IMPACT OF OPEN GOVERNMENT ON PUBLIC SECTOR MODERNIZATION POLICIES

EIGHT CASE STUDIES FROM EU COUNTRIES

TRANSPARENCY
INTERNATIONAL
ITALIA
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Written by:
Davide Del Monte
Ernesto Belisario
Andrea Menapace
Guido Romeo
Lorenzo Segato

INTRODUCTION

THE CONCEPT OF OPEN GOVERNMENT

The term "open government " refers to a concept of governance at central and local levels, based on models, tools and technologies that **enable the government to be open and transparent**.

In particular, the Open Government requires that all the activities and the information created or managed by the public sector administrations should be open and available, in order to facilitate effectiveness of the decisions and to ensure the social control of citizens, journalists and civic organisations regarding the acts and decisions of the administrators.

The Open Government, therefore, is a model of government that calls the authorities and public institutions to redesign the way they operate and take decisions, particularly for what concern the participation of the civil society and citizens into these procedures.
An "open model" in central and local government is indeed characterized by forms of discussion and collaboration with citizens, as well as measures of communication open and transparent to the local community.

Institutions and administration should empathize the communication and the collaboration with the public, the dialogue and the confrontation with the private sector. The engagement of these stakeholders in the decision-making process is the best way in order to comply with the actual needs and requirements of local communities.

On December 8, 2009, the White House issued an unprecedented Open Government Directive requiring federal agencies to take immediate, specific steps to achieve key milestones in transparency, participation, and collaboration. Agencies have set forth those steps in biennial Open Government Plans available on each agency's Open Government website.

In 2011, the US Administration expanded its support of open government efforts when President Obama launched the Open Government Partnership at the UN General Assembly meeting with seven other heads of state. U.S. efforts with the Open Government Partnership are set forth in biennial Open Government National Action Plans that detail specific and measurable open government commitments.

THE OPEN GOVERNMENT PARTNERSHIP

The Open Government Partnership is a multilateral initiative that aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance.

In the spirit of multi-stakeholder collaboration, OGP is overseen by a Steering Committee including representatives of governments and civil society organizations.

To become a member of OGP, participating countries must endorse a high-level Open Government Declaration, deliver a country action plan developed with public consultation, and commit to independent reporting on their progress going forward.
The Open Government Partnership formally launched on September 20, 2011, when the 8 founding governments (Brazil, Indonesia, Mexico, Norway, the Philippines, South Africa, the United Kingdom and the United States) endorsed the Open Government Declaration, and announced their country action plans. In just three years, OGP has welcomed the commitment of 57 additional governments to join the Partnership. In total, OGP participating countries have made over 1,000 commitments to make their governments more open and accountable.

FOIA – FREEDOM OF INFORMATION ACT

The Freedom of Information Act (FOIA) is a law issued in the US July 4, 1966 during the tenure of President Lyndon B. Johnson.

The law requires the government a set of rules to allow anyone to know how to work the federal government, including the full or partial access to classified documents.

The Freedom of Information Act opened to citizens the archives of the US government and many confidential documents covered by state secrecy. The measure is an important point that guarantees the transparency and accountability of public administration to the citizen and the freedom of the press.

Having access to the information created and collected by governments and public administrations - in the name of the citizens and with resources of citizens - is not only a requirement of journalists, lobbyists and experts, it should be a proper universal right, as recognized by the European Court for Human Rights too, which is the foundation for a full and aware participation as citizens in the democratic arena.

PUBLIC SECTOR MODERNIZATION

The modernization of public institutions and administrations passes through the application of innovative tools and policies, in order to achieve a higher level of efficiency, more transparency, total openness and better standards of participation.

Efficiency, thanks to the reorganization of procedures and staff competences and duties should lead to a reduction of costs of the services delivered by the public sector.

Transparency and accountability, as demonstrated by several studies, create an environment in which integrity and ethic are more diffused and accepted. This means less corruption and an increase in trust in the institutions by citizens.

Openness makes the public sector ready to share all the information created and collected internally with external parties and individuals: associations, journalists, private companies, etc. This means that all these external entities can monitor what the administrations are doing and how, and above all that every citizen or company can use these information for providing new services or start new businesses.

Participation, finally, is the core value that should redefine the way public administrations and institutions take their decisions: the engagement of all the stakeholders (citizens, companies, associations, other public administrations involved) is essential in order to create the conditions for addressing the real needs local communities and for finding the best solutions.
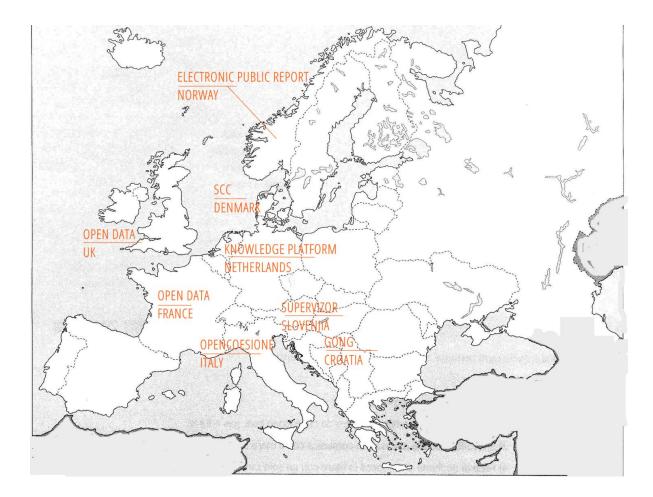
METHODOLOGY OF THE ANALYSIS

In order to better understand how open government policies and tools can support the modernization of public sectors in the EU, a group of experts with different competences and field of specific expertise has been created.

The group of expert, coordinated by Transparency International Italia is composed by:

- Davide Del Monte, Executive Director of Transparency International Italia
- Ernesto Belisario, Lawyer, administrative law
- Andrea Menapace, National Researcher for IRM @ Opengovernment Partnership
- Guido Romeo, Data & Business editor at Wired Italy
- Lorenzo Segato, Director of Research Center on Security and Crime

At first, the experts identified two or three case studies each, and then they selected the eight cases for this study, differing for the cultural, political and geographical contexts.

The eight selected cases were then analysed in their four dimensions:

- Citizen inclusion and participation
- Production of innovative services and open data
- Transparency Accountability
- Economic efficacy

The research was conducted through a desk review of documents, information, web sites, reports related to the cases and by direct interviews with other experts and, where possible, with directors or personnel of the eight cases.

After the analysis, the group of five experts evaluated all the cases in each of their dimensions with a blind vote from 1 to 5, depending on the impact on the modernization of the administration.

The final score tells how the case had an impact on the modernization of the administrations.

SUMMARY

The eight cases analysed in the report, show a general positive impact in relation to transparency and participation skills of the Public Sector.
It is more difficult to find strong evidences of economic impact on the public sector or of an improved collaboration with other sectors (CSOs and private).

A part from two cases (Statutory Elected Senior Citizens and Knowledge Platform), all the other cases showed a **high impact on transparency and accountability of the Public Sector**. This is more evident in Countries that introduced Freedom of Information Acts or specific laws on the access to information, as in Norway (4,2), Croatia (3,8) and Slovenia (3,8).

The impact of the eight cases is considerably high also for what concern participation: it is interesting to see how the highest impact (4,4) is related to a case, the Statutory elected senior citizens' council in Denmark, that has nothing to do with technology and innovative tools, but is more related to "classic" good practices of social inclusion and democratic participation. Other positive cases come from France (3,8) and Netherlands (3,8) and they are based on innovative technologies: the first case is a new open data portal, that allow not only the access but that also promote an active role of citizens and companies; the second one is a web platform able to improve the knowledge sharing about complex issues thanks to the voluntary participation of experts.

The economic impact seems to be still lower than what theoretically expected, but it also depends by the very few data available to evaluate it. The best case analysed resulted the NHS Whistleblowing Helpline in UK (3,2) because it directly addresses the problem of mismanagement and corruption in the public sector. Despite the lack of sound data, is predictable that in a short / medium period the other cases that enhance higher transparency and accountability will be able to show a higher economic impact too.

Finally, the coproduction of service seems to be the weaker dimension for now. The French open data portal is the only case that cored more than 3, but there are several promising practices such as the Italian website Opencoesione, on which is possible for citizens and especially journalist to monitor all the expenses related to European projects.

Impact evaluation: votes from 1 to 5

CASE STUDY	participation	coproduction	transparency	economic
Electronic Public Record (OEP)	3,2	2,2	4,2	2,8
Supervizor	2,4	2,4	3,8	2,6
NHS Whistleblowing Helpline	3,6	2,4	3,6	3,2
Opencoesione	3	2,6	3,6	2,4
Gong	3,2	2,6	3,8	2,2
Knowvledge Platform	3,8	2,8	2,6	2,4
Data.gouv.fr	3,8	3,4	3,6	3,4
Statutory elected senior citizens' council	4,4	2,8	2,8	2,8

KEY POINTS

The growth of Open Government initiatives has a promising potential in the modernisation of the Public sector, in terms of enhancing the quality of public services, the participation of citizens, the support to economic development, and a more efficient public spending. Many studies support the potential impact of such initiatives, but few analyses have been carried out until now to measure the impact in practice.

It must be said that due to the only recent enforcement of Open Government tools and policies is still difficult to evaluate their real impact on a long period base: most of the cases analysed started only few years ago, but numbers show an increasing impact in this short time framework.

GENERAL IMPACT

Category	Value
PARTICIPATION	68,5
COPRODUCTION	53
TRANSPARENCY	70
ECONOMIC	54,5

CITIZENS INCLUSION AND PARTICIPATION
The experiences analysed show increasing numbers of passive or active[1] engagement of the civil society in the initiatives.
Participation is stronger when:
a) The civil society is promoting the initiative (Gong);
b) Civil society is directly involved in decision-making or creative processes (CCS or Data.gouv.fr) and not only as beneficiary of the initiative. Individuals seldom participate directly, unless they are qualified or skilled, but are engaged mainly through intermediary organisations.

Interests of doing business (rarely), public information, communication and civic engagement (more often), move these organisations. The role of intermediaries poses some ethical bias, as they can drive the offer and the demand of open government. Participation is weaker where pulled by the Public sector, in particular after the end of initial momentum of support. The limits of participation, apart from the digital divide, can be found in the lack of literacy skills, the quality and the granularity of data available that reduce the interest of re-use.
One case focuses on the inclusion of a specific target of people (CCS), in another case groups of citizens have been trained to become proactive (Gong), other initiatives are directed generally to the public.

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1   Passive means access to the information, active means some action: reuse, analysis, contribution.

PRODUCTION OF INNOVATIVE SERVICES AND OPEN DATA

The production of innovative services is inherent in open government initiatives, whether as direct output or as indirect outcome. Services are mainly funded with public resources, or by private donors, while crowd-sourcing has a limited impact in the production. **The innovative services analysed were aimed at opening information (France, Norway, Slovenia, and Italy), at monitoring the public sector's activities (Slovenia and Croatia), or at the active contribution to the decision making process (United Kingdom, Denmark, and The Netherlands).**

The potential production of other initiatives, in particular deriving from the re-use of opening information, remains unexpressed, and its effectiveness should be compared with the investments required for opening information. Such potential however is limited to small groups of subjects (profit or no profit organisations and firms) with sufficient ICT skills.

TRANSPARENCY AND ACCOUNTABILITY

Open Government initiatives aimed at opening information and at increasing transparency and accountability of the Public Sector.

In particular, **public managers and civil servants perceive that openness as a key point for increasing the trust of the citizens and the quality of the democracy**. Transparency is more related to the attitude of the public sector to disclose and give evidence about its decision-making processes.

Accountability lies on transparency and on the interest and capacity of the civil society to use open information for monitoring PS' activity. The openness of information requires to be accurate, complete, and of quality, for ensuring the civil society the full potential for an effective monitoring and consequent accountability. Accountability requires the active engagement of the civil society and the citizens, which seem somehow reluctant (e.g. whistle-blowing).

ECONOMIC EFFICACY

The economic impact of open government is hardly measurable. One of the cases report the start-up of innovative businesses, in particular in the field of geographic or environmental open data. The initiatives focussed on the opening of information can have a positive impact on the reduction of administrative burden for privates to get public sector information.

The cases of active monitoring can help in detecting improper use of public funding, although evidence is very limited, but can be effective also in the prevention of illicit use of public resources, as civil servants can perceive to be under control. Open Government initiatives that require an active participation have an impact in processes of reallocation or of a more efficient use of public sector budget, in particular when cuts are envisaged.

CONCLUSIONS

The case studies show **Countries' commitment to transparency and openness, and a growing engagement from the civil society in the different countries**.

The process of modernisation of the government analysed in the cases studies presents different levels of opening information, monitoring activities, active participation. In any case, modernisation must reduce the administrative burdens and simplify the access to information. ICT, ICT-related skills, public commitment and civic sense are drivers of the open and collaborative government, but several challenges must be accounted. The impact of modernisation of the government is not easily measurable, and it should include a cost-benefit analysis of the start-up investments required. Sustainability of initiatives deriving from, or funded by, the Public Sector, is an issue.

1. Electronic Public Record (OEP)| NORWAY

BRIEF DESCRIPTION

The 'Electronic Public Records' (OEP) is the central access point (http://www.oep.no) for government information launched in 2010 by Norway as part of the Norwegian Government's commitment to greater openness and transparency by empowering the right to access to information recognised by the Norwegian Freedom of Information Act.

Government agencies use OEP to upload their respective public records in a searchable common database based on open source components, following a standard entry format. OEP does not store documents in its database, but rather stores record entry data for each document included in the archive system. OEP provides the information requested through a common user interface (www.oep.no).

Each government agency is responsible for processing requests for documents entered via OEP. The agency contacts the user directly. Users can also contact the listed authority directly in case they need more information about a specific document or case.
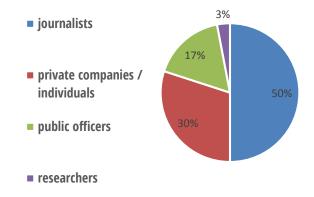At present, OEP is available in Norwegian, Sami, and English.

Personal names are not searchable as a criteria 12 months after import to the electronic public records. According to data provided by the Norwegian Agency for Public Management and eGovernment[2] approximately 20 per cent of the data in OEP contains personal information related to individuals.

The OEP only contains documents dated after May 2010 while older records are accessible via a parallel system. **By the end of 2012, the new OEP contained over five million registry entries published by 105 government agencies, processing about 20,000 information requests a month.**

IMPACT ANALYSIS

PARTICIPATION

The 2011 survey shows that about **50 per cent of the users are journalists**, and the rest is divided in citizens and private sector 30 (per cent), public servants (17 per cent), and researches (3 per cent).

- journalists
- private companies / individuals
- public officers
- researchers

3%
17%
50%
30%

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2   online interview with OEP manager Jon Håkon Odd, Senior Adviser, Department for Digital Governance - Agency for Public Management and eGovernment (Norway). 13.11.2014

Of all users 86 per cent declared that OEP makes it easier to obtain access to public documents than before. 116 public agencies are obliged to use the OEP to publicise their records and to handle FOIA-requests. There has also been a study targeted to top-level management of the public agencies. 92 per cent reports that they get more requests than before OEP. 77,5 per cent reports that their documents are more visible to the media and general public, and 94 per cent report that they feel that the entity contributes positively to a more open government and democratic society by being part of the OEP.

TRANSPARENCY AND ACCOUNTABILITY

The number of **information requests to the Ministries has increased by 400 per cent since OEP launch in 2010**, which gives an indication that the OEP is a successful tool for the transparency. According to the statement of the OEP manager interviewed, the data is in an open format, but not available for the general public as open data for privacy matters. Approximately 20 per cent of the data in OEP contains personal information related to individuals. However, open formats are a necessity for the OEP to function. **The format used to upload data in the OEP is the NOARK Standard (Norwegian Archives Standard) which requires government agencies to register documents according to a defined set of metadata that identify the office and individual responsible for handling a given document and linking incoming and outgoing documents**. This allows to trace actions by public bodies and deters alteration of the documents.

According to Dr Anne Thurston, International Director at International Records Management Trust: "The Government is considering the possibility of providing direct access to full text documents through the OEP to make administration more open and transparent and enable government agencies to work more efficiently. There is significant potential for linking records to data to support data traceability and enable reliable Open Data"[3].
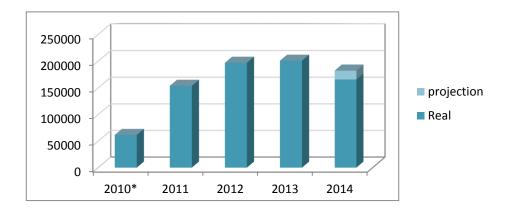
ECONOMIC IMPACT

There is a general consensus that OEP contributes to the high information integrity standard that Norway has committed itself to. The Ministry of Justice's evaluation of the Freedom of Information Act is currently conducting an evaluation that will be concluded in 2015. Given the increasing difficulty to protect information integrity in the digital environment the regulatory framework put in place by Norway has **reduced the costs of providing access to information to an increasing number of users**.

Data provided by the OEP manager Jon Håkon Odd, Senior Adviser, Department for Digital Governance - Agency for Public Management and eGovernment (Norway) on the 13th of November 2014:

- 2010: 61 476 requests (May-Dec)
- 2011: 153 822 requests
- 2012: 196 884 requests
- 2013: 200 755 requests
- 2014: 165 671 requests (Jan-Oct)

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[3] http://www.opengovpartnership.org/blog/dr-anne-thurston/2013/10/15/openness-and-information-integrity-norway
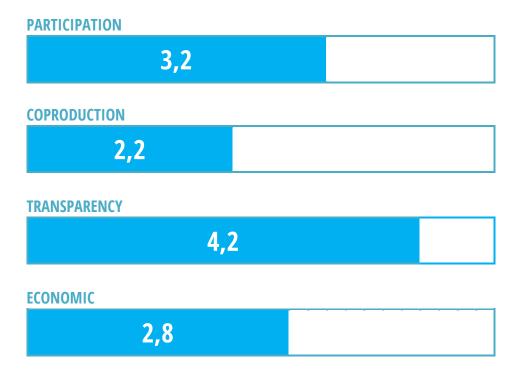
Reports available from some of the entities that use OEP estimate the number of requests granted to be between 76-79 per cent.

CONCLUSION

OEP shows that Norway's commitment to transparency and openness is rooted in a long history of information integrity. Its leading edge framework of controls are considered among the most advanced in the world and thanks to its open source nature it can be adapted and applied to different needs and contexts.

According to Dr Anne Thurston, International Director at International Records Management Trust, "Norway's leading edge approach to information integrity is achieved through a powerful combination of interconnected laws, standards, well-defined metadata architectures and technology systems. [...] Norway's Constitution, National Archives Act and national record-keeping standard, and Freedom of Information Act work together to provide the basis for Norway's unique and powerful approach to high quality open information"[4].

PARTICIPATION

3,2	

COPRODUCTION

2,2	

TRANSPARENCY

4,2	

ECONOMIC

2,8	

4   http://www.opengovpartnership.org/blog/dr-anne-thurston/2013/10/15/openness-and-information-integrity-norway

2. Supervizor | SLOVENIA

BRIEF DESCRIPTION OF THE CASE STUDY

Supervizor is a Slovenian online application that provides information to users on business transactions of the public sector bodies – direct and indirect budget users (bodies of the legislative, judicial and executive branch, autonomous and independent state bodies, local communities and their parts with legal personality, public institutes, public funds, public agencies etc.).

The Supervizor is a project, conceptually designed and prepared by the Commission for the Prevention of Corruption of the Republic of Slovenia in cooperation with an independent expert and assistance of other bodies which provided the relevant data and cooperated in its presentation and interpretation (the Slovenian Ministry of finance, the Public Payments Administration of the Republic of Slovenia - UJP, the Agency of the Republic of Slovenia for Public Legal Records and Related Services - AJPES).

The application indicates contracting parties, the largest recipients of funds, related legal entities, date and amount of transactions and purpose of money transfers. It also enables presentation of data using graphs as well as printouts for specified periods of time and other. The Supervizor represents an important step towards a more transparent state operations and will be further upgraded and improved by the Commission in cooperation with other bodies. The application enables insight in financial flows among the public and the private sector not only to the public, the media and the profession, but also to other regulatory and supervizory bodies. At the same time it implements the primary purpose of the Commission s mission: strenghtening the rule of law, integrity and transparency and mitigation of corruption risks and conflicts of interest.

Transparency of financial flows among the public and the private sector achieved through this application increases the level of responsibilities of public office holders for effective and efficient use of public finance, facilitates debate on adopted and planned investments and projects as well as decreases risks for illicit management, abuse of functions, and above all, limits systemic corruption, unfair competitiveness and clientage in public procurement procedures.

IMPACT

PARTICIPATION

According Barbara Škrinjar - Senior Public Relations Officer of the Commission for the Prevention of Corruption, Republic of Slovenia – it is difficult to estimate impact of such project.
The application received **approximately 2 million hits on the first day and is still receiving approximately 50,000 hits daily**. The application is used by the general public, journalists, supervisory and law enforcement agencies (Police, Court of Audit, Budget Supervision Office, local communities' supervisory boards etc.).

It is also possible to note that reports of suspicions of corruption made to the Commission or Police are now better founded.
The trend of incoming cases is on a rise (in 2013 the Commission received 90 reports more than the year before and in 2012 the Commission 419 reports more than the year before); the same applies to requests for legal opinions, advice, trainings and educational courses.

CO-PRODUCTION OF SERVICE

Supervizor uses the internal knowledge and work of employees of the Commission who did not work exclusively on Supervizor, so it is a bit difficult to estimate invested time. Financially **the most expensive part of the project is the infrastructure**. The application needs its own server for database and the application itself and it needs a good and reliable internet connection. All (except one) data sources are made available to the Commission free of charge under agreements the Commission concluded with respective authorities.

TRANSPARENCY AND ACCOUNTABILITY

One of information the **Supervizor exposes are payments of public sector entities to private sector tax debtors**. Some private sector entities make business with public sector and they still do not pay taxes on time. It shows efficiency of Tax Administration in collecting taxes. Since we publish this information the tax debt of entities, dealing with public sector significantly decreased.

The information displayed in Supervizor (financial information) was public even before Supervizor's existence. Some of the information was available through different online application others were available on demand (through Public Information Act requests).
Supervizor made it simpler to get all these information. Media stories are now more accurate, journalists can get information they need faster and they can ask better questions.

Reporting person can now check their facts before submitting the report to the authorities. Authorities now have a tool that enables them to get accurate information faster and can do more investigations in shorter time. Before Supervisor they would need to send multiple requests for information to different authorities, now they can check it online. The data in Supervisor is accurate – it is directly imported from databases of respective authorities such as Public Payments Administration, Ministry of Finance or Agency of the Republic of Slovenia for Public Legal Records and Related Services (which maintains e.g. Business Register).

ECONOMIC

Supervizor displays among other things data on public procurement procedures and actual payments made for those procurements.
The impact of the project on economics is low – but potentially promising, in particular if accompanied with a growing monitoring and accountability activity from the civil society.

Making this information easily publicly available hopefully makes procurement procedures more competitive and prices lower in a long term.

CONCLUSION

Supervizor has an encouraging impact on transparency and accountability in the Slovenian public budgeting system largely.
It is important to note that - after launching the application - have steadily increased:
- New reports of suspicions of corrupt practices
- Requests from public and private sector entities for educational courses and trainings
- Requests for public information.

At the moment, the impact is still low on participation and economic system.

PARTICIPATION

2,4

COPRODUCTION

2,4

TRANSPARENCY

3,8

ECONOMIC

3,6

3. NHS Whistleblowing Helpline | UNITED KINGDOM

BRIEF DESCRIPTION

The Whistleblowing Helpline provides **free, confidential and independent advice for people who witness wrong doing at work** but are not sure whether or how to raise their concern. Once the Helpline receives a call, trained advisors listen to the caller and offer advice and guidance on the whistleblowing process. Where appropriate, they may signpost the caller back to the right department of their own organization or on to the Care Quality Commission (the principal regulator in the sector), or alternatively escalate the query to the Policy Manager or the legal team if the query is complex. It is important to realize that the Helpline is not a disclosure line to report risks or wrongdoing, it **advises individuals, managers and employers on the whistleblowing process in line with the Public Interest Disclosure Act 1998**.

 The service provide support in the following fields:
- Free, confidential advice to NHS and Social Care staff that witness wrongdoing and are unsure whether or how to raise their concern.
- Advice and support to managers or those responsible for matters of policy development and best practice within the health and social care market.
- Assistance with developing and embedding whistleblowing procedures.
- Assistance with whistleblowing policy review and development.
- Advice on how to respond to whistleblowing concerns that have been raised.
- Please note the Whistleblowing Helpline provides free advice and guidance, but it is not a disclosure line and callers cannot be represented. We only provide independent advice and guidance to NHS and the social care sector.

As part of the service provided the **Whistleblowing Helpline also maintain and update an official website that provides online information** for customers. Over the past 2 years the website has been developed and is now an informative and easy to use site for both employees and employers that allow them to use the site to find information and latest news on whistleblowing.

IMPACT ANALYSIS

PARTICIPATION

The service itself is naturally based on the participation of staff of the national healthcare services, without which it would be useless.

 As from the last report published by the NHS Whistleblowing Helpline in September 2014[5], a total of 3.349 costumers contacted the service since January 2012.

Apart from the first quarter of 2012 (when the service was launched) the Whistleblowing Helpline has seen a rise in customer contacts across the 2 years and a significant increase in the number of email contacts being received.

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[5] Whistleblowing Helpline – Advice & Information

N. Customer Contacts

Q1 2012	Q2 2012	Q3 2012	Q4 2012	Q1 2013	Q2 2013	Q3 2013	Q4 2013	Q1 2014	Q2 2014	Q3 2014	
484	249	243	230	301	316	293	263	308	315	347	

Looking at the details about the calls, it is clear that the service has been approached primarily by NHS staff members.

	Staff	Employer	Other
	~1750	~200	~250

CO-PRODUCTION OF SERVICE

The **Whistleblowing Helpline Service for Health and Social Care** was launched in December 2011 by Mencap thanks to a successful tender with the **Department of Health**.

NHS Whistleblowing Helpline launched a specific campaign on January 2013 with the long-term aim to create an environment which **encourages staff to openly discuss concerns and reflect on practices**, without feeling that they will suffer bad treatment for doing so or that their concerns won't be acted upon.

TRANSPARENCY AND ACCOUNTABILITY

A number of NHS Trusts are already taking their own action to update and improve their policies and practices regarding whistleblowing. Sheffield Teaching Hospitals have produced their own posters to encourage staff to raise concerns; York Teaching Hospital are starting a process of involving staff and trade unions in looking at whistleblowing as part of staff engagement. Colchester General and Essex County hospitals have introduced a hotline which staff can ring to raise concerns and Bolton have revised their policy so that an HR professional is give ongoing responsibility for looking after the safety of whistleblowers.

ECONOMIC

It is not possible to estimate the savings that NHS could make thanks to the Whistleblowing Helpline, but it must be considered not only the direct impact of the service.

Anyway, according to a study of the Association of Certified Fraud Examiners (ACFE), 40% of incidents of fraud are discovered by reports by staff or private individuals working into the company.

CONCLUSION

The evidence of the positive impact of the NHS Whistleblowing Helpline is in the nearly 3.500 contacts that the service had in less than three years.
Even if not all of these calls are from whistleblowers or about real corruption cases or illicit, the Helpline is a strong leverage for raising or restoring the trust of the staff of the public sector.

More than direct money saving, trust and confidence of workers and clients/users of the service are essential to its functioning.

As outlined by Taryn Vian, associate Professor of Global Health at Boston University School of Public Health, where she teaches courses in management, finance, and prevention of corruption in health programs: "It has been shown that there is a close correlation between the lack of confidence of workers towards their superiors and the incidence of inappropriate behavior in the environment work. Therefore, it is very important for leaders to message about ethical behavior and fairness in dealing with employees".

PARTICIPATION

3,6

COPRODUCTION

2,4

TRANSPARENCY

3,6

ECONOMIC

3,2

4. OpenCoesione | ITALY

BRIEF DESCRIPTION

Launched in 2011, "OpenCoesione" is a 3 years project for "the transparency and the participation of citizens on the implementation of cohesion policies",6 financed with 1 Mln € of Structural Funds7 (CUP: B52E12000040003). The project includes the publication of a data store of the projects financed in Italy with structural funds, the release of a web portal (http://OpenCoesione.gov.it/), the setting up of a network for the enhancement of the quality of data, the promotion of an open government strategy. The initiative was launched by the Department of Economic Development (DPS),8 with the support of a Scientific Committee. The activities are carried out partly internal staff, in part by external consultants and public and private companies, such as Studiare Sviluppo srl, Depp srl.

To date, the data store contains data on more than 800.000 projects, for a potential monitoring of investment of 80 Bln €, and payments of 32 Bln €. Data on the ongoing projects are collected by the Central Monitoring System managed by the General State Accounting Department (Ragioneria Generale dello Stato). The web portal contains information about any single project carried out to implement cohesion policy, and more specifically: funds used, places and categories, subjects involved and implementation timeframes. Data are released under the CC-BYSA 3.0 Licence. The network (Gruppo Tecnico su qualità e trasparenza dei dati) involves many other public administrations. OpenCoesione aims at addressing anyone interested in the use of structural funds, regardless the technical skills in the use of OD.
The objective is to enable everyone to (get to) know and follow Cohesion Policy as well as to evaluate the allocation (itemised by issue and territory) of available resources and projects' implementation progress.

Open Coesione's staff has launched two spin off initiatives: A scuola di Open Coesione and Monithon. The first project has been financed by DPS and the Ministry for Education (MIUR) aims at promoting participative literacy.

The second one was born as a civic initiative, but some of its promoters are cooperating with the Government.9 Monithon (a mix of Monitoring and Marathon) is an innovative project aimed at covering the "last mile" between the open data on structural funds and the practical impact on the ground. Citizens are invited to monitor the projects and to report the state-of the art. Moniton was launched within the Spaghetti Open Data Community, and developed in close cooperation with OpenCoesione. Indeed, some of the pictures are the same in the different websites (e.g. the picture of a classroom lecture of A Scuola di OpenCoesione in Trento is present both websites)

IMPACT ANALYSIS

PARTICIPATION

The impact of OpenCoesione on participation should distinguish between citizens, individually or structured within civil society organisations, and open data experts (including journalists). The impact on participation is low – but potentially promising – on the first group, higher on the second.

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6   http://www.dps.tesoro.it/QSN/Pon_governance/qsn_pongat_open_coesione.asp
7   The project has been financed with 1 Mln € under the operating objective 1.4 of the PON Governance (CCI: 2007IT161PO003), namely the Programma Operativo Nazionale - governance e assistenza tecnica - obiettivo convergenza, FESR, 2007 - 2013
8   http://www.dps.gov.it/it/index.html
9   Monithon was presented together with OpenCoesione and A scuola di OpenCoesione, as the initiative of the Department of the Public Function at the Open Government Award 2014. One of the promoters of Monithon is member of the Scientific Technical Committee of OpenCoesione. Source: http://www.monithon.it/blog/2014/05/23/monithon-candidata-italiana-allogp-award-si-vota-entro-il-28-maggio/

OpenCoesione is aimed at promoting transparency, as a basis for participation and engagement of citizens and, following, more accountability of the beneficiaries of the Funds. Participation is difficult to measure, as the website doesn't report the number of accesses to the portal, nor the download of the databases. This information should be made clear. A section (Participation and reuse)[10] of the portal links to two major initiatives of reuse ("A Scuola di OpenCoesione" and "Monithon"), and presents 12 meaningful examples.

No figures are available on the number of contributors and cases of reuse of OpenCoesione's data. However, the participation in this section appears to be scarce. This part of the project is still under development, one of the interviewed said, partly because of the need of data literacy skills, partly because of the quality of the data available. Furthermore, participation is limited by the nature of the information available: the level of granularity is not enough fine to help people interested in specific cases, but it allows only general monitoring activity.

The most relevant initiatives are participated by the second group of people, with specific competencies, sometimes representatives of the civil society but also often engaged by the Public Sector in many of the open government initiatives. According to one of those opinion leaders, "a lot of people in Italy are interested in understanding better how our PA works, and how to improve it. These people, called "civic hackers", are ready to offer their talent to understand data and develop useful projects, like Open Parlamento, Openbilancio, Confiscatibene, or Monithon".[11] It seems that this group of skilled people is rather small in Italy. In the recent Open Government Award 2014, Italian candidate "Monithon + OpenCoesione" ranked 1st in terms of partnership's credibility.[12]

A scuola di OpenCoesione, **launched in 2013, has been tested in 7 schools, and the project has been now enlarged to 100 schools**. According to the *A scuola di OpenCoesione* website, many other schools requested to host the project, providing financial resources for that.

Despite there is no evidence that the 7 experiences are still active (twitter accounts are almost silent and the webpages report no news), the project has trained dozens of students to the concepts of open data, data journalism, civic monitoring, project management, storytelling, digital skills.

Monithon is a more participated initiative. **Since April 2013, 55 reports has been uploaded and approved, 15 during the "National Monitoring Marathon" of February 22, 2014 organized as part of the International Open Data Day**. In the past month no report has been uploaded. The website reports the i**nvolvement of around 500 people in one year, with an average of 10 people per report**.
In the OG Award 2014, **"Monithon + OpenCoesione" ranked 10th in terms of width of participants**.

CO-PRODUCTION OF SERVICE

The impact of OpenCoesione on co-production of services is good on the release and reuse of a specific dataset, minor but potentially promising on the co-production of services.
The initiative allowed the publication and reuse of all financial information on projects financed with structural funds, and data are now easily available on the OpenCoesione portal, and regularly updated. According to OGP Award 2014, "*The open data portal OpenCoesione.gov.it is a single point of access to open, detailed and high-quality data on cohesion projects and provides interactive visualizations, maps and search forms, raw data at the project level and API's – in order to enable the re-use of data by other administrations, researchers, journalists and citizens*".[13]

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10   Source: http://www.OpenCoesione.gov.it/sollecita/
11   Translated from Italian, source http://www.ilsole24ore.com/art/tecnologie/2014-06-29/ma-non-basta-fare-open-data-081327.shtml
12   Source: http://www.monithon.it/blog/2014/09/29/monithon-alle-nazioni-unite-4o-posto-agli-open-government-awards/
13   Source: https://www.opengovawards.org/Awards_Booklet_Final.pdf.

OpenCoesione initiative has generated the two initiatives "A scuola di OpenCoesione" and "Monithon", one from the public sector and one from the open data community. All of these initiatives are implemented and maintained by a restricted group of people and companies.

There is a potential impact on the production of services related to the monitoring of structural funds spending. This requires motivation, skills, and resources for individuals, students, journalists, activists, politicians (often the opposition groups), and also law enforcement agencies, which can benefit from open datasets for cross-checked analysis.

This potential seems limited by the granularity of open data, the lack of cross-sector data, the scarcity of skills, the conflict of interests of small communities of open data experts. To date, according to one interviewed, open data are mainly used for visualizations and maps.

TRANSPARENCY AND ACCOUNTABILITY

The impact of OpenCoesione on transparency and accountability is potentially very promising, and can be considered almost high on transparency, rather low on accountability.

OpenCoesione has opened a significant dataset information (800.000 projects, 30 bln € spent, almost 80 bln € allocated, 88.000 beneficiaries). Mostly, the portal makes these data readable for anyone, even without computer skills. Many data related to the context and the outputs of the projects revealed are still missing, an interviewed says, also for the resistance of some public administrations that hold those data. In the recent Open Government Award 2014, Italian candidate "Monithon + OpenCoesione" ranked 1st in terms of width of results' evidence.

On the accountability side, OpenCoesione is not useful for detecting abuse or distortion of public funds, it offers an updated picture of what has been paid to whom for what project. Monithon represents a step ahead, but the impact of such initiative – regardless its current under-use by citizens – on the accountability of the PA has never been demonstrated by a single case yet.

The whole OpenCoesione system should be more transparent, in particular on the conflict of interests, on the resources allocated, and on the selection procedures. Although almost all the information are available somewhere on the web, it is quite difficult to collect and monitor them.

ECONOMIC

The impact of OpenCoesione on economics is low – but potentially promising, in particular if accompanied with a growing monitoring and accountability activity from the civil society.

The prerequisites for this impact are a wider computer literacy, a major freedom and independence of the media, the reduction of the digital divide, in particular from some regions, and more, cleaner, updated data. Most of all, the link between the restricted community of open-data experts and the wider civil society must be activated, to limit the responsibilities and the influence of a small group of open data opinion makers on the entire ecosystem of open government.

In the recent Open Government Award 2014, Italian candidate "Monithon + OpenCoesione" ranked 13th in terms of width of sustainability.

CONCLUSION

OpenCoesione has a promising stable and sustainable impact on the modernisation of the Public Administration, when some of the actual constraints will be removed.

OpenCoesione is having a **greater impact on transparency, while participation, economic impact and accountability are yet to come**. To date, the impact is still low, and its future development is threatened by the issue of the resources required to keep the system on. The reuse of data for monitoring and accountability initiatives is showing its potential in the Monithon Initiative, with the limits expressed.

PARTICIPATION

3

COPRODUCTION

2,6

TRANSPARENCY

3,6

ECONOMIC

2,4

5. GONG – Citizens organized to monitor elections | CROATIA

BRIEF DESCRIPTION

Founded in in 1997, the Citizens organized to Monitor Voting (GONG[14]) grew out of a joint monitoring initiative organized by a number of human rights groups for the April 1997 elections[15] that opened up a new course in Croatian politics.

The Ngo promotes human and civil rights and celebrates the culture of dialogue, transparency and responsibility in the public domain. More recently, GONG has successfully advocated for the improvement of legal and institutional framework in Croatia (e.g. the Freedom of Information Act as well as the Act on Financing Political Parties and Election Campaigns, and the Act on the Prevention of the Conflict of Interest).

GONG has also been a founding member of a number of civil society or inter-sectorial coalitions engaged in monitoring the processes of drafting laws related to greater transparency, anti-corruption and good governance. Such examples include the informal coalition Platform 112 (which gathered to monitor Croatian EU accession negotiation process in Chapter 23), or the informal coalition which prevented the adoption of the highly detrimental Strategic Investments Act in January 2013.

IMPACT ANALYSIS

PARTICIPATION

Through its advocacy, public campaigns, and networking with the European Union and other CSOs, GONG has been at the forefront of the Croatian movement for open government and transparency, and has established a network through which more than 60 organizations with similar aims interact, collaborate, and support various projects and activities. In particular, in 2012-2013 GONG has advocated for some crucial changes in the FOIA. In keeping with the one of the key aims of Open Knowledge Foundation, GONG has pushed for data to be available in user friendly, easy to read and searchable formats. Additionally, GONG has worked hard to promote the open data concept in Croatia within action Plans of OGP.

The organization is currently working, in collaboration with UK based organization mySociety, on a Croatian version of the online portal AsktheEU.org, which will allow citizens to request information more openly and efficiently from the Government.

On the participation front one of the most recent engagements of GONG have been in occasion of the April 2013 elections for the Croatian members of the European Parliament, and the May 2013 vote for local governments.

The EU elections were the first where voters could select their candidates from the electoral list. However, GONG warned that citizens would have no opportunity to be introduced to all the candidates through the media in such a brief election campaign, especially since 28 electoral lists had the right to equal media representation. To counter this democratic handicap, during the campaign, **GONG contributed by informing and educating voters, and by making educative materials available to the citizens at www.gong.hr**.

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14   http://gong.hr/hr/
15   Defeating Authoritarian Leaders in Postcommunist Countries - Di Valerie J. Bunce,Sharon L. Wolchik - 2011 - http://books.google.it/books?id=7KIY4MF6HaEC&pg=PA80&lpg=PA80&dq=gong,+croatia,+impact&source=bl&ots=O49 G9MEIHY&sig=flQxJSxglC8Q_dARiXGc2iXuLQQ&hl=it&sa=X&ei=kqIfVIPpJ4jxaMm4guAL&ved=0CEEQ6AEwBA#v=on epage&q=gong%2C%20croatia%2C%20impact&f=false

To monitor the local elections held on 19 May and 2 June 2013, GONG fielded **66 trained observers in 33 mobile teams**, who visited the most critical sites and reported on irregularities. Based on their reports and non-anonymous reports from citizens, GONG published reports and evaluations on the first and second round of elections.

CO-PRODUCTION OF SERVICE

In occasion of the two 2013 elections, at the EU and local level, GONG activated a phone and email help service. For the EU vote, GONG responded to more than 90 e-mail, inquires sent by citizens and 250 telephone calls about the election process; while a part of inquires was transferred to the State Electoral Committee.

In this occasion of the local vote the Ngo responded to more than 300 e-mail inquiries sent by citizens and 400 telephone calls about the election process. As for the EU elections part of the inquires was transferred to the State Electoral Committee. The Ngo also made available to citizens all published educational materials (e.g.: the Guide through the local elections and the Election monitoring guide) online at www.gong.hr.

TRANSPARENCY AND ACCOUNTABILITY

Thanks to the advocacy and research work led by GONG and Transparency International Croatia, in February 2013 Croatia reached its definitive FOIA. This achievement was possible thanks to a positive ecosystem for openness and transparency as Croatia research and university had a substantial role in the Open Governance practices. Starting 2011, Croatia has developed a clear Open Data portal and several Open Government initiatives that have allowed it to reach third place of the OGP Open Government countries ranking.

The adoption of the Croatian FOIA was prepared since 2003 through researches and public discussions. GONG led this change through initiatives aimed to empowering citizens participation in political processes. The most relevant problem that GONG individuated in relation to FoIA was that **"the lack of understanding of FoIA as a corruption prevention mechanism affects its implementation".**
GONG sensitized about FoIA topic and led to the adoption of a strong body that overcame the static transparency problem. It launched oversight mechanisms such as inspection and sanctions that granted effectiveness to the FOIA. The project also pushed for identify legal requirements and standards to emphasize the efficacy of the publishing of information.

ECONOMIC

The economic return of actions promoting transparency and open government are hard to quantify, especially when it comes to advocacy and civic support actions as those of GONG. However, the progress of these measures are unanimously recognized as a cornerstone of all actions meant to counter corruption which is a rampaging problem in Croatia. The 2014 EU Anti-Corruption Report[16] highlighted Croatia, together with the Czech Republic, Lithuania, Bulgaria, Romania and Greece as countries behind in their scores of "perceptions and actual experience of corruption". In Croatia, 42% of businesses are most likely to say they are personally affected by corruption: a figure digracefully much higher than the European average (8%) and seven times higher than Denmark (6%).

CONCLUSION

The most consistend measure of the impact of GONG's work is the implememtation of the new croatian Foia law as weel as the adoption of internationally recognized and approved monitoring procedures that have led to numerous reports.

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16   http://ec.europa.eu/dgs/home-affairs/e-library/documents/policies/organized-crime-and-human-trafficking/corruption/docs/acr_214_en.pdf

Moreover GONG's research center is now included in most discussions and drafting processes for new laws concerning transparency and open governement laws and procedures. The relevancy of GONG's role and position in Croatian civil society stands out as an example for many southern european countries as Italy, sharing the same issues as lack of transparency and corruption.

PARTICIPATION

3,2

COPRODUCTION

2,6

TRANSPARENCY

3,8

ECONOMIC

2,2

6. Knowledge Platforms for Global Development | NETHERLANDS

BRIEF DESCRIPTION

The Dutch Knowledge Platforms for Global Development is the initiative launched by the Ministry for European Affairs and International Cooperation Ben Knapen in June 2012 with the aim to contribute to the effectiveness of the new aid development policy and its implementation by promoting and facilitating knowledge sharing in 5 key thematic areas of international development related to specific countries of focus.

As a key component of the new international development policy, this initiative includes five platforms which have been inspired by the overall knowledge policy of the Ministry of Foreign Affairs aiming to "a) provide a solid base for and reflection on development policy and implementation, including publicly funded interventions, innovation and development impact, b) build the capacity of research institutions in developing countries, improve access to existing knowledge in these countries, and expand North-South collaboration among knowledge institutions, and c) strengthen Dutch institutional learning"[17].

A major study[18] carried out in 2010 by the Dutch Scientific Council for Government Policy on the future of aid for the Netherlands was used by the government as the basis of a thorough redesign of its development policy. One of the recurrent challenges and opportunities highlighted by the 500 experts interviewed was the increasing complexity of development cooperation and unpredictability of the processes of change, the role of transparency and accountability in aid and the contribution of experts and citizens to the policy making process about international cooperation and global public goods.

There are currently five Knowledge Platforms, one for each of four main themes of the Dutch development policy, which includes with an additional one focused on inclusiveness and sustainability of economic growth in Africa.
1. Security and Rule of Law: http://www.kpsrl.org/
2. Food security: http://knowledge4food.net/
3. Water: http://www.viawater.nl/
4. Sexual and Reproductive Health and Rights: http://www.share-netinternational.org/
5. Platform for Development Policies: http://includeplatform.net/

The five platforms have been designed to engage a wide range of actors including policymakers, the private sector professionals, academics, civil society organizations and citizens from the Netherlands and other countries. The platforms allow them to actively collaborate to provide information to inform both the research and development agendas to better responses to challenges ahead. In order to improve knowledge of the local contexts the body of knowledge to be produced includes not only not only scientific and academic knowledge, but also extensive practical information and experience of local practitioners and NGOs staff.

Each of them has a secretariat and advisory board.
Knowledge and learning produced by the platforms is directly channelled into policy-making and implementation mainly in the areas of trade, aid and investment.

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17   http://knowledgeplatforms.nl/about-the-knowledge-platforms/knowledge-policy-and-knowledge-platforms-of-the-ministry-of-foreign-affairs/
18   Less Pretension, More Ambition: report on the fututre of aid for the Netherlands: http://www.hivos.net/Hivos-Knowledge-Programme/Themes/Civil-Society-Building/News/Less-Pretension-More-ambition

The Ministry makes funding for research available. However, the participants in the platforms are responsible for finding supplementary funding for these activities. The research is contracted out through the national research council.

The platforms have their own specific structure and working policy. However all portals feature four common components:
· Tool-kits to disseminate social accountability materials;
· Courses and training;
· Network and collaboration;
· Local peer-to-peer groups.

The learning and knowledge sharing sections are significant, but the networking section is the most accurate, updated and effective. It is also possible to contact registered practitioners worldwide by selecting working language, availability and expertise.

IMPACT ANALYSIS

PARTICIPATION AND CO-PRODUCTION OF SERVICE

Crowdsourcing and co-design seemed to be at the heart of the reform and the introduction of the Knowledge Platform. When launching the platform in 2012 the Minister himself declared: "We sometimes lack the time for evaluations, we make too little use of research. I want to achieve the effects of crowdsourcing for development cooperation, with individuals voluntarily contributing and pooling valuable information. Besides academics, we are also going to work more closely with NGOs and companies. Valuable development partners are also major knowledge partners. They have a greater share in this increasingly connected world, so it makes sense to involve them in gathering information. We need collective responsibility, with the ministry playing the role of broker. [...] For these networks, we should be looking beyond our borders, to partnerships with experts and institutes from other countries. North or South. In Europe, in emerging economies and partner countries. To ensure worldwide access to essential knowledge"[19].
To achieve this goal, in 2011 the Minister Ben Knapen announced the release of aid data in accordance with the Aid transparency Index data (IATI) standard[20].
In addition to this the government also released details from Dutch embassies, reporting on the progress of specific projects around the world. Data can now be found in open format on the IATI registry[21].

The Dutch government also develop a new website www.openaid.nl to provide an open source framework that makes it easy to import, search and display IATI data.
At the time of writing, data from the one of the platforms features 481 total contributions.
A recent consultation carried out by the Food & Business Knowledge Platform from July 1, 2014 to September 15, 2014 included a total of 82 contributors, which resulted in 154 contributions on six topics. All of them are available online.

TRANSPARENCY AND ACCOUNTABILITY

A relative gap of knowledge about the goals, activities and impacts of bilateral aid has been registered by experts taking part into the 2010 study mentioned above. In addition, given the increased demand for information about the results of development aid from the public, the KP can positively contribute to **provide information on where the money goes** and explanations on the challenges and opportunities the field is currently facing while support a process of share ownership

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[19]   http://www.rijksoverheid.nl/documenten-en-publicaties/toespraken/2012/06/13/launch-of-the-knowledge-platforms.html
[20]   IATI (the International Aid Transparency Initiative) is an emerging standard for aid data that makes it easier to share and compare what is being spent on international aid in countries around the world.
[21]   http://www.iatiregistry.org/

in policy development. Increasing access to information and transparency about the intended policy outcomes and beneficiaries of aid interventions is the first step toward more accountability.

ECONOMIC IMPACT

With the Dutch government planning to reduce the Ministry of Foreign Affairs budget by a quarter by 2018 and its first cost cutting measures already in place, the impact of the Knowledge Platform in terms of budget savings is difficult to be estimated. Despite being historically considered a champion of international development by consistently meeting or exceeding the UN Official Development Assistance (ODA) target of 0.7% of gross national income (GNI) on aid between 1975 and 2012, the Dutch government decided to cut aid by €3.25 billion over 2013–17. Aid relative to GNI is expected to fall to just 0.55% by 2017.

An aid budget cut of €3.25 billion of cumulative cuts to ODA over the four years 2013–17 is already under implementation following a coalition agreement between the Dutch majority parties VVD (centre right) and PvdA (Labour) adopted in 2012. A co-funding structure for NGOs previously subsidized by the government has also been developed to reduce the dependency on public budget.

CONCLUSION

While its economic impact cannot be measured, the Knowledge Platform sets a new innovative approach for new policies can be replicate in areas of work non related to development. It provides a collaborative framework with the potential to strengthen the feedback loop between civil society, private sector and the government toward concrete actions and projects. It also offers a positive example of how an open government initiative can combine field expertise with political leadership for new policies. Its long-term sustainability will largely depends on the monetary and non-monetary incentives that the government will put in place and how knowledge outcomes will fit into the new policies, but it looks like the Knowledge Platform has been designed to make the most of crowdsourcing and citizen engagement.

PARTICIPATION

3,8

COPRODUCTION

2,8

TRANSPARENCY

2,6

ECONOMIC

2,4

7. Data.gouv.fr | FRANCE

BRIEF DESCRIPTION OF THE CASE STUDY

"*Data.gouv.fr*" is the French open data portal.
The first version of this site had been launched in 2001 and contained data from all ministries, who had been engaged to do such by several executive orders.

This first platform had laid great foundations for initiating open data, but was showing important limits:
- Feedback loops on how data was used were missing for producers, who were also wondering which data to open in priority;
- There were limited possibilities for users to express needs, nor to alert producers in case of errors or gaps in the files;
- The portal was hosting government data only, while it was clear that other sources could benefit to all and be usefully linked to government data.

Above all, it had become critical to find ways to scale the open data policy and to make the government' data opening process engaging and self-sustainable.

It was also important to identify the most useful data to be opened and shared, for the highest impact for democracy, economic growth, and efficiency of public action.
The idea was that to scale and succeed, the open data policy had to be driven by a fruitful dynamic for all stakeholders, sticking to their needs and usage, and where both producers and re-user of data would see concrete benefits.

To better understand what a national open data portal should be, a 9-months process of co-design was envisioned: it combined a dozen workshops organized with the civil society, an open online consultation, and a highly interactive, agile development phase that involved the community.
Designed by and for civil society, data.gouv.fr has become a community of producers and users sharing public interest data and it' now the first government portal open to contribution by anyone.

As of 15th of November, the portal hosts:
- Around 40.000 data resources;
- Around 900 data reuses.

IMPACT

PARTICIPATION

While the previous version was only gathering data released by government alone, the new data.gouv.fr platform embraced a radical shift towards the social web. It is currently the first government portal opening up to contributions and datasets released by everyone.

Anyone can now vote for useful datasets, improve the data shared by public authorities, post its own interpretation, data visualisations or applications. Additionally, the platform also hosts general interest data published by non-profits, universities, associations, journalists.

This process involved a community of more than 330 organizations, two-thirds from the civil society. Beyond central administrations and agencies, the platform convenes data from more than 80 local governments, NGOs such as WWF or the Red Cross, researchers such as the Paris School of Economics, corporations, citizens, collectives such as Regards Citoyens and the OKF (co-producing NosDonnées.fr), OpenStreetMap, as well as data and solutions provided by open data companies like DataPublica or OpenDataSoft.

All metrics and statistics are available online (http://stats.data.gouv.fr): **since December 2013, audience went up 50%, from 50,000 visits to 75,000 visits per month**.

Volume of inquiries
Term: on a monthly basis

Twitter	Public mentions and enquiries @ : 80-100
	Direct messages (private): 20 - 30
Email	100-120
GitHub	0-5
Platform: number of red flags	40-60
Platform: number of likes	600-700
Platform: number of new data usage published on data.gouv.fr	50-80

CO-PRODUCTION OF SERVICE

It is a virtuous circle for all stakeholders:
- Data producers have more incentive to open their data: they receive feedback and improvements on their data, they can see how their data are used, and are able to engage with innovators making use of these data ;
- Citizens and data re-users have a single point of entry to access data from various sources, and can rely on our data provider certification process to identify government-issued data
- Technical solutions providers can be referenced on the platform and thereby increase their visibility and display their expertise.

The new data.gouv.fr now points to four times as much information as the previous version.
Even more importantly, collaborations between government and civil society are extending beyond opening data alone: it is moving to co-productions of essential data infrastructure, such as the "Open National Address Database" which is crowd sourced by OpenStreetMap, and supported by the French administration.

It is also extending to opening models: co-developed by civil servants, economists and coders, the OpenFisca.fr project provides an open source API enabling anyone to complete micro-simulations on the French tax and social allowance system. **Administrations, researchers, experts and civil society organizations to build applications and simulate reform plans, now use it**.

TRANSPARENCY AND ACCOUNTABILITY

New version of "data.gouv.fr" provides new, exclusive information that were not in open data before, which have now become more accessible to citizens. **Among others: the CNCCFP (National Commission for Campaign Accounts and Financing of Political Parties) released French political parties' detailed accounts for election campaigns.**

Other example : the Ministry of Interior published a ".pdf" document showing constituency funds allocated to every Member of Parliament in 2012 (130m€ annual allowance allocated to MPs).

A civil society organization called Regards Citoyens converted it into open formats and reposted it on the platform. It allowed journalists to conducted in-depth analysis and publish it in national newspapers.

ECONOMIC

"Data.gouv.fr" promoted the economic reuse of open government data in many ways. Etalab organized a contest called « Dataconnexions ».

With this contest, **French Government was able to spot more than 250 start-up and companies that makes a positive and innovative use of open data** (among them: Open Meteo Foundation, Snips)

There is also a strong commitment to open the key registers, as the postcode or the national address database. The project « Base adresse nationale » is an innovative collaboration between public bodies (national geographic institute, la Poste) and the civil society (Open Street Map France). Several studies have shown that the availability of such data have a great impact on terms of externalities[22].
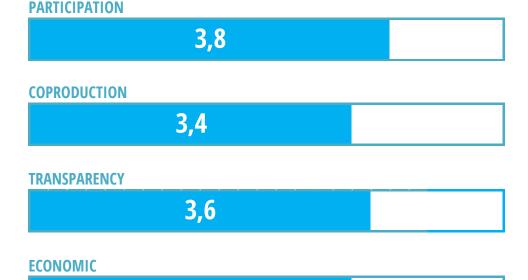
CONCLUSION

Data.gouv.fr is the beginning of the second generation of open data portals.

Designed by and for civil society, **data.gouv.fr has become more than a simply portal: a community of producers and users sharing public interest (open) data**.

This model seems to work: every week, data camps and hackathons take place and fuel the platform with new datasets, new data improvements, and new reuses.

PARTICIPATION

3,8	

COPRODUCTION

3,4	

TRANSPARENCY

3,6	

ECONOMIC

3,4	

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[22] See "A study on the economic benefits of a free and open data policy for sentinel satellite data", rapport de Geoff Sawyer et Marc de Vries pour l'Agence spatiale européenne, 2012:
http://esamultimedia.esa.int/docs/EarthObservation/Open_Data_Study_Final_Report.pdf.

8. SCC- statutory elected senior citizens' council | Denmark

BRIEF DESCRIPTION

The DANSKE ÆLDRERÅD[23] or Senior Citizens Councils (also called the Senior Citizens Committees) is a voluntary nationwide organization launched in Denmark, which consists of Senior Citizens Councils, each representing one of the 98 municipalities in Denmark. SCCs were launched in 1990 as a protest against the lack of involvement in local decision-making processes of senior citizens organisations which voluntarily established local cooperation forums in municipalities.

In 1990, citizen involvement was a new mode of collaboration for politicians and civil servants, but since then, it has developed into a legitimate form of cooperation between government and civil society. The Danish government has passed legislation to make SCC a statutory requirement in all municipalities.

IMPACT ANALYSIS

PARTICIPATION

The 98 SCC in Denmark comprise **around 1000 members**, all of whom have a broad knowledge of elderly people's way of living - their needs, dreams, and potentials.

The role of SCCs in the Danish is one of growing importance as approximately 20% of the Danish population is elderly (will be about 27% in 2030). Senior citizens today are physical well-functioning until high up in age and many of them want to contribute to society. With a diverse elderly population, it is important to ensure that society's systems and services are developed in collaboration with representatives of the elderly. SCC work for all senior citizens in the municipality. Today, according to Danish law, city government councils are obliged to consult the local SCC before a final decision is made on any issue relevant to the elderly population.

Typical matters would be primary **health care, traffic planning, local infrastructure, cultural policy, and the standard of public service for the elderly and for disabled people**. Most important, however, is the SCC's potential influence on the city council's proposal for the municipal budget for the following year.

SCC help increase citizens' engagement in local decision-making on elderly policy by ensuring that dialogue and cooperation between the elderly and the local council are promoted, maintained and expanded.

CO-PRODUCTION OF SERVICE

The SCC are not interest groups which work unilaterally to promote the immediate interests of their constituents; rather the decisions which the SCC influence can reach many years into the future and are thus also important for future generations of elderly people. The Council on Housing for the Elderly, for instance, must follow and assess housing conditions for older people and disabled people.
The Council must keep the Minister for Social Affairs continually informed. The Council may initiate investigations on the housing conditions for older people and disabled people, e.g. by obtaining statistical information.

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23 danske-aeldreraad.dk/english/

Where special financial or social problems are involved in securing older and disabled people reasonable housing conditions, the Council must submit a recommendation to the Minister for Social Affairs about measures to alleviate such problems. **Finally, the Council must consider the planning and layout of future dwellings for older people and disabled people**.

A national survey among SCCs chairmen, civil servants and local politicians show that all three parties generally agree that hearing statements from SCCs are taken seriously by city councils and that SCCs have a real impact on local politicians' decisions. Most importantly, the SCCs have proven their worth, merit, and legitimacy.

TRANSPARENCY AND ACCOUNTABILITY

SCC make visible their work to local senior citizens through citizen hearings and debates, local newspapers and news website. The Councils have taken the initiative to mark the UN International Day of the Elderly on October 1st and organise various types of public meetings for dialogue with local politicians on the future of aging policy.

SCC are competent partners, and opponents, to politicians and civil servants because

1) they are backed by The Ministry of Children, Gender Equality, Integration and Social Affairs;

2) Council member are elected, giving them legitimacy, and unpaid, driven by enthusiasm;

3) it is a legal requirement that each SCC and local city council together write articles of association describing the tasks of the SCC;

4) there is a political desire and will to involve citizens in local government processes in order to further develop and support democracy and to find the best solutions;

5) the model of statutory elected SCC has inspired legislation on other local citizens' councils, e.g. for the disabled and for immigrants.

ECONOMIC

In 1999 the SCC established their national association, Danske Ældreråd, the National Association of Senior Citizens' Councils (NASCC), in English.

This national organisation supports councils in their work, advise on specific issues, and provide training and counselling. NASCC's members are the 98 SCC of the 98 municipalities in Denmark, and the organisation is supported by the Danish Government with DKK 1.000.000 a year (approximately 134.000 €) and is backed by the Danish Ministry of Children, Gender Equality, Integration and Social Affairs.

The economic impact of the work of SCC at national and local level has not yet been quantified analytically but the improvement in terms of efficiency, better policies and reduced burden for city administrators charged with evaluating the quality of structures for the elderlys clearly strikes a positive balance for institutions and society.

CONCLUSION

SCC is unique to Denmark and a very positive example of a new statutory mechanism, grown from a voluntary initiative, to involve citizens in local government decision-making. Citizens who, otherwise, would not have a say. Moreover, it has positively influenced other areas of policy and lawmaking in Denmark. Replication of this kind of institution should be recommended in most European countries with similar demography and a growing elderly population while keeping in mind the unique cultural background of the Danish society which has proved a hotbed for the development of such participatory processes.

PARTICIPATION

4,4

COPRODUCTION

2,6

TRANSPARENCY

2,8

ECONOMIC

2,8

OTHER INTERESTING CASES

I. INFORMATION COMMISSIONER

Information Commissioner   is an autonomous and independent body, born from the merger of two bodies: the Inspectorate for Personal Data Protection and Commissioner for Access to Public Information.

The Information Commissioner was established on the basis of the Information Commissioner Act on 31st of December, 2005. The Commissioner is appointed by the National Assembly at the proposal of the President of the Republic and supervises the protection of personal data and the access to public information.

When making decisions in access to public information cases the Commissioner decides on the conflict between the right to know and the right to privacy in the third of all cases. Its decisions are executive for other state bodies.

Under the Access to Public Information Act, Information Commissioner is:
•   deciding on the appeals against the decisions by which another body has refused or dismissed the applicant's request for access, or violated the right to access or re-use public information,
•   supervising the implementation of the Act governing access to public information and regulations adopted within the framework of appellate proceedings.

Information Commissioner is an autonomous and independent body, established on 31 December 2005 with the Information Commissioner Act (ZInfP).
The body supervises both the protection of personal data, as well as access to public information.

II. SCIENCEWISE

Sciencewise is a BIS funded program to improve Government policy making involving science and technology by increasing the effectiveness with which public dialogue is used, and encouraging its wider use where appropriate. We provide co-funding and specialist advice to help Government Departments and Agencies develop and commission public dialogue.

The Sciencewise program is delivered by a team of experts in public dialogue and engagement. This team brings together a wealth of expertise on all aspects of involving the public in decision making and policy development involving science and technology.
For those involved in decision making involving science and technology, there is increasing evidence of the benefits of involving the public in the process. Having the views and values of the public provides an additional evidence stream which will contribute to the development of the best possible policy.

The Sciencewise Expert Resource Centre for Public Dialogue in Science and Innovation (Sciencewise) is funded by the Department for Business, Innovation & Skills (BIS). It aims to help policy makers commission and use public dialogue to inform policy decisions involving science and technology issues.

III. DATA.GOV.UK

The Government is releasing public data to help people understand how government works and how policies are made. Some of this data is already available, but data.gov.uk brings it together in one searchable website. Making this data easily available means it will be easier for people to make decisions and suggestions about government policies based on detailed information. Hear more about the Government's Transparency agenda from the Prime Minister.

There are datasets available from all central government departments and a number of other public sector bodies and local authorities. Is data just public information? Not really. From data.gov.uk, you can access the raw data driving government forward. This can then be used by people to build useful applications that help society, or investigate how effective policy changes have been over time.

General public information - such as how to find out if you are entitled to tax credits, or how to tax your car - can be found at gov.uk.
data.gov.uk contains 19516 data sets from various UK Government departments. All data are non-personal and provided in a format that allows it to be reused.

The platform creates unprecedented collaborations between government and citizens, and the forms of dialogue and cooperation initiated through the platform are spreading "offline": every week, *datacamps* and hackathons take place and fuel the platform with new datasets, new data improvements, and new reuses.

IV. ASCOLTO ATTIVO
Udine is the first Municipality that opened the data in Italy. The project was born in 2011 starting from budget and spending data. The rationale of the project is to improve accountability through transparency, the aims is to allow citizen to monitor the actions and the efficiency of the local Public Administration and to track the Public Sector chronicle.

Obama's administration pointed out Udine as a relevant transparency initiative. This experience is particularly notable because Open Data phenomenon stimulated the diffusion of a digital and participatory culture within the overall Udine Municipality.

Thanks to the wake of Open Data, Udine changed its administrative culture and activated other open government initiatives.

The most popular is "Ascolto Attivo" (active heed) that is a portal with the goal to improve public accountability and cooperation between public administration and citizens. This service allow the citizens to report discomfort and inefficiencies on the territory and it aims to monitor the public sector efficiency and to improve actively its services. In the last two month the citizens reported more than 100 reports, 30 of those are fixed and the other are in arranging phase.

ANNEX I | RESULTS FROM THE EUPAN WGs MEETING, 17 OCTOBER 2014

After the identification of the 8 case studies and in the first phase of the analyses, the researchers conducted a workshop during the EUPAN WGs Meeting, held in Rome on 17th October 2014.

Aim of this session was to understand how the Public Sector could take advantage from the application of open government tools, in order to improve its anticorruption capacity, restore citizens' trust and carry out a solid modernization process.

The participants, divided into 2 groups, were required to:

- Review the case studies in terms of their inference on egovement, open government, open governance or modernisation.

- Identify the main challenges in their country to enhance the modernisation of public sector through opengov, the best strategies to address them, with which instruments.

- Define the expected results (output and outcome) of enhancing the modernisation of public sector through opengov, in which period, and with what impact on the public sector.

For the purpose of the workshop, the participants agreed at the beginning on specific and punctual definitions of the areas of interest for the case studies:

- **Egoverment**: improvement of the efficiency of public sector and administrations through technology;

- **Open government**: improvement of the overall transparency and access to public sector information through IT tools and innovative policies (or ICT- based administration);

- **Open governance**: a more participative and accountable way for taking decision and implementing them;

- **Modernization**: application of innovative tools and policies by the public sector in order to be more efficient (less costs), more transparent (less corruption) and totally open (more democratic)

Then, a group of participants ranked the proposed cases with a vote from 0 to 5. In the following table are reported the results of the 8 cases then analysed by the experts.

Case study	Modernisation	eGovernment	Open Government	Open Governance
NO - Electronic Public Record	2,33	3,33	3,53	2,20
SL - Information Commissioner	1,73	1,13	3,27	1,93
UK - NHS Whistleblowing Helpline	2,85	1,46	2,08	2,69
IT – OpenCoesione	2,92	3,38	3,69	3,15
CR – Gong	2,62	2,69	3,69	2,92
NL - Knowledge Platform	3,69	2,75	2,50	3,94
FR - Data.gouv.fr	3,25	3,75	3,63	3,56
DK - Elected senior citizens' council	3,25	0,88	2,69	3,88

The participants identified:

- Knowledge Platform, from Netherlands, as the best practical tools for enhancing modernization and opengovernace;

- OpenCoesione and Gong, from Italy and Croatia, as the best practical tools for enforcing opengovernment policies;

- Data.gouv.fr, from France, as the best tool for enhancing egoverment.

Tools based on open data are at the top of the ranking, followed by instruments for enhancing participation and access to information.