge and build the capacity of civil servants, as well as indigenous peoples, in order to implement the Law of Prior Consultation (Ley de Consulta Previa) and its regulations, and progressively extend the scope of training.</li> <li>11. Institutionalize citizen participation by applying social monitoring mechanisms to the processes of the National School Lunch Program (Programa Nacional de Alimentación Escolar, or PNAE), referred to as QaliWarma, under the auspices of the Ministry of Development and Social Inclusion (Ministerio de Desarrollo e Social Inclusion, or MIDIS).</li> <li>12. Institutionalize and encourage participation by citizens and other public sector agencies in the plenary agreements of the Supreme Court (Corte Suprema de la República).</li> <li>13. Improve the quality of regional and local government accountability hearings.</li> </ol>
<b>Improve public services</b>	<ol style="list-style-type: none"> <li>14. Promote clear publication of open data, using interoperable standards, to provide citizens unrestricted access to a range of government data; the formats should be structured and held in an open data portal, as well as in different institutional portals of public administration to facilitate data reuse.</li> <li>15. Increase the number of online services offered through the Citizen and Business Services Portal or Single Window (Portal de Servicios al Ciudadano y Empresas/Ventanilla Única del Estado), enabling online procedures to be followed through various electronic applications (multi-channel system).</li> <li>16. Improve knowledge and build the capacity of civil servants to develop and provide public services online, as well as enable citizens to make use of such services by progressively expanding the scope of training.</li> <li>17. Promote good social networks management in public administration agencies in order to communicate their actions, improve relations with citizens, and enhance the quality of public service provision.</li> </ol>

Source: <http://www.opengovpartnership.org/country/peru>

## Uruguay: Second Action Plan

Uruguay's Second Action Plan (2014–16) includes the commitments listed below. These are grouped around eight thematic pillars: (i) open government promotion and development, (ii) open government for sector development, (iii) promotion of the right of access to public information, (iv) transfer from public data to open data, (v) transparency in procurement and public resource management, (vi) online procedures, (vii) services to enhance the proximity to citizens, and (viii) improvement in local government services to citizens.

Open Government Partnership: pillars and challenges	Commitments
<b>Increase effectiveness of public resource management</b>	<ol style="list-style-type: none"> <li>1. Increase the transparency of public procurement practices.</li> <li>2. Implement a single registry of suppliers to the State.</li> <li>3. Implement national public software.</li> <li>4. Ensure the daily close of valuations by the Central Bank of Uruguay.</li> </ol>
<b>Strengthen public integrity</b>	<ol style="list-style-type: none"> <li>5. Promote a culture of citizen participation in Uruguay.</li> <li>6. Extend the concept of open government to all.</li> <li>7. Ensure the transparency of government funds.</li> <li>8. Ensure the transparency of and accountability for afro-descendant people.</li> <li>9. Improve citizen participation forums and connect with citizens through public interinstitutional social policy working groups.</li> <li>10. Develop an Urban Development Program (Programa de Desarrollo Urbano), Barrio de las Artes.</li> <li>11. Create a Dialogue and Consultation System (Sistema de Diálogo y Consulta, or MRREE).</li> <li>12. Promote and disseminate the right of access to public information.</li> <li>13. Respond to the demands for access to public information.</li> <li>14. Ensure there is local government transparency in Maldonado (Junta accesible de par en par).</li> <li>15. Develop a single point of access to all statistical information of the State.</li> <li>16. Ensure the transparency of government data.</li> <li>17. Ensure the transparency of data for public policy analysis.</li> <li>18. Ensure there is a transparent land registry.</li> <li>19. Publish microdata from social programs in open format.</li> <li>20. Disseminate information to help health service users exercise their rights.</li> <li>21. Ensure the transparency of airport data.</li> <li>22. Ensure transparency throughout the lifecycle of proposed legislation in Uruguay.</li> <li>23. Ensure transparency of cultural project management.</li> <li>24. Ensure transparency of the public project portfolio.</li> <li>25. Create a web portal for the Ministry of Economics and Finance (Ministerio de Economía y Finanzas).</li> <li>26. Develop a spatial data infrastructure.</li> </ol>
<b>Improve public services</b>	<ol style="list-style-type: none"> <li>27. Ensure citizen collaboration through <a href="http://www.Tramites.gub.uy">www.Tramites.gub.uy</a>.</li> <li>28. Create e-Access through the National Access to Public Information System (Sistema Nacional de Solicitudes de Acceso a la Información Pública).</li> </ol>

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<b>Improve public services</b>	<ol style="list-style-type: none"> <li>29. Simplify programs and online procedures.</li> <li>30. Process overseas identity documents.</li> <li>31. Create interactive itineraries for tourists.</li> <li>32. Implement online services for the issuance of certificates (MiPyME).</li> <li>33. Create a directory of the range of education services offered by the National Public Education Administration (Administración Nacional de la Educación Pública, or ANEP).</li> <li>34. Establish service centers for citizens.</li> <li>35. Integrate the National Resources Guide (Guía Nacional de Recursos) with the Geographical Information System (Sistema de Información Geográfica).</li> <li>36. Design the Hecho para Jóvenes portal.</li> <li>37. Create a flexible government.</li> <li>38. Establish a medical tele-imaging service (i.e., healthprogram.uy).</li> <li>39. Incorporate a well-designed virtual environment for interaction with citizens.</li> <li>40. Create and implement an Integrated Municipal Complaints System (Sistema Integrado de Reclamos Municipales).</li> </ol>
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Source: <http://www.opengovpartnership.org/country/uruguay>

Technical note: In the case of certain action plans—given that the commitment simultaneously addresses more than one OGP challenge—the classification was made according to (i) how the principal stated objective was defined, (ii) which of the five pillars it was most closely aligned with, and (iii) the open government principle which it is promoting in each case (transparency, accountability, public participation). Furthermore, all commitments that relate to citizen participation have been classified under the heading of “Increase public integrity”, since no specific item relates to this dimension in the original list of challenges proposed by the OGP.



# ANNEX 3

## STRATEGIC ANALYSIS: SWOT MATRIX FOR OPEN GOVERNMENT POLICIES IN LATIN AMERICA AND THE CARIBBEAN (BY COUNTRY)

### Argentina

	Strengths	Weaknesses
Internal analysis	<ul style="list-style-type: none"> <li>Stakeholders willing to actively participate.</li> <li>Existence of participatory platforms and various digital tools that enable the expansion of Open Government Partnership (OGP) (Internet streaming, social networks, digital platforms, participatory platforms).</li> </ul>	<ul style="list-style-type: none"> <li>Lack of knowledge among civil society organizations (CSOs) and citizens in general about how the State operates.</li> <li>Civil servants experience difficulties in accepting the open government agenda as a strategic tool to improve their day-to-day management and strengthen their legitimacy.</li> <li>Lack of a shared vision to guide open government so that it can complement the country's medium-term projection.</li> </ul>
	Opportunities	Challenges
External analysis	<ul style="list-style-type: none"> <li>The topic of open government is on the international agenda and this will enable the civil service to acknowledge it and learn more.</li> <li>Strategic use of social networks to complement various public policies will enable certain topics to be placed on the political and institutional agenda. This will occur within the framework of the democratization of media communication, reinforcing the role of digital technology as an alternative channel for information and participation.</li> </ul>	<ul style="list-style-type: none"> <li>Demand by minority groups claiming to represent society as a whole with regard to private interests.</li> <li>CSOs that support opposition representatives and which participate in open government actions that aim to undermine public policies during the design, implementation, and/or oversight processes.</li> </ul>

### Brazil

	Strengths	Weaknesses
Internal analysis	<ul style="list-style-type: none"> <li>Participation of various federal agencies.</li> <li>Capacity for dialogue between government and civil society in order to forge commitment.</li> </ul>	<ul style="list-style-type: none"> <li>Creation of cross-cutting commitments.</li> <li>Lack of civil society participation in monitoring the implementation of the action plan.</li> </ul>
	Opportunities	Challenges
External analysis	<ul style="list-style-type: none"> <li>Comparative experiences and evaluation of other OGP countries.</li> <li>Growing interest of political actors in open data and other open government initiatives.</li> </ul>	<ul style="list-style-type: none"> <li>Issue is dominated by only a few civil society groups and activists.</li> <li>Participation by society in the decision-making process is still an ongoing exercise.</li> </ul>

## Chile

	Strengths	Weaknesses
<b>Internal analysis</b>	<ul style="list-style-type: none"> <li>Active and permanent participation of civil society.</li> <li>Exhaustive process undertaken to ensure the quality of the commitments and the political will of relevant institutions.</li> </ul>	<ul style="list-style-type: none"> <li>Limited dissemination of information to citizens about the structure of the Open Government Partnership (OGP).</li> <li>Scant awareness shown by certain institutions with regard to open government.</li> </ul>
	Opportunities	Challenges
<b>External analysis</b>	<ul style="list-style-type: none"> <li>Involvement of new government institutions in open government initiatives and in the working group.</li> <li>Exchange of experiences with other countries through the OGP and other international authorities.</li> </ul>	<ul style="list-style-type: none"> <li>Changes in the political and legislative agenda make it harder to tackle any new challenges that arise during action plan implementation.</li> </ul>

## Colombia

	Strengths	Weaknesses
<b>Internal analysis</b>	<ul style="list-style-type: none"> <li>Coordination and collaborative work between government and CSOs.</li> <li>Oversight committee acts as a catalyst and a leader of the process.</li> <li>Progressive increase of citizen participation in the process.</li> <li>Oversight and monitoring strategy in place that is implemented by diverse actors (agencies, citizens, social organizations) at the national and regional levels.</li> <li>OGP Colombia platform.</li> </ul>	<ul style="list-style-type: none"> <li>Lack of a permanent working team to coordinate and manage the issue.</li> <li>Limited financial resources to enable the development of activities required within the framework of the oversight and monitoring strategy.</li> <li>Lack of financial resources at the institution responsible for developing the plan.</li> </ul>
	Opportunities	Challenges
<b>External analysis</b>	<ul style="list-style-type: none"> <li>Growing interest of development agencies (United States Agency for International Development and the government of the United Kingdom) to offer technical assistance and coordinate actions throughout the territories.</li> <li>Interest of local government to make progress in socializing open government, the OGP, and the Second Action Plan.</li> <li>Willingness of the Public Administration School (Escuela de Administración Pública, or ESAP) to include the topic of open government in its academic curriculum and, above all, the consideration that this agency is responsible for training the mayors and governors elected in October 2015. This means that open government issues will be discussed throughout the country.</li> </ul>	<ul style="list-style-type: none"> <li>New mayors and governors are not interested in pushing implementation of open government measures.</li> <li>Any interest expressed by various actors in contributing to the process has, until now, not been translated into concrete deeds.</li> </ul>

## Costa Rica

	Strengths	Weaknesses
<b>Internal analysis</b>	<ul style="list-style-type: none"> <li>Action plan is gaining legitimacy.</li> <li>Immediate needs of citizens can be identified.</li> </ul>	<ul style="list-style-type: none"> <li>Process is becoming slower.</li> <li>Call for proposals is weak.</li> </ul>
	Opportunities	Challenges
<b>External analysis</b>	<ul style="list-style-type: none"> <li>Improve the call for co-creation proposal efforts.</li> <li>Plan the work ahead with more time.</li> </ul>	<ul style="list-style-type: none"> <li>Complaints from some individuals or organizations about the short period allowed for proposals.</li> <li>Dissatisfaction with the previous management by the National Open Government Commission (Comisión Nacional de Gobierno Abierto), based on the priorities defined at its center.</li> </ul>

## Dominican Republic

	Strengths	Weaknesses
<b>Internal analysis</b>	<ul style="list-style-type: none"> <li>Existence of a governing body to lead open government.</li> <li>Political will.</li> </ul>	<ul style="list-style-type: none"> <li>Financial resource limitations.</li> <li>Scarcity of qualified human resources.</li> </ul>
	Opportunities	Challenges
<b>External analysis</b>	<ul style="list-style-type: none"> <li>Involve society at the local (provincial) level, whether organized or nonorganized.</li> <li>Participate with provincial governments in provincial expansion.</li> </ul>	<ul style="list-style-type: none"> <li>Negative campaign for historical party-based reasons by nongovernmental organizations with national and international influence, and their estrangement from the open government project.</li> <li>2015 pre-electoral period and the 2016 electoral period.</li> </ul>

## El Salvador

	Strengths	Weaknesses
<b>Internal analysis</b>	<ul style="list-style-type: none"> <li>Government is committed to the issue.</li> <li>Existence of the Citizen Participation, Transparency, and Anticorruption Secretariat (Secretaría de Participación Ciudadana, Transparencia y Anticorrupción, or SPCTA), an agency of the highest institutional level, responsible for coordinating implementation. The Transparency Directorate (Dirección de Transparencia) has been assigned responsibility for coordination and oversight.</li> <li>Internal Regulations of the Executive Branch (Reglamento Interno del Órgano Ejecutivo), governing the actions of the Executive and containing a clear indication of SPCTA's obligation to "promote open government with special emphasis on participation of women, youth, children, the elderly, disabled people and socially disadvantaged communities".</li> </ul>	<ul style="list-style-type: none"> <li>Austerity program currently does not allow for special funding for implementation.</li> <li>Awareness of the concept of open government is still limited. Most of the commitments are linked to the work of central government institutions. There is a need to promote the issue to other State departments.</li> </ul>

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<b>Internal analysis</b>	<ul style="list-style-type: none"> <li>▪ Institutions responsible for implementing the commitments have agreed to do so.</li> <li>▪ Execution of Action Plan 2014–16 took place in parallel with the implementation of the Five-Year Development Plan (Plan Quinquenal de Desarrollo) 2014–19.</li> <li>▪ Current government's policy is to carry out its operations with wide citizen participation, especially in the area of public policy</li> </ul>	
<b>External analysis</b>	<p style="text-align: center;"><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>▪ CSOs are keen to participate in these processes as soon as the significance of the issue has been established.</li> <li>▪ Use new technologies to publicize the issue and raise awareness of open government among citizens.</li> <li>▪ Some CSOs are interested in promoting open government in the municipal or legal sphere.</li> </ul>	<p style="text-align: center;"><b>Challenges</b></p> <ul style="list-style-type: none"> <li>▪ Certain organizations have withdrawn due to the predominance of some over others or simply because of ideological differences.</li> <li>▪ Social events oblige institutions to redefine their priorities.</li> <li>▪ Media agendas or certain sector interests could become obstacles in the way of planned objectives.</li> </ul>

## Guatemala

<b>Internal analysis</b>	<p style="text-align: center;"><b>Strengths</b></p> <ul style="list-style-type: none"> <li>▪ Accountability mechanism encourages social oversight.</li> <li>▪ Fourteen State Ministries are in compliance with the commitments of OGP 2014–16.</li> </ul>	<p style="text-align: center;"><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>▪ Slow progress on compliance with commitments relating to fiscal transparency.</li> <li>▪ Lack of human resources.</li> </ul>
<b>External analysis</b>	<p style="text-align: center;"><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>▪ Interaction between CSOs and citizens that foster accountability and social oversight.</li> <li>▪ Participation of civil society in the drafting and oversight of the action plan.</li> </ul>	<p style="text-align: center;"><b>Challenges</b></p> <ul style="list-style-type: none"> <li>▪ Third parties, or civil society institutions, discourage people and other CSOs from becoming involved with open government-related issues.</li> <li>▪ Lukewarm commitment by civil organizations to the open government cause.</li> </ul>

## Honduras

<b>Internal analysis</b>	<p style="text-align: center;"><b>Strengths</b></p> <ul style="list-style-type: none"> <li>▪ Creation of a government unit to coordinate and guide the Honduras Open Government Action Plan (Plan de Acción de Gobierno Abierto de Honduras, or PAGAH) through all phases; establishment of an interinstitutional council comprised of institutions linked to the issues of transparency, accountability, and citizen participation; and creation and strengthening of a multidisciplinary technical oversight committee, composed of the three partnership sectors: government, civil society, and private enterprise.</li> <li>▪ Second Action Plan built by an active participatory process involving government sectors, civil society, and private enterprise.</li> </ul>	<p style="text-align: center;"><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>▪ Lack of financial resources for complete compliance with major commitments established in the PAGAH.</li> <li>▪ Failure to establish a firm communication strategy that raises awareness among the general public of actions taken to implement PAGAH.</li> </ul>

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	Opportunities	Challenges
<b>External analysis</b>	<ul style="list-style-type: none"> <li>▪ Technical and financial support provided by international cooperation.</li> <li>▪ Offers to strengthen capacities in the Council's weaker areas and good relations with the International Committee of the Open Government Initiative.</li> <li>▪ Potential exchange of best practices while, at the same time, placing the issue of open government on national and local agendas.</li> <li>▪ Potential consolidation of the Council to supervise and monitor public sector plans and programs.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Low degree of coordination and communication between the many authorities who carry out actions to enhance transparency, access to information, and citizen participation.</li> <li>▪ Failure by certain government agencies to achieve 100 percent compliance within the stipulated time frame.</li> <li>▪ Failure to incorporate the OGP agenda in government plans and budgets.</li> </ul>

## Mexico

	Strengths	Weaknesses
<b>Internal analysis</b>	<ul style="list-style-type: none"> <li>▪ Work plans were drafted for each commitment with clear responsibilities, specific activities, and key dates.</li> <li>▪ Public oversight panel was established to monitor commitments.</li> <li>▪ Continuous meetings have been held between civil servants and civil society members to monitor commitments.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Commitments by the leadership of the Office of the Presidency (Oficina de la Presidencia) have yet to be implemented.</li> <li>▪ Certain civil servants are reluctant to take the open government agenda forward, as they wish to maintain their current work routines.</li> </ul>
	Opportunities	Challenges
<b>External analysis</b>	<ul style="list-style-type: none"> <li>▪ Incorporate elements of open government into issues on the public agenda.</li> <li>▪ Make open government a priority issue on public and government agendas, given the visibility it has acquired as a result of Mexico's OGP presidency.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Potential undermining of channels of communications and trust between government and citizens due to other agendas.</li> <li>▪ Risk of converting open government process into niche activities that lack real impact on daily challenges of citizens.</li> </ul>

## Panama

	Strengths	Weaknesses
<b>Internal analysis</b>	<ul style="list-style-type: none"> <li>▪ Wide participation by 21 public institutions and 18 civil society representatives in the co-creation process.</li> <li>▪ Permanent Dialogue Mechanism (Mecanismo de Diálogo Permanente) that exists, composed of a committee that will evaluate implementation of and compliance with the commitments of the National Action Plan (Plan de Acción Nacional) 2015–17. The committee comprises two public institutions and two civil society representatives.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Decision making by civil society representatives in response to government demands is much slower than expected and draws out processes.</li> </ul>

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	Opportunities	Challenges
External analysis	<ul style="list-style-type: none"> <li>Of 18 commitments presented by CSOs, 15 were supported by the government and now form part of the National Action Plan 2015–17.</li> <li>Monthly oversight of commitment implementation to be carried out by the committee with other actors included.</li> </ul>	Public institutions responsible for implementing action plan commitments fail to comply, since OGP is neither regulated by law nor executive decree in Panama.

## Paraguay

	Strengths	Weaknesses
Internal analysis	<ul style="list-style-type: none"> <li>Existence of synergies between public sector and civil society.</li> <li>Strong communication between government and citizens.</li> <li>Access to information allows for feedback.</li> </ul>	<ul style="list-style-type: none"> <li>Concept of open government is little known in public sector and in civil society.</li> <li>Resources to sustain open government process are scarce.</li> </ul>
	Opportunities	Challenges
External analysis	<ul style="list-style-type: none"> <li>Improve public sector's image by winning trust of citizens.</li> <li>Coordinate better public policies with citizens.</li> </ul>	<ul style="list-style-type: none"> <li>Process might become unsustainable in the future due to factors such as a change of authorities or a failure by citizens to take principles on board.</li> </ul>

## Peru

	Strengths	Weaknesses
Internal analysis	<ul style="list-style-type: none"> <li>Political will in plan development process.</li> <li>Experience gained in formulating First Action Plan.</li> <li>Capacity to bring together public sector agencies and social stakeholders.</li> <li>Presence of business associations on committee that can promote open data issues.</li> </ul>	<ul style="list-style-type: none"> <li>High turnover of civil servants in public sector agencies and limited number of specialists in open government.</li> <li>Lack of awareness of rationale for actions to implement open government plan.</li> <li>Delay in procedures to approve action plan.</li> </ul>
	Opportunities	Challenges
External analysis	<ul style="list-style-type: none"> <li>Interest of civil society and other actors to participate in innovation and governance issues.</li> <li>Interest at the subnational level to participate in plan development and implementation.</li> <li>Public sector willingness to initiate process of innovation, increase competitiveness, and modernize public management.</li> </ul>	<ul style="list-style-type: none"> <li>Citizen dissatisfaction regarding services received from public sector agencies; lack of consensus.</li> <li>Limited citizen participation.</li> <li>Limited use and scant availability of virtual channels and tools due to unawareness of their benefits or due to lack of connectivity.</li> </ul>

## Uruguay

	<b>Strengths</b>	<b>Weaknesses</b>
<b>Internal analysis</b>	<ul style="list-style-type: none"> <li>▪ Establishment of a multidisciplinary working group with members from government, civil society, and academia.</li> <li>▪ Commitment at the presidency level.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Little knowledge of open government initiative at the public sector level.</li> <li>▪ Absence of permanent sustainability mechanisms for co-creation projects with civil society.</li> </ul>
	<b>Opportunities</b>	<b>Challenges</b>
<b>External analysis</b>	<ul style="list-style-type: none"> <li>▪ Country's tradition of being favorable to openness and citizen participation.</li> <li>▪ Existence of an organized civil society specialized in this subject and with a commitment to dialogue.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Unfavorable political climate due to elections and change of government.</li> <li>▪ Scant resources earmarked for disseminating the plan at the general public level.</li> </ul>



# ANNEX 4

## SYNTHESIS OF RESULTS OF THE INDEPENDENT REPORTING MECHANISM: SECOND ACTION PLAN OF THE OPEN GOVERNMENT PARTNERSHIP IN LATIN AMERICA AND THE CARIBBEAN

At the time of this study, the Open Government Partnership's Independent Reporting Mechanism (IRM) published the reports of 14 countries on the results of their efforts to implement the First Action Plan. The countries include Argentina, Brazil, Chile, Colombia, Costa Rica, the Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Panama, Paraguay, Peru, and Uruguay.<sup>1</sup> The results for Trinidad and Tobago will be published in 2016.

The contents presented in this section correspond to the synthesis in the Executive Summary and an analysis of the principal results from each of the OGP's IRM reports for the 14 countries. The reports are available at <http://www.opengovpartnership.org/irm>.

### a) Published reports

Country	Executive summary	Commitment details
Argentina	<p><i>Development of Argentina's First Action Plan was based on the Government Digital Agenda (Agenda Digital del Gobierno) and, therefore, civil participation was limited to organizations already involved in issues of electronic government. For the Second Action Plan to have a more transforming impact, it must tackle the country's priority issues, such as transparency, public procurement, and corruption, especially the activities that relate to the promotion of the Law on Access to Public Information (Ley de Acceso a la Información Pública).</i></p> <p><i>Process:</i> The public consultation process has failed to follow standard procedures established by the Open Government Partnership (OGP). The Under-Secretary of Technology Management (Subsecretaría de Tecnologías de Gestión, or SsTG) used a previously existing digital agenda forum as the consultation space in the planning, development, and implementation stages. The forum tools were available only for the current members due to the failure to generate wider knowledge of the OGP initiative. The final version of the plan fails to include most of the contributions sent by organizations and a part of the work that was undertaken in conjunction with government and civil society.</p>	<p>Level of completion:</p> <ul style="list-style-type: none"> <li>▪ Full: 7 out of 19</li> <li>▪ Substantial: 5 out of 19</li> <li>▪ Limited: 3 out of 19</li> <li>▪ Not started: 1 out of 19</li> <li>▪ Unclear: 3 out of 19</li> </ul> <p>Punctuality:</p> <ul style="list-style-type: none"> <li>▪ On schedule: 7 out of 19</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>▪ Access to information: 14 out of 19</li> <li>▪ Participation: 5 out of 19</li> <li>▪ Accountability: 6 out of 19</li> <li>▪ Technology and innovation for transparency and accountability: 10 out of 19</li> <li>▪ Unclear: 4 out of 19</li> </ul> <p>Number of commitments that were</p> <ul style="list-style-type: none"> <li>▪ clearly relevant to an OGP value: 14 out of 19;</li> <li>▪ of moderate or transforming potential impact: 7 out of 19;</li> <li>▪ substantially or completely implemented: 12 out of 19; and</li> <li>▪ outstanding: 3 out of 19.</li> </ul>

<sup>1</sup> There is a variance with regard to the information reported, given the improvements to the research methodology that the IRM team has developed since the initial evaluations. This variance is evident when the reports from the countries in the first cohort (Brazil and México) are compared with those in the second cohort (Argentina, Chile, Colombia, Costa Rica, the Dominican Republic, El Salvador, Guatemala, Honduras, Panama, Paraguay, Peru, and Uruguay).

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	Furthermore, the government drafted its own self-assessment report within the established time frame. Consultations with regard to the document, however, were limited to email communication with some organizations that were already involved in the Digital Agenda Forum (Foro de la Agenda Digital).	<ul style="list-style-type: none"> <li>▪ substantially or completely implemented: 12 out of 19; and</li> <li>▪ outstanding: 3 out of 19.</li> </ul>
<b>Findings, lessons learned, and recommendations</b>	<p>Argentina faces serious challenges in matters that directly relate to the open government agenda, despite the fact that some progress has been made in recent years. In the main, three principal themes are crucial to the understanding of open government in Argentina. These are transparency and access to information, the fight against corruption, and the balance of government powers.</p> <p>Based on this report's findings, which include an analysis of the national context and the consultations that were carried out during the independent evaluation process with civil society organizations (CSOs) and government sector representatives, there are five recommendations that relate to the Argentina's Second Action Plan. These are the following:</p> <ul style="list-style-type: none"> <li>▪ Develop inclusive participatory processes in the action plan.</li> <li>▪ Develop an agenda for action, emphasizing the pillars of open government.</li> <li>▪ Institutionalize open government mechanisms and an open government space.</li> <li>▪ Design and implement an awareness-raising campaign so that society at large understands the open government agenda as an integrated policy.</li> <li>▪ Advance towards participatory public management policies.</li> </ul>	

Country	Executive summary	Commitment details
<b>Brazil</b>	<p><i>Brazil's First Action Plan has focused on improving public services, advancing public resource management, and enhancing public integrity. Most of its commitments have been achieved according to the time frame. The government has reformulated two commitments with more rigorous implementation mechanisms.</i></p> <p><i>Process:</i> Brazil extended consultation during implementation of its First Action Plan. The Working Group for Civil Society (Grupo de Trabajo de la Sociedad Civil) was established at the beginning of 2012. In addition, civil society and the government established an online discussion group to facilitate participation and to garner opinion from stakeholders. Later, during self-assessment, the government began an online process, referred to as Virtual Dialogue: Government and Society (Diálogo Virtual: Gobierno y Sociedad), which includes a guide to the understanding of the OGP. Although the process represents a significant innovation, stakeholders suggested ways in which the policies and the access to forum moderation can be improved.</p>	<p>Level of completion:</p> <ul style="list-style-type: none"> <li>▪ Full: 25 out of 32</li> <li>▪ Currently running: 5 out of 32</li> <li>▪ Officially withdrawn: 2 out of 32</li> <li>▪ Not started: 0 out of 32</li> </ul> <p>Punctuality:</p> <ul style="list-style-type: none"> <li>▪ On schedule: 29 out of 32</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>▪ Access to information: 16 out of 32</li> <li>▪ Participation: 10 out of 32</li> <li>▪ Accountability: 5 out of 32</li> <li>▪ Technology and innovation for transparency and accountability: 19 out of 32</li> </ul> <p>Number of commitments linked to</p> <ul style="list-style-type: none"> <li>▪ safer communities: 1 out of 32;</li> <li>▪ corporate accountability: 1 out of 32;</li> <li>▪ improve public services: 10 out of 32;</li> <li>▪ public resources: 10 out of 32; and</li> <li>▪ public integrity: 17 out of 32.</li> </ul>

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<b>Findings, lessons learned, and recommendations</b>	<ul style="list-style-type: none"> <li>▪ <i>Partnership:</i> (a) Extend the process of identifying the social actors involved in open government matters; (b) combine the participation mechanisms already existing in the ministries, such as Councils and Conferences, with the new mechanisms that the Comptroller General (Contraloría General) is establishing as part of the OGP; (c) encourage participation by the private sector, whose presence is marginal in the context of the OGP; (d) find ways—perhaps through so-called peer-to-peer learning—to share decision making with the social actors involved in consultations with the government; and (e) broaden the dialogue between government and civil society so that it becomes less formal and less limited.</li> <li>▪ <i>Networks:</i> Strengthen, consolidate, and build capacity in intragovernment and social networks that have been created as a result of the OGP experience in Brazil.</li> <li>▪ <i>Action Plan:</i> Define more clearly the specific principles that guide the actions for each one of the five major challenges. This exercise may help to clarify criteria for accepting or rejecting proposed commitments to be included in the next action plan.</li> <li>▪ <i>Implementation:</i> (a) Provide more details of inputs, time frames, and expected outcomes in the action plan in order to make better progress, and enable monitoring commitment implementation; (b) document the progress of commitment compliance more publicly by using an accessible tool such as Google Groups or the website that Brazil will create within the framework of the OGP as part of its Second Action Plan.</li> <li>▪ <i>Evaluation:</i> Evaluate the impact of certain commitments, such as the disclosure/publication of data, to ensure significant positive outcomes.</li> <li>▪ <i>Promotion:</i> Improve publicity of the initiatives, communicate the successes achieved, and establish tools to support the OGP process in Brazil.</li> </ul>
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Country	Executive summary	Commitment details
<b>Chile</b>	<p><i>For the First Action Plan, the government initiated a consultation process that, despite its limitations with regard to its scope and time frame, has great potential. Given the current national context, the new administration should consider the lessons learned from the first plan before finalizing the second, as well as the recommendations from key actors included in this report, in order to contribute to the political changes already under discussion at the national level.</i></p> <p><i>Process:</i> To design the plan, the government has received five documents by way of the consultation mechanism. In the government's opinion, this process has enabled diverse points of view to be garnered, which are contained in a summary document, available online.</p> <p>The government has issued a document that gave responses to the proposals received. The CSOs interviewed, however, indicated that during the process, information provided by the government was given more importance, which did not lead to substantial dialogue about the commitments to be included.</p>	<p>Level of completion:</p> <ul style="list-style-type: none"> <li>▪ Full: 15 out of 19</li> <li>▪ Substantial: 0 out of 19</li> <li>▪ Limited: 1 out of 19</li> <li>▪ Not started: 3 out of 19</li> </ul> <p>Punctuality:</p> <ul style="list-style-type: none"> <li>▪ On schedule: 13 out of 19</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>▪ Access to information: 15 out of 19</li> <li>▪ Participation: 6 out of 19</li> <li>▪ Accountability: 9 out of 19</li> <li>▪ Technology and innovation for transparency and accountability: 4 out of 19</li> <li>▪ Unclear: 3 out of 19</li> </ul> <p>Number of commitments that were</p> <ul style="list-style-type: none"> <li>▪ clearly relevant to an OGP value: 16 out of 19;</li> <li>▪ of moderate or transforming potential impact: 10 out of 19;</li> <li>▪ substantially or completely implemented: 15 out of 19; and</li> <li>▪ outstanding: 7 out of 19.</li> </ul>

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<b>Chile</b>	<p>During plan implementation, there was no regular process for formal dialogue between the government and other stakeholders. Two meetings for the OGP were organized with the working group, in which mainly government institutions participated.</p> <p>Two progress reports were published and made available to the public. Despite allowing reasonable time periods for receiving comments, only three were received and responded to. The results of these consultations were not disseminated.</p>	
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<b>Findings, lessons learned, and recommendations</b>	<ul style="list-style-type: none"> <li>▪ The new administration that takes office in March 2014 should review this report and incorporate into the Action Plan 2013–14 the recommendations that emanate from CSOs in the light of the new government plan.</li> <li>▪ Prioritize the commitments incorporated in the plan according to explicit criteria.</li> <li>▪ In parallel with the new plan, disseminate information through diverse media so that it reaches different sectors of the public. It is especially recommended to make contact with the various Civil Society Councils (Consejos de la Sociedad Civil) that have been set up around the country at the central, regional, and local levels within the framework of Law 20.500.</li> <li>▪ At the time implementation of Action Plan 2013–14 takes place, the results of an accountability strategy process should reveal what was carried out and the relevant issues. Accountability should be provided not only through reports—as has been the case until now—but also through regular face-to-face dialogue with key stakeholders on action plan issues.</li> <li>▪ Participatory processes for drafting future action plans must be conceived as substantial dialogue between the government and different stakeholders. The preparation, implementation, and systemization of these processes takes time. A participatory process cannot be considered simply as a series of sporadic meetings. The action plan must reflect the outcomes of dialogue—in other words, participants should take part in decision making with regard to the plan.</li> </ul>
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<b>Country</b>	<b>Executive summary</b>	<b>Commitment details</b>
<b>Colombia</b>	<p><i>The Colombian plan is comprised of many important topics, with a majority of commitments showing high potential impact. Due to the plan having failed to include concrete actions regarding their implementation prior to self-assessment, however, there are now challenges in terms of oversight and accountability. An increase in the degree and validity of participation will strengthen the Second Action Plan only if the government is willing to ensure that the open government agenda will allow for civic engagement and include the initiatives of citizens.</i></p>	<p>Level of completion:</p> <ul style="list-style-type: none"> <li>▪ Full: 2 out of 27</li> <li>▪ Substantial: 9 out of 27</li> <li>▪ Limited: 13 out of 27</li> <li>▪ Not started: 3 out of 27</li> </ul> <p>Punctuality:</p> <ul style="list-style-type: none"> <li>▪ On schedule: 5 out of 27</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>▪ Access to information: 19 out of 27</li> <li>▪ Participation: 19 out of 27</li> <li>▪ Accountability: 17 out of 27</li> <li>▪ Technology and innovation for transparency and accountability: 13 out of 27</li> <li>▪ Unclear: 2 out of 27</li> </ul>

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<p><b>Colombia</b></p>	<p><i>Process:</i> The Government of Colombia prepared the First Action Plan without conducting a public consultation process. Thereafter, it improved the process by carrying out certain evaluation consultations and by setting up a monitoring committee with representation from the government's Supreme Council (Alta Consejería) and Transparency Secretariat (Secretaría de Transparencia); civil society (Corporations for Transparency by Colombia (Corporaciones Transparencia por Colombia) and Somos Más); and from the private sector (Business Association (Asociación de Fundaciones Empresariales) and Chambers of Commerce (Confederación de Cámaras de Comercio)). This committee, however, has worked on the basis of the government document outlining the priorities of the government.</p> <p>An online tool was also employed, the Crystal Ballot Box (Urna de Cristal), to disseminate the plan and enable citizens to interact with the government and with some working groups. This process, however, was not designed to include plan implementation, but rather to draft a preliminary plan.</p> <p>The government published in the Crystal Ballot Box its preliminary self-assessment, together with the agreed plan and annexes of the anticipated actions, and a two-week consultation deadline from September 11 to October 2, 2013. During these two weeks of consultation, however, no comment was registered, nor was there any specific question relating to the report. This method of consultation can therefore be considered a failure in engaging civic society, including CSOs.</p>	<p>Number of commitments that were</p> <ul style="list-style-type: none"> <li>▪ clearly relevant to an OGP value: 25 out of 27;</li> <li>▪ of moderate or transforming potential impact: 23 out of 27;</li> <li>▪ substantially or completely implemented: 11 out of 27; and</li> <li>▪ outstanding: 8 out of 27.</li> </ul>
<p><b>Findings, lessons learned, and recommendations</b></p>	<ul style="list-style-type: none"> <li>▪ Publish in a timely and comprehensive manner the call for proposals to draft the new plan.</li> <li>▪ Listen and then take action in consultation forums, in lieu of simply relaying information. Moreover, each consultation should involve feedback and an explanation of how the results have been used.</li> <li>▪ Encompass the participation of organizations that could pose challenging or difficult opinions.</li> <li>▪ Inform citizens, by way of various communications methods, of specific action plan activities, in order to gain publicity traction and ensure that citizens are aware of opportunities to contribute their views.</li> <li>▪ Agree with CSOs to focus on their own interests as a means to engage their participation. Some CSOs have reported that they have allowed other umbrella organizations lead the process, acting on their behalf.</li> <li>▪ Seek ways to control corruption by way of social monitoring. Various organizations report that anticorruption activities are, in many cases, ex-post efforts with resulting damage. Reforms of transparency, accountability, and external monitoring would assist in resolving this issue.</li> <li>▪ Implement an anticorruption monitoring portal as a useful tool for victims and stakeholders to keep track of unfolding investigations, penalty processes, and results.</li> <li>▪ Establish an independent oversight mechanism for the action plan.</li> </ul>	

Country	Executive summary	Commitment details
<p><b>Costa Rica</b></p>	<p><i>The First Action Plan lacked broad participation and was particularly focused on e-government issues. The next plan must involve more groups from the general population, such as those from outside the metropolitan area, the private sector, and the municipalities, using the services of the Intersectoral Open Government Commission (Comisión Intersectorial de Gobierno Abierto). Furthermore, to ensure the potential of the OGP, initiatives should be of a continuous nature within key political areas, such as environment and transparency. For this to take effect, for example, the establishment of the Public Institutions Transparency List (Índice de Transparencia de las Instituciones Públicas) and other proposals should be executed.</i></p> <p><i>Process:</i> In Costa Rica, the first draft of the plan took place with the exclusive participation of government, since representatives of civil society and the private sector were not invited until completion of the initial proposal. In terms of the usefulness of the consultation process, some civil society participants said they felt as if “they had been invited to rubber stamp proceedings rather than to work as a team”.</p> <p>The government’s self-assessment report demonstrated the progress achieved by each of the commitments. The document was submitted for consultation to those public sector authorities involved in the action plan and to civil society. It was not, however, published until the middle of December 2014—nearly three months after the deadline stated in Costa Rica’s OGP time frame.</p>	<p>Level of completion:</p> <ul style="list-style-type: none"> <li>▪ Full: 4 de 23</li> <li>▪ Substantial: 6 out of 23</li> <li>▪ Limited: 13 out of 23</li> <li>▪ Not started: 0 out of 23</li> </ul> <p>Punctuality:</p> <ul style="list-style-type: none"> <li>▪ On schedule: 4 out of 23</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>▪ Access to information: 14 out of 23</li> <li>▪ Participation: 9 out of 23</li> <li>▪ Accountability: 3 out of 23</li> <li>▪ Technology and innovation for transparency and accountability: 2 out of 23</li> <li>▪ Unclear: 6 out of 23</li> </ul> <p>Number of commitments that were</p> <ul style="list-style-type: none"> <li>▪ clearly relevant to an OGP value: 17 out of 23;</li> <li>▪ of moderate or transforming potential impact: 12 out of 23;</li> <li>▪ substantially or completely implemented: 10 out of 23; and</li> <li>▪ outstanding: 4 out of 23.</li> </ul>
<p><b>Findings, lessons learned, and recommendations</b></p>	<ul style="list-style-type: none"> <li>▪ Assign responsibility for coordinating OGP projects in Costa Rica to an agency that has access to the highest political level.</li> <li>▪ Use the electronic databases of the Digital Government Technical Secretariat (Secretaría Técnica de Gobierno Digital, or STGD) to generate metrics. These should be shared to support the development of mechanisms for participation and to ensure the quality of services, as well as to carry out data mining for trends in user demands and needs.</li> <li>▪ Increase the involvement of civil society in all phases of the process. Consultations should be held outside the limits of San José. CSOs that are not part of the citizen’s network, Red C, should also be engaged.</li> <li>▪ Include in the next action plan the commitments relating to open government that are proposed by other sectors or political units, such as the Judiciary, National Commission for the Improvement of Justice Administration (Comisión Nacional para el Mejoramiento de la Administración de Justicia, or CONAMAJ), Legislative Assembly, municipalities, and the private sector.</li> <li>▪ Align the open government action plan with strategic plans, as well as to the country’s most pressing issues, such as transparency and environment.</li> </ul>	

Country	Executive summary	Commitment details
<b>Dominican Republic</b>	<p><i>The Dominican Republic's First Action Plan has incorporated various commitments resulting from an extensive consultation process led by the Participatory Anticorruption Initiative (Iniciativa Participativa Anti-Corrupción, or IPAC), but which have not undergone an open government process. This has limited civil society's awareness of the open government commitments. Despite only two commitments having been fulfilled, there are yet many to be, which have considerable potential impact.</i></p> <p><i>The lessons learned and the objectives of the First Action Plan should be incorporated into the Second Action Plan with respect to continuity and participatory consultation.</i></p> <p><i>Process: The government felt that the IPAC consultation process was sufficient for the First Action Plan, and that there was no need for specific consultation. The unanticipated result of this decision has been that the OGP action plan is largely unknown in the county.</i></p> <p><i>During the implementation stage, an information seminar was held regarding the action plan and its contents. Subsequently, in January 2013, the General Directorate for Government Ethics and Integrity (Dirección General de Ética e Integridad Gubernamental, or DIGEIG) held an information (rather than consultative) meeting at which the participation of citizens was particularly weak. Officers from each government agency were designated their responsibility for the plan, goals and indicators were identified in relation to the commitments, and a timetable was established for submitting progress reports to the DIGEIG. The self-assessment report was submitted to CSOs after having excluded them from the consultation process during which other comments and perspectives could have been taken into account.</i></p>	<p>Level of completion:</p> <ul style="list-style-type: none"> <li>▪ Full: 3 out of 23</li> <li>▪ Substantial: 8 out of 23</li> <li>▪ Limited: 10 out of 23</li> <li>▪ Not started: 2 out of 23</li> </ul> <p>Punctuality:</p> <ul style="list-style-type: none"> <li>▪ On schedule: 9 out of 23</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>▪ Access to information: 18 out of 23</li> <li>▪ Participation: 16 out of 23</li> <li>▪ Accountability: 7 out of 23</li> <li>▪ Technology and innovation for transparency and accountability: 13 out of 23</li> </ul> <p>Number of commitments that were</p> <ul style="list-style-type: none"> <li>▪ clearly relevant to an OGP value: 23 out of 23;</li> <li>▪ of moderate or transforming potential impact: 17 out of 23;</li> <li>▪ substantially or completely implemented: 11 out of 23; and</li> <li>▪ outstanding: 6 out of 23.</li> </ul>
<b>Findings, lessons learned, and recommendations</b>	<p>In general, there should be innovative actions to link together technology, citizen participation, access to information, and accountability. Commitments should encompass the basic services for citizens, including health and education. Major challenges that transcend everyday life should be identified—ones that are more relevant to the national context.</p> <p>Commitments should focus not only on anticorruption policies, but also on the quality of management policies that include citizen participation. Furthermore, it is essential to designate the responsibility for the political and technical aspects of commitments to a high-profile person, and that time frames be issued with project execution deadlines that state clearly the expected outcomes for each year. A publicly accessible online monitoring and oversight system that is regularly updated will be considerably useful.</p>	

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**Findings, lessons learned, and recommendations**

Recommendations regarding content:

- Review the role of the OGP, including its theoretical basis, with its various social stakeholders. Build consensus on open government policy-related criteria.
- Consider commitments that are: (i) more relevant to open government and have greater impact on people's quality of life; and (b) more in-depth, specific, and relevant to the issues, with actions to achieve expected outcomes that can be verified against performance measures.
- Identify the institutions responsible for the implementation of the plan and take into account, in each commitment, the roles of civil society, the private sector, and international development agencies.
- Ensure that commitment decisions are based on wide consensus (the State, civil society, private sector), so that the various actors can identify and review open government policies.

Recommendations regarding structure:

- Execute the Second Action Plan design process with a strong message of commitment, and demonstrate the political will of top-level executive authorities so that all stakeholders can assume responsibility for open government policies that result from the process.
- Consider the creation of a support and oversight mechanism to implement the plan—one that actively involves CSOs in various sectors (e.g., communications media, youth organizations, peasant organizations, private sector, public institutions)—which clearly defines its mandate and scope.
- Define a strategy that promotes open government policies in other areas of the public sector, such as the Judiciary, Legislature, and municipal levels so as to build a consensual and articulate strategy for the Dominican Republic.

Recommendations regarding process:

- Evaluate each of the commitments that relate to the current action plan, based on the published self-assessment and this independent report. Review them in the light of the results with the aim for an effective open government policy.
- Develop and disseminate the consultation methodology—objectives, mechanisms, and methods for decision making and consensus building.
- Identify the activities and the deadlines for Action Plan 2014–16 for dissemination in a timely manner.
- Organize a public campaign to raise awareness of the OGP and the actions that will be considered in drafting the Second Action Plan.
- Undertake a binding consultation process with wide CSO participation and other stakeholders from all levels of society in an effort to achieve sector and territorial integration and to guarantee greater representation.
- Consider reducing the number of commitments and give priority to so-called SMART commitments for higher impact.
- Establish a strategic approach—in parallel to the digital agenda and e-government policy—to define the open government agenda, and agree to the way forward while ensuring that the previously mentioned agencies work together.
- Include in the action plan the tools, processes, methodology, and time frame to enable monitoring at the implementation stage.

Recommendations regarding monitoring and self-assessment:

- Develop and make available to the public a platform for consultation, review, and exchange of ideas and comments during the various phases of implementation and supervision. Ensure that there are consequences in the event of noncompliance.
- The self-assessment report should be submitted in sufficient time to allow for public opinion and comment prior to its final submission to the OGP.

Country	Executive summary	Commitment details
El Salvador	<p><i>The Government of El Salvador developed its First Action Plan with commitments defined in a general form and without public consultation. Since then, however, it has managed to implement ambitious initiatives with significant impact that are relevant to the OGP. Likewise, it has included stakeholders in consultation and monitoring processes. Following the upcoming presidential elections, it will be the new government's task to carry on with the progress made within the framework of the OGP.</i></p> <p><i>Process:</i> The Government of El Salvador conducted a prior consultation process before developing the action plan, concerning issues relating to transparency and anticorruption. The consultation, however, failed to include civil society participation in the review and drafting phases of the plan before it was presented in April 2012. The government began a consultation process to develop the new plan in December 2012, which resulted in the Action Plan 2013–14.</p> <p>The government has coordinated a civil society working group to hold regular meetings on the topics of transparency and anticorruption. At the same time, it has established other mechanisms to monitor compliance with OGP commitments.</p> <p>The self-assessment report was presented within the stipulated deadline and placed at the disposal of CSOs, as previously anticipated.</p>	<p>Level of completion:</p> <ul style="list-style-type: none"> <li>▪ Full: 9 out of 21</li> <li>▪ Substantial: 6 out of 21</li> <li>▪ Limited: 3 out of 21</li> <li>▪ Not started: 3 out of 21</li> <li>▪ Withdrawn: 3 out of 21</li> </ul> <p>Punctuality:</p> <ul style="list-style-type: none"> <li>▪ On schedule: 14 out of 21</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>▪ Access to information: 18 out of 21</li> <li>▪ Participation: 6 out of 21</li> <li>▪ Accountability: 11 out of 21</li> <li>▪ Technology and innovation for transparency and accountability: 4 out of 21</li> <li>▪ Unclear: 1 out of 21</li> </ul> <p>Number of commitments that were</p> <ul style="list-style-type: none"> <li>▪ clearly relevant to an OGP value: 20 out of 21;</li> <li>▪ of moderate or transforming potential impact: 13 out of 21;</li> <li>▪ substantially or completely implemented: 14 out of 21; and</li> <li>▪ outstanding: 7 out of 21.</li> </ul>
Findings, lessons learned, and recommendations	<ul style="list-style-type: none"> <li>▪ Develop a strategy to disseminate the tools of open government, their usefulness and importance, and ways to access them.</li> <li>▪ Establish a strategy that combines the use of communications technologies to guarantee access to information and public participation throughout the territory.</li> <li>▪ Combine the OGP initiatives with activities that facilitate access to technology by revisiting initiatives, such as the mobile Information and Response Offices (Oficinas de Información y Respuesta, or OIR).</li> <li>▪ Recognize the commitments that have been redefined in the new Action Plan 2013–14 by the authorities and the people directly responsible for implementing them, in order to guarantee they are accepted within the framework of the OGP.</li> <li>▪ Renew collaboration with civil society working group and establish, jointly, an integrated or specific plan to monitor the commitments made by El Salvador in terms of transparency and anticorruption.</li> <li>▪ Ensure protection of official historical archives to resolve the past and guarantee the disclosure of public information, in order to achieve justice and support the preservation of historical memory.</li> </ul>	

Country	Executive summary	Commitment details
<p><b>Guatemala</b></p>	<p><i>Guatemala submitted an action plan focused on streamlining public administration and combating corruption. Although there has been some progress in terms of transparency and accountability, the national OGP process would achieve greater impact with more robust initiatives that include public awareness-raising campaigns about diverse open government issues, such as disclosure of information for public interest, in order to empower citizens to demand the accountability of public servants.</i></p> <p><i>Process:</i> The Government of Guatemala has failed to comply with the requirement to consult the public during plan development. As a result, the published plan now lacks the important perspective of civil society in terms of open government.</p> <p>During plan implementation, the government developed a consultation mechanism with public sector agencies that made progress on creating web portals for official information. This mechanism, however, has failed to include civil society groups.</p> <p>The self-assessment report was not delivered on schedule, nor was it presented for review by the public or CSOs, as stipulated by the OGP mandate.</p>	<p>Level of completion:</p> <ul style="list-style-type: none"> <li>▪ Full: 0 out of 14</li> <li>▪ Substantial: 2 out of 14</li> <li>▪ Limited: 10 out of 14</li> <li>▪ Not started: 2 out of 14</li> </ul> <p>Punctuality:</p> <ul style="list-style-type: none"> <li>▪ On schedule: 1 out of 14</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>▪ Access to information: 7 out of 14</li> <li>▪ Participation: 0 out of 14</li> <li>▪ Accountability: 1 out of 14</li> <li>▪ Technology and innovation for transparency and accountability: 2 out of 14</li> <li>▪ Unclear: 7 out of 14</li> </ul> <p>Number of commitments that were</p> <ul style="list-style-type: none"> <li>▪ clearly relevant to an OGP value: 7 out of 14;</li> <li>▪ of moderate or transforming potential impact: 4 out of 14;</li> <li>▪ substantially or completely implemented: 2 out of 14; and</li> <li>▪ outstanding: 1 out of 14.</li> </ul>
<p><b>Findings, lessons learned, and recommendations</b></p>	<ul style="list-style-type: none"> <li>▪ Promote citizen participation through access to information.</li> <li>▪ Strengthen the participation of indigenous peoples in order to foster cultural and ethnic inclusion.</li> <li>▪ Use free and open tools to classify and disclose government information.</li> <li>▪ Protect the privacy and security of citizens' data and the data of foreigners, subject to jurisdiction.</li> <li>▪ Invest in human resources and devote financial resources to successfully develop plans for open government.</li> <li>▪ Reduce classified and secret information to the amount strictly necessary and permitted by constitutional regulations, and be transparent about what information should remain classified.</li> <li>▪ Actively promote digital inclusion to improve access to new information and communications technologies.</li> </ul>	

Country	Executive summary	Commitment details
Honduras	<p><i>Honduras submitted its First Action Plan with initiatives centered on strengthening public monitoring, public financial management, and regionalization and streamlining of administrative processes. Although significant advances were made in terms of internal management, the national OGP would have greater impact if commitments were directed more towards the public, in order to widen citizen participation in open government initiatives.</i></p> <p><i>Process:</i> The Government of Honduras developed its 2010–14 action plan while ignoring the OGP criteria and failing to allow sufficient time for public consultation. Only three commitments proposed by CSOs were included, given the limited opportunity that was available for consultation with different stakeholders.</p> <p>During plan implementation, formal and informal consultative forums with representatives from stakeholders in the OGP were held. Nevertheless, regular seminars for monitoring the plan did not take place on a regular basis.</p> <p>The self-assessment report submitted by the government in October 2013 neither took the principles of the OGP into account nor did it present a comprehensive analysis of the progress made and the impacts of the 20 commitments of Honduras’s First Action Plan.</p>	<p>Level of completion:</p> <ul style="list-style-type: none"> <li>▪ Full: 2 de 20</li> <li>▪ Substantial: 6 de 20</li> <li>▪ Limited: 10 de 20</li> <li>▪ Not started: 2 de 20</li> </ul> <p>Punctuality:</p> <ul style="list-style-type: none"> <li>▪ On schedule: 5 de 20</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>▪ Access to information: 15 de 20</li> <li>▪ Participation: 6 out of 20</li> <li>▪ Accountability: 10 out of 20</li> <li>▪ Technology and innovation for transparency and accountability: 9 out of 20</li> <li>▪ Unclear: 4 out of 20</li> </ul> <p>Number of commitments that were</p> <ul style="list-style-type: none"> <li>▪ clearly relevant to an OGP value: 16 out of 20;</li> <li>▪ of moderate or transforming potential impact: 14 out of 20;</li> <li>▪ substantially or completely implemented: 8 out of 20; and</li> <li>▪ outstanding: 7 out of 20.</li> </ul>
Findings, lessons learned, and recommendations	<ul style="list-style-type: none"> <li>▪ Build and consolidate a coalition of CSOs.</li> <li>▪ Implement a tripartite collaboration mechanism.</li> <li>▪ Consider taking on board the OGP’s regulatory and guidance framework.</li> <li>▪ Facilitate participation through innovation in technology with the support of the OGP.</li> <li>▪ Enhance private sector inclusion and participation.</li> <li>▪ Include new OGP challenges (e.g., create safer communities and increase corporate accountability).</li> <li>▪ Establish criteria to formulate commitments.</li> <li>▪ Move from reactive to proactive transparency.</li> <li>▪ Transform public management.</li> <li>▪ Develop a communications strategy.</li> </ul>	

Country	Executive summary	Commitment details
<b>Mexico</b>	<p><i>The organization of the Open Government Partnership in Mexico is characterized by its tripartite working arrangements in which the Federal Public Administration (Administración Pública Federal), Institute for Access to Information (Instituto del Acceso a la Información) and CSOs all participate. In this way, half of the commitments contained in the extended action plan have been fulfilled, although there is still significant room for improvement.</i></p> <p><i>Process:</i> Mexico submitted two versions of its action plan. The first was delivered in September 2011. It failed, however, to reflect the proposals that arose from consultations with CSOs. Consequently, at the beginning of 2012, a second version was drafted, referred to as the extended action plan, in which civil society proposals were incorporated.</p> <p>Monitoring implementation of each commitment was the responsibility of each organization, with the support of the Technical Tripartite Secretariat (Secretariado Técnico Tripartita, or STT). At certain times, communication between the government agency and the organization was intense and productive. At others, it took the form of an initial meeting, followed by a presentation with the final results.</p>	<p>Level of completion:</p> <ul style="list-style-type: none"> <li>▪ Full: 20 de 37</li> <li>▪ In process: 14 out of 37</li> <li>▪ Limited: 2 out of 37</li> </ul> <p>Punctuality:</p> <ul style="list-style-type: none"> <li>▪ On schedule: 17 out of 37</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>▪ Access to information: 34 out of 37</li> <li>▪ Participation: 8 out of 37</li> <li>▪ Accountability: 20 out of 37</li> <li>▪ Technology and innovation for transparency and accountability: 24 out of 37</li> </ul> <p>Number of commitments linked to</p> <ul style="list-style-type: none"> <li>▪ safer communities: 10 out of 37;</li> <li>▪ corporate accountability: 5 out of 37;</li> <li>▪ improving public services: 16 out of 37;</li> <li>▪ public resources: 19 out of 37; and</li> <li>▪ public integrity: 33 out of 37.</li> </ul>
<b>Findings, lessons learned, and recommendations</b>	<p><b>Substance:</b></p> <ul style="list-style-type: none"> <li>• The action plan must include commitments that comply with the following minimum criteria: they must (a) be related to the open government agenda; (b) have direct consequences on people's quality of life; and (c) respond to broad public demands or needs, rather than merely reflect the agendas/needs of participating actors.</li> <li>• The OGP must not become a personalized channel to seek compliance of transparency obligations or for private information searches; other institutional channels already exist for these purposes.</li> <li>• In order to guarantee the action plan's feasibility, sustainability, and acceptance, the identification of commitments should reflect a process of dialogue and deliberation between the government, social organizations, and the private sector, rather than merely respond to the demands of a small group of CSOs.</li> </ul> <p><b>Structural aspects:</b></p> <ul style="list-style-type: none"> <li>• Define the functions and scope of the STT.</li> <li>• The Office of the Presidency (Oficina de la Presidencia) should formalize the STT as the decision-making authority for the OGP in Mexico.</li> <li>• Define which authority within the federal public administration should assume representation within the STT.</li> <li>• Include representation of other stakeholders in the STT, such as the private sector or communications media.</li> <li>• Define a mechanism whereby state and municipal governments can be enrolled.</li> </ul> <p><b>Processes:</b></p> <ul style="list-style-type: none"> <li>• Involve social organizations and those from the private sector of the federal agencies.</li> <li>• Establish working groups in which civil servants and nongovernmental actors participate.</li> <li>• Institute procedures and consequences in the event of failure to comply with commitments.</li> </ul>	

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Country	Executive summary	Commitment details
	<p><b>Monitoring and self-assessment:</b></p> <ul style="list-style-type: none"> <li>Establish a data management microsite under the auspices of the STT Technical Secretariat (Secretaría Técnica).</li> <li>Include an information bar on the microsite giving the percentage of progress in fulfilling each commitment in real time.</li> <li>Dedicate a special section on the microsite in which civil servants and nongovernmental actors can explain the importance of each commitment.</li> <li>Monitor the use of the commitment results by public, social, and private stakeholders.</li> <li>Evaluate the consequences/effects of the commitment results, based on previously defined criteria.</li> </ul> <p><b>Dissemination:</b></p> <ul style="list-style-type: none"> <li>Design an awareness-raising campaign to make people aware of the OGP: what it is, its main objectives, and its relevance.</li> </ul>	

Note: In Mexico's case, it is worth highlighting that the IRM is based exclusively on the evaluation of fulfillment and implementation of the commitments contained in the extended action plan.

Country	Executive summary	Commitment details
Panama	<p><i>The First Action Plan omitted the participation of civil society, and the commitments were defined without specific or measurable milestones. These circumstances, added to a controversial electoral process, limited compliance with the plan and its potential impact. For the next plan, it will be important to establish a participatory mechanism and define more specific initiatives that are supported by public institutions and civil society. This plan must also include other topics of vital importance for the country, such as the financing of political parties.</i></p> <p><i>Process:</i> During the elaboration and monitoring of Panama's action plan, the government failed to set up neither an interinstitutional working group nor an advisory committee. The technical team at the National Authority for Transparency and Access to Information (Autoridad Nacional de Transparencia y Acceso a la Información, or ANTAI) drafted the plan and only involved the National Authority for Government Innovation (Autoridad Nacional para la Innovación Gubernamental) in its execution. The government ignored appeals from a CSO to participate in drafting the plan. A year later, the CSO was invited for its opinion on the action plan that failed to include citizen participation. The CSO considered that it had been consulted too late; nevertheless, it subsequently submitted comments. These, however, were not taken into consideration by the authorities.</p>	<p>Level of completion:</p> <ul style="list-style-type: none"> <li>Full: 0 out of 5</li> <li>Substantial: 0 out of 5</li> <li>Limited: 5 out of 5</li> <li>Not started: 0 out of 5</li> </ul> <p>Punctuality:</p> <ul style="list-style-type: none"> <li>On schedule: 0 out of 5</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>Access to information: 4 out of 5</li> <li>Participation: 5 out of 5</li> <li>Accountability: 4 out of 5</li> <li>Technology and innovation for transparency and accountability: 5 out of 5</li> <li>Unclear: 0 out of 5</li> </ul> <p>Number of commitments that were</p> <ul style="list-style-type: none"> <li>clearly relevant to an OGP value: 5 out of 5;</li> <li>of moderate or transforming potential impact: 2 out of 5; and</li> <li>substantially or completely implemented: 0 out of 5.</li> </ul>

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<b>Panama</b>	The government's self-assessment report was published on the ANTAI website on August 8, 2014. An improvement in relation to plan development consultation is that the report was submitted for public scrutiny for a period of two weeks, although only on a website with a link to the OGP, which limited publicity or calls for review.	
<b>Findings, lessons learned, and recommendations</b>	<p>The following recommendations aim to encourage progress with Panama's commitments to the OGP and, at the same time, revisit the priorities and aspirations that Panamanian society has defined since 2007 as part of the agreements of the National Development Forum (Concertación Nacional para el Desarrollo). Representatives of the organizations that were consulted agree that the new action plan must revisit the recommendations discussed in Sections VI and VII of the current report, and that they continue to form part of the citizen agenda for transparency in public management.</p> <p>Based on the findings, and in the face of Panama's national context and its national priorities, the following five recommendations are proposed for the next action plan:</p> <ul style="list-style-type: none"> <li>▪ Create and strengthen the spaces for citizen consultation and participation.</li> <li>▪ Ensure that the Consulta Ciudadana Panamá website is operating.</li> <li>▪ Seek approval of a law that establishes transparency and accountability measures to tackle unjust wealth, which is a part of the State Justice Commission (Comisión de Estado por la Justicia) agreements.</li> <li>▪ Implement independent monitoring mechanisms on the websites of public institutions.</li> <li>▪ Drive forward legislation concerning the financing of political candidates and parties.</li> </ul>	

<b>Country</b>	<b>Executive summary</b>	<b>Commitment details</b>
<b>Paraguay</b>	<p><i>Despite the complications that arose from a controversial change of government during the implementation phase of its ambitious plan, the government did make way with some of the initiatives. The new government recently has shown interest in continuing the work on transparency and open government, thus boosting the expectations of citizens that a law on access to information will be enacted as a result.</i></p> <p><i>Process:</i> The preliminary proposal of actions prepared by the government was presented to citizens over three days when representatives from a diverse range of civil society took part. The final draft plan was one that the government had previously prepared, although the observations and proposals submitted by civil society were standardized to serve as drafting inputs for future plans. Owing to the sociopolitical issue arising from the change of government in June 2012, it has been impossible to cement the dialogue space with civil society as a permanent forum.</p> <p>Despite national elections taking place in April 2013, and the consequent government changes, the outgoing administration did publish its self-assessment report well before the deadline on August 6, 2013. It did not, however, include civil society in the self-assessment process.</p>	<p>Level of completion:</p> <ul style="list-style-type: none"> <li>▪ Full: 1 out of 15</li> <li>▪ Substantial: 4 out of 15</li> <li>▪ Limited: 3 out of 15</li> <li>▪ Not started: 7 out of 15</li> </ul> <p>Punctuality:</p> <ul style="list-style-type: none"> <li>▪ On schedule: 3 out of 15</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>▪ Access to information: 9 out of 15</li> <li>▪ Participation: 5 out of 15</li> <li>▪ Accountability: 8 out of 15</li> <li>▪ Technology and innovation for transparency and accountability: 10 out of 15</li> <li>▪ Unclear: 5 out of 15</li> </ul> <p>Number of commitments that were</p> <ul style="list-style-type: none"> <li>▪ clearly relevant to an OGP value: 10 out of 15;</li> <li>▪ of moderate or transforming potential impact: 13 out of 15;</li> <li>▪ substantially or completely implemented: 5 out of 15; and</li> <li>▪ outstanding: 3 out of 15.</li> </ul>

(Continued on the next page)

<b>Findings, lessons learned, and recommendations</b>	<ul style="list-style-type: none"> <li>▪ Form a tripartite working group comprising government civil servants, civil society, and the private sector to draft the plan, with special attention to social issues and public awareness-raising.</li> <li>▪ Focus commitments on the desired outcome, ensuring that only those commitments that fulfill the following minimum criteria are included: they should (i) relate to the achievement of open government; (ii) have a direct impact on people's quality of life; and (iii) respond directly to citizens and not concentrate solely on using outdated and inaccurate mechanisms.</li> <li>▪ Use already existing or simpler mechanisms, if and when necessary, by adding new tools to achieve objectives.</li> <li>▪ Establish a mechanism with the necessary scope and functions so that civil society can support the development and monitoring of commitments—a mechanism to be institutionalized by administrative act and which has authority over decision making and coordination of the action plan.</li> <li>▪ Define a mechanism to include departmental and municipal governments to enable the sharing of the OGP strategy in a coordinated manner.</li> </ul> <p><b>Process:</b></p> <ul style="list-style-type: none"> <li>▪ Conduct a social awareness campaign to inform citizens of the OGP and the ongoing process; allow for at least four months for the consultation process.</li> <li>▪ Open participation in the consultation process to organizations involved in transparency issues, as well as other stakeholders.</li> <li>▪ Establish clear formats and criteria in the process of proposals.</li> <li>▪ Reflect in the action plan the inputs submitted by the actors consulted and, if relevant, justify those that are excluded.</li> <li>▪ Widen the focus of the action plan beyond matters of transparency by including intersectoral collaboration and citizen participation.</li> </ul> <p><b>Monitoring and self-assessment:</b></p> <ul style="list-style-type: none"> <li>▪ Use an online data management space for the monitoring of and compliance with commitments under the auspices of the interinstitutional or tripartite working group. This tool may include an information bar that provides the percentage of progress made in real time.</li> <li>▪ Monitor the use of commitment results.</li> <li>▪ Establish procedures and their ramifications in the event of noncompliance with commitments.</li> </ul>
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Country	Executive summary	Commitment details
Peru	<i>The drafting of the First Action Plan was complex and challenging. Although there was no evidence of impact for all commitments, most demonstrated potential impact. Preliminary indications from the Second Action Plan suggest that the intention is to draft it differently, although objectives on commitments can only be achieved by government if an independent authority were in place to monitor their implementation—one that will be able to predict and address the challenges that can present themselves from certain areas of the State with regard to open government.</i>	Level of completion: <ul style="list-style-type: none"> <li>▪ Full: 3 out of 47</li> <li>▪ Substantial: 11 out of 47</li> <li>▪ Limited: 15 out of 47</li> <li>▪ Not started: 10 out of 47</li> <li>▪ Withdrawn: 2 out of 47</li> <li>▪ Unclear: 6 out of 47</li> </ul>

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<p><b>Peru</b></p>	<p><i>Process:</i> Despite not having published the time frame as agreed and not having informed those involved, the Government of Peru did conduct a sufficiently participatory consultation process. In effect, certain proposals submitted by civil society were included in the action plan.</p> <p>During the first year of the plan, the Public Management Secretariat (Secretaría de Gestión Pública, or SGP) resolved to review the 47 commitments in order to evaluate them according to indicators. Twenty-two public sector agencies participated in this process, of which nine were CSOs based in Lima (although some of these have country-wide scope), and one was a representative from the business association linked to trade. This process lasted from May to September 2012 and 16 meetings were held.</p> <p>The government's self-assessment report was originally published in draft format and it failed to take into account the regrouping of the commitments and their respective performance indicators. The final document, however, is more comprehensive and in order.</p>	<p>Punctuality:</p> <ul style="list-style-type: none"> <li>▪ On schedule: 14 out of 47</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>▪ Access to information: 24 out of 47</li> <li>▪ Participation: 14 out of 47</li> <li>▪ Accountability: 18 out of 47</li> <li>▪ Technology and innovation for transparency and accountability: 4 out of 47</li> <li>▪ Unclear: 9 out of 47</li> </ul> <p>Number of commitments that were:</p> <ul style="list-style-type: none"> <li>▪ clearly relevant to an OGP value: 38 out of 47;</li> <li>▪ of moderate or transforming potential impact: 38 out of 47;</li> <li>▪ substantially or completely implemented: 14 out of 47; and</li> <li>▪ outstanding: 11 out of 47.</li> </ul>
<p><b>Findings, lessons learned, and recommendations</b></p>	<p><b>General:</b></p> <ul style="list-style-type: none"> <li>▪ Link public information to citizen participation in important decision making at all levels of government.</li> <li>▪ SGP to evaluate each year those requests for information that have or have not been acknowledged, and align them with the requests and responses to establish whether people's needs have been adequately met (e.g., whether responses have taken into consideration multicultural factors, whether there are documents available in other languages)</li> <li>▪ Rigorously evaluate institutional strengthening and the quality of transparency instruments, and highlight issues that need to be addressed.</li> </ul> <p><b>Action plan development:</b></p> <ul style="list-style-type: none"> <li>▪ It is obvious that the current action plan document is not at a stage to be effectively monitored as part of an improvement process that incorporates the four values of open government into public management.</li> <li>▪ The plan had to go through a rationalization and reorganization process, which resulted in 12 commitments now being monitored. The challenges of this plan during its implementation and evaluation have demonstrated that, in future, its structure should be more rigorous. From this experience and from the efforts of the executive agencies, there are lessons that can be drawn.</li> <li>▪ The SGP recognized that the original commitments should be reviewed to improve the quality of the action plan. It is evident from interviews that it will be crucial for the government to consider more realistic indicators with corresponding activities in order to ensure that the new action plan has a stronger basis.</li> <li>▪ Account should be taken of the fact that there are several diverse public sector agencies responsible for managing the data that are relevant to measuring the compliance of commitments. The SGP therefore recommends a procedure so that the entities involved can coordinate, as well as create, a results review methodology. This does not exclude the different public sector agencies from adding their proposals to the plan; rather, to include them will require cooperation, monitoring, and accountability mechanisms at the intra- and inter-institutional levels, as well as with the private sector, civil society, and citizens in general.</li> <li>▪ Action plan commitments should have a perceptible effect on people's daily lives.</li> </ul>	

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<b>Findings, lessons learned, and recommendations</b>	<p><b>Monitoring implementation:</b></p> <ul style="list-style-type: none"> <li>▪ Agencies or sectors should identify the person responsible for implementing the action plan—someone sufficiently qualified. For example, with regard to citizen participation, strategies need to be analyzed and developed to effectively promote participation. These need to be reviewed for improvement. By establishing the permanent Multisectoral Commission (Comisión Multisectorial) to monitor implementation of the open government action plan will send a signal that can build confidence in the implementation process.</li> <li>▪ The Commission was created to approve the methodology and the monitoring mechanisms.</li> <li>▪ The presence of CSO representatives is important, so as to draw independent opinion.</li> </ul>
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Country	Executive summary	Commitment details
<b>Uruguay</b>	<p><i>The weaknesses detected in the early OGP process in Uruguay are being addressed as a result of civil society engagement.</i></p> <p><i>A new plan that takes into account the lessons from the First Action Plan will ensure achievement. It adopts a more strategic stance, especially with regard to the participation of citizens, and thus will potentially strengthen democracy in Uruguay.</i></p> <p><i>Process:</i> The lack of a diverse platform of opinion reflects the fact that only one CSO representative was invited to participate in the Action Plan Working Group (Grupo de Trabajo del Plan). The first version of the First Action Plan was disclosed on the websites of the Electronic Government Development Agency (Agencia para el Desarrollo del Gobierno de Gestión Electrónica, or AGESIC) and the Information and Knowledge Society (Sociedad de la Información y del Conocimiento) between March 12 and March 19, 2012. The call for recommendations, however, was not broadcast online.</p> <p>Based on the omission to seek recommendations, 32 proposals were nevertheless received, most of which were irrelevant to the action plan. While there was an announcement that a report on the comments received would be made, it went unpublished. As a result, the comments of citizens went unanswered by the consultation coordinators and by the agencies that proposed plan projects.</p> <p>During the plan's implementation phase and the self-assessment, the same issue arose. Although a coalition of three CSOs had demanded greater civil society representation—agreed by the government—only recently have institutionalized spaces been provided for CSO participation.</p>	<p>Level of completion:</p> <ul style="list-style-type: none"> <li>▪ Full: 7 out of 18</li> <li>▪ Substantial: 8 out of 18</li> <li>▪ Limited: 3 out of 18</li> <li>▪ Not started: 0 out of 18</li> </ul> <p>Punctuality</p> <ul style="list-style-type: none"> <li>▪ On schedule: 8 out of 18</li> </ul> <p>Commitment emphasis:</p> <ul style="list-style-type: none"> <li>▪ Access to information: 11 out of 18</li> <li>▪ Participation: 7 out of 18</li> <li>▪ Accountability: 5 out of 18</li> <li>▪ Technology and innovation for transparency and accountability: 12 out of 18</li> <li>▪ Unclear: 5 out of 18</li> </ul> <p>Number of commitments that were:</p> <ul style="list-style-type: none"> <li>▪ clearly relevant to an OGP value: 13 out of 18;</li> <li>▪ of moderate or transforming potential impact: 13 out of 18;</li> <li>▪ substantially or completely implemented: 15 out of 18; and</li> <li>▪ outstanding: 9 out of 18.</li> </ul>
<b>Findings, lessons learned, and recommendations</b>	<p>With regard to the Second Action Plan, the following are stakeholder priorities from interviews held:</p> <ul style="list-style-type: none"> <li>▪ Transparency and accountability: specifically, actions that relate to compliance, implementation, and to amendment of Law 18.381.</li> <li>▪ Access to public information: in particular, enable the establishment of open data standards and empower the relevant working group.</li> <li>▪ Civic demands: ensure recognition of and respond to them.</li> <li>▪ Citizen participation: specifically, approve the legal framework that guarantees and promotes the participation of citizens and that implements public management monitoring mechanisms.</li> </ul>	

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<p><b>Findings, lessons learned, and recommendations</b></p>	<p><b>Recommendations:</b></p> <p>(i) Open government plan:</p> <ul style="list-style-type: none"> <li>▪ Define more precise, measurable, and verifiable goals.</li> <li>▪ Ensure that commitments are balanced so that they cover the range of OGP values.</li> <li>▪ Adopt a more strategic view for the Second Action Plan.</li> <li>▪ Ensure that there is balance between the lead agencies and those responsible for the commitments included in the plan.</li> </ul> <p>(ii) Plan participation, consultation, and monitoring mechanisms:</p> <ul style="list-style-type: none"> <li>▪ Use mass media to inform the public about open government and the opportunity to contribute.</li> <li>▪ Develop a dissemination strategy in relation to the various stakeholders.</li> <li>▪ Create thematic working groups that involve civil society.</li> <li>▪ Appoint authorities to supervise and monitor compliance with objectives.</li> <li>▪ Create a broad platform of organizations that can be linked to open government issues.</li> </ul> <p>(iii) Plan content:</p> <ul style="list-style-type: none"> <li>▪ Access to public information: include concrete goals that will lead to the tightening of Law 18.381 in terms of compliance; strictly observe time frames and procedures; monitor the classification of information; consolidate and disseminate the competencies of the Access to Public Information Unit (Unidad de Acceso a la Información Pública, or UAIP) in terms of citizen complaints and claims; establish a consultation platform, legal advice, and support mechanisms to enable people to exercise their rights.</li> <li>▪ Participation of citizens: include ambitious goals to increase public management participation. It is vital to establish a legal framework that incorporates the perspectives of citizens in the development and implementation of commitments, as in the cases of Government Resources Planning and e-documents.</li> <li>▪ Transparency and open data: continue with the work of the Open Data Group (Grupo de Datos Abiertos), where dialogue and participation have been highly successful.</li> </ul>
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# ANNEX 5

## OPEN GOVERNMENT PARTNERSHIP: SECOND ACTION PLAN

The following questionnaire seeks information to enable a comparison of the progress made to date by countries in the Latin American and Caribbean region in their efforts to promote and implement open government strategies relating to the First Action Plan. It will help to build a matrix for comparison with the Second Action Plan to be published by the nine countries that represent open government in Latin America.

Appreciation is directed to those who are willing to take the time to respond to this questionnaire. The information provided will assist in complementing the research that has been done and will enable the measurement of progress and identification of opportunities and challenges that the issue of open government faces in the region. The findings will contribute to a study that will be published by the Economic Commission for Latin America and the Caribbean and the Inter-American Development Bank.

This questionnaire is divided into two parts:

- Questions that focus on an evaluation of the results of the First Action Plan.
- Consultations relating to the co-creation and implementation process with regard to the Second Action Plan.

A survey is also attached with space for your comments.

### ***Evaluation of results of the First Action Plan.***

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#### **First Action Plan self-assessment process and the Independent Reporting Mechanism of the Open Government Partnership.**

1. How was the First Action Plan self-assessment process carried out? Which methodology, approach, or tool was used in its development?

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5. Co-creation and development of the Second Action Plan:

a. During the development phase of the Second Action Plan, was the idea considered to include other State powers (e.g., Judicial Branch, Legislative Branch), organizations (e.g., private sector, academia), or levels of subnational government in the consultative process? Was there any consideration to include specific commitments? Please comment.

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b. With regard to the government unit responsible for the coordination and supervision of the First Action Plan's implementation, was a new unit/institution/team created or was the existing one maintained? Please comment in detail, if relevant.

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c. In your opinion, what capacities (e.g., material, human, financial, technical) are required to make the process effective?

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6. Complete the following SWOT matrix, according to your experience with regard to the co-creation and implementation of your country's new open government action plan (please provide at least two comments per item).

	Strengths	Weaknesses
<b>Internal analysis</b>	1.	1.
	2.	2.

External analysis	Opportunities	Challenges
	1.	1.
2.	2.	

**Short answers.**

7. List the three factors that in your opinion determine the success or failure of open government initiatives.

- I. \_\_\_\_\_
- II. \_\_\_\_\_
- III. \_\_\_\_\_

8. In your opinion, what could international organizations do to strengthen open government policies in your country?

- I. \_\_\_\_\_
- II. \_\_\_\_\_
- III. \_\_\_\_\_

9. Regarding the Second Action Plan development process, mark with an “x” where relevant:

<b>Process</b>	<b>Yes</b>	<b>No</b>
Before the co-creation process began, was a detailed time frame of proposed activities published and monitored?		
During the co-creation process, were reports on the progress, according to the detailed time frame of the proposed activities, published?		
Were public awareness-raising activities carried out?		
Was an online consultation process conducted?		
Was an in-person consultation process held?		
Following the co-creation process, was a summary of comments and feedback made and published?		

Additional comments:

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**Implementation**

	Yes	No
Is there a regular forum that permits constant dialogue with stakeholders in civil society?		

Is there another mechanism to supervise and monitor the implementation of action plan commitments?  
Comment.

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**Budget**

	Yes	No
Was there a separate budget for the implementation of commitments?		
Are financial resources available from existing national budget items?		
Is reimbursable or non-reimbursable funding received from multilateral organizations and/or international development agencies?		

If the answer is yes, which multilateral agencies have provided assistance?

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**Thank you for your contribution.**



# ANNEX 6

## INDIVIDUALS RESPONSIBLE FOR OPEN GOVERNMENT POLICIES, WHO RESPONDED TO THE QUESTIONNAIRE FOR THIS STUDY

Country	Name	Position/Responsible authority
Argentina	Camila Chirino	Ex-Advisor to the Undersecretariat of Management Technologies (Subsecretaría de Tecnologías de Gestión) Chief of the Cabinet Office (Jefatura de Gabinete).
Brazil	Roberta Solís Ribeiro	Chief Advisor for International Affairs (Asesora en Jefe de Asuntos Internacionales), Comptroller General of the Union (Contraloría General de la Unión).
Chile	Rodrigo Mora Ortega	Executive Secretary, Probity and Transparency Commission (Comisión de Probidad y Transparencia), General Secretariat Ministry of the Presidency (Ministerio Secretaría General de la Presidencia).
Colombia	Camilo Alberto Enciso Vanegas	Secretary for Transparency (Secretario de Transparencia), Presidency of the Republic
Costa Rica	Ana Gabriel Zúñiga Aponte	Vice-Minister of the Presidency for Political Affairs and Citizen Dialogue (Asuntos Políticos y Diálogo Ciudadano).
Dominican Republic	Miguel Suazo	Executive Director, General Directorate for Government Ethics and Integrity (Dirección General de Ética e Integridad Gubernamental).
El Salvador	Luis Alonso Cruz Aguilar	Advisor to the Directorate of Institutional Transparency (Dirección de Transparencia Institucional) at the Undersecretariat for Transparency and Anticorruption (Subsecretaría de Transparencia y Anticorrupción).
Guatemala	Karen Pineda Moran Zaira Mejía	Ex-Commissioner for Transparency and Electronic Government (Comisionada de Transparencia y Gobierno Electrónico). Ex-Director of Transparency Initiatives (Iniciativas de Transparencia), Presidential Commission of Transparency and Electronic Government.
Honduras	Renán Sagastume	Director of the Presidential Directorate for Transparency (Dirección Presidencial de Transparencia).
Mexico	Guillermo Ruiz de Teresa	Director General of Citizen Participation (Participación Ciudadana). Coordinator of the National Digital Strategy (Estrategia Digital Nacional), Presidency of the Republic.
Panama	Angélica Maytín Justiniani Aída Martínez	Director of the National Authority for Transparency and Access to Information (Autoridad Nacional de Transparencia y Acceso a la Información). Legal Advisor, Office of International Technical Cooperation (Oficina de Cooperación Técnica Internacional)
Paraguay	Jorge Galeano Paredes	Open Government Unit (Unidad de Gobierno Abierto) of the Technical Planning Secretariat (Secretaría Técnica de Planificación).
Peru	Sara Arobes Escobar	Public Management Secretariat (Secretaría de Gestión Pública), Presidency of the Council of Ministers (Presidencia of the Consejo de Ministros).
Uruguay	Cristina Zubillaga Virginia Pardo	Ex-Deputy Executive Director of the Electronic Government Agency for Public Knowledge (Agencia de Gobierno electrónico y Sociedad de la Información y del Conocimiento). Director of the Electronic Government Agency for Public Knowledge (Agencia de Gobierno electrónico y Sociedad de la Información y del Conocimiento).

