



RESULTS OF EARLY OPEN GOVERNMENT PARTNERSHIP INITIATIVES



Introduction

Since the Open Government Partnership (OGP) was launched in 2011, 70 countries have committed to nearly 2500 individual open government reforms.

Countries joining OGP in 2011 and 2012 were the first to produce OGP National Action Plans (NAPs). Many of the commitments in these early plans and those that followed have been fully completed or seen substantial progress. OGP's Independent Reporting Mechanism has produced reports analyzing the progress of all these early plans, looking at whether the commitments made by governments were relevant to open government principles and transformative in their potential impact, and at their degree of completion at the time of publication of the report.

In 2016, OGP's fifth year, there is an increasing appetite in the open government community to understand whether OGP is contributing to improved government effectiveness and policy making – leading to a real impact in people's lives. Transforming the culture of governments and making them open, participatory, responsive and accountable is an ambitious project and it must be recognized that OGP commitments are often steps in a bigger reform agenda. That said, it should now be possible to start looking at the results emerging from some of the early reforms and assessing whether citizens are starting to benefit from them.

With that objective in mind, in early 2016, the OGP Support Unit launched a call for proposals to research the results of OGP commitments, assessing their progress, and how they evolved, and examining the benefits they are bringing to different stakeholder groups. An initial set of completed and potentially transformative reforms from NAPs submitted in 2011 and 2012 was shortlisted for researchers to choose from, but room was also left for examining commitments from subsequent NAPs that have already shown sufficient progress in implementation to enable assessment of outcomes for the intended beneficiaries.

The search for these stories ended with finding seven very different reform initiatives in different regions and covering a broad range of open government topics.

In **Costa Rica**, we learn about how the government is using its participation in OGP to restart a process halted for 23 years to create a **consultation mechanism that will allow indigenous groups to participate in all policy making decisions** that affect them, and the results of the dialogue leading to an **improvement in the delivery of public services**.

The **Chilean** story documents how a 10-year campaign to regulate

influence peddling was given a boost by an explicit commitment included in the first Chilean action plan to **introduce legislation to regulate lobbying** – a commitment since fulfilled. The resulting **Lobbying Act sheds new light on the relationship between officials and influence groups** and is beginning to democratize access to authorities.

Italy's OpenCoesione and its spin-off initiatives show how top-down **open data initiatives on public spending can be combined with bottom-up, data-driven monitoring to promote accountability** and public participation in the policy-making process, including promoting civic engagement amongst school students.

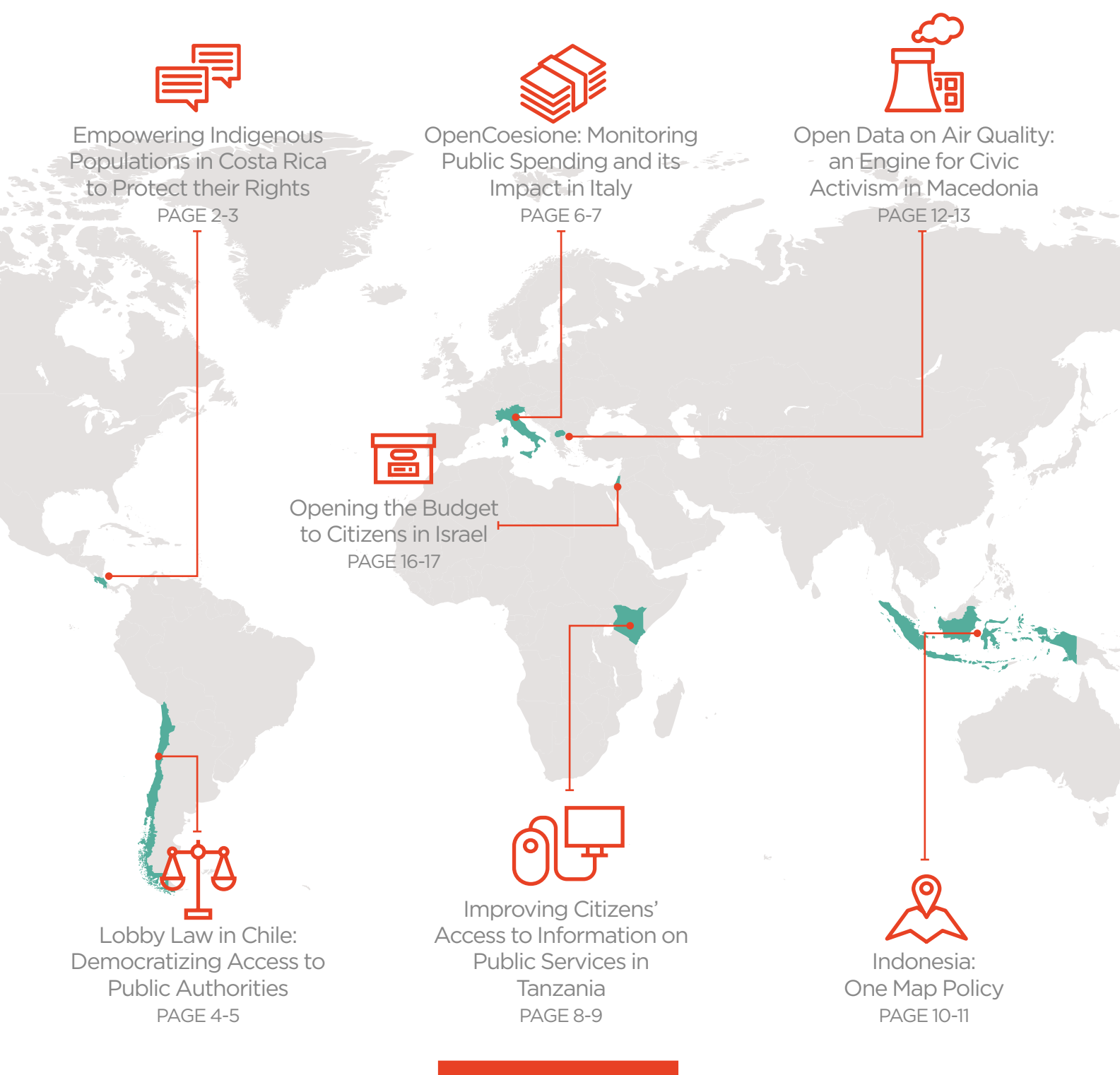
The **Tanzanian** case study tells the story of how the “How Do I?” – or “*Nifanyeje?*” – website is making **information on basic public services available to citizens and cutting down transaction times and costs**, but it also highlights the need to still reach the last mile in a country where Internet penetration remains low.

Indonesia's initiative to create a **One Map portal** with official base maps for the country, part of a much larger initiative of synchronizing various maps for the country that when completed could help resolve land-related conflicts and address illegal deforestation, shows **technical progress and some improvements in inter-agency cooperation**.

In **Macedonia**, we learn how **opening up data on air quality has acted as an engine for civic activism** and about **short and medium-term policy options being implemented** and explored by the relevant authorities as a result.

Finally, the case from **Israel** shows how collaboration between civil society and champions within the Parliament is helping make **data on the state budget accessible to citizens, journalists, and the parliamentarians** themselves.

Each story demonstrates measurable progress and the added value of the collaboration between government and civil society that is at the very heart of OGP. The stories also show the immense importance of political will, bureaucratic buy-in, adequate resourcing, and demand-side calls for accountability in ensuring that the reforms take root and continue into the future, so that their impact can be felt by a broader range of citizens. In that sense, the last chapter for each story is still to be written. In a majority of the cases, these commitments' inclusion in the OGP National Action Plans gave prominence and momentum to the envisioned reforms, helping them along. We hope to be able to continue to track these reforms in the years to come.



Note: These case studies have been compiled by in-country researchers, through in-depth desk analysis and interviews with key stakeholders and intended beneficiaries. This report provides a brief summary of each story. The full-length case studies are available at: www.opengovpartnership.org



Empowering Indigenous Populations in Costa Rica to Protect their Rights

HAZEL FEIGENBLATT AND ISRAEL ARAGÓN

Out of Sight and Out of Mind

For many indigenous leaders in the Atlantic region of Costa Rica, the nearest bus stop to town is eight hours away on foot. Nonetheless, rain or shine, they traverse mountains, rivers, and whatever other challenges nature may put on their path in order to attend the monthly meeting of RIBCA (the Bribri-Cabecar Indigenous Network), the 10-year-old network whose members represent about a third of Costa Rica's indigenous territories.

Costa Rica's indigenous people comprise less than 2% of the population. They have historically been underrepresented and underserved, gaining the right to vote only in 1991. Despite a 1977 law recognizing indigenous territories as protected reserves that cannot be sold to non-indigenous people, there has been a failure in protecting their lands.

This has led to numerous problems, not the least of which is land grabs. Non-indigenous ranchers and farmers now control large parcels of indigenous land. Trying to enforce the law on their own, indigenous tribes have been subject to attacks by machete- and club-wielding “whites” trying to chase them off their land.

Basic public services including education, health services and water are often harder to access for Costa Rica's indigenous groups compared to other populations. Appropriate representation of

indigenous people in discussion of policy issues that affect them could be achieved by implementing the Indigenous and Tribal Peoples Convention, or C169, to which the country subscribed in 1993 and which mandates a “free, informed and timely” consultation mechanism. However for 23 years, genuine efforts on creating this mechanism did not start.

Making Good on a Historical Debt

Costa Rica joined the Open Government Partnership in 2012. In mid-2015, the Political Affairs and Citizen Dialogue Vice Ministry was preparing the second National Action Plan (NAP) with help from the civil society organization Yo Soy Gobierno Abierto (YSGA), which had been assigned to conduct consultations around the country.

Traveling to the coastal town of Talamanca in the summer of 2015, YSGA attended a RIBCA meeting in a small community center. Something about the OGP framework, with its requirements of permanent dialogue and independent monitoring, struck a chord with all parties present.

By the end of the evening, RIBCA members had requested that the OGP NAP include a commitment to strengthen the ongoing dialogue that had been underway between RIBCA and government

authorities for some time. This became a milestone in a broader commitment to citizen participation in the second action plan.

Vice Minister Ana Gabriel Zúñiga decided to address the “historical debt” owed to the indigenous groups by applying the OGP framework of co-creation to move on the consultation mechanism prescribed by C169. After 23 years of waiting, inclusion of the RIBCA dialogue in the OGP process served as the needed push for the country to finally officially start the creation of the mechanism.

A consultation on the design and specifics of this mechanism is currently underway. Officials from the unit within the presidency have visited all 24 indigenous territories and used the input gathered to prepare a draft mechanism. As of October 2016, they have started a second round of visits to consult the indigenous people on the specifics of the draft.

When ready, the mechanism will become the protocol that every public organization, ministry or institution in any government branch will have to activate every time they have an initiative that would affect the indigenous population in any way. This will ensure that consultations are standard, fair and correctly applied, instead of allowing each institution to decide what it considers sufficient and impose their own mechanisms.

Aída Elizondo, from the Maleku Indigenous Territory, observes: “It feels different this time. The government came to ask our opinion and feedback, not to tell us how we should proceed. They are consulting us to see how we would like to be consulted.”

Improvements in Public Service Delivery

Previously, RIBCA's dialogues with public institutions and government branches received more attention from some organizations than others. Since the inclusion of the commitment to strengthen this dialogue in the OGP action plan, many more institutions have come on board, and the government has assigned more resources to the process. Today, more than 20 institutions are engaging with RIBCA, and results have similarly multiplied.

Many positive changes in health, education, housing and water rights have occurred in the year and a half since that pivotal



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AÍDA ELIZONDO, FROM THE MALEKU INDIGENOUS TERRITORY

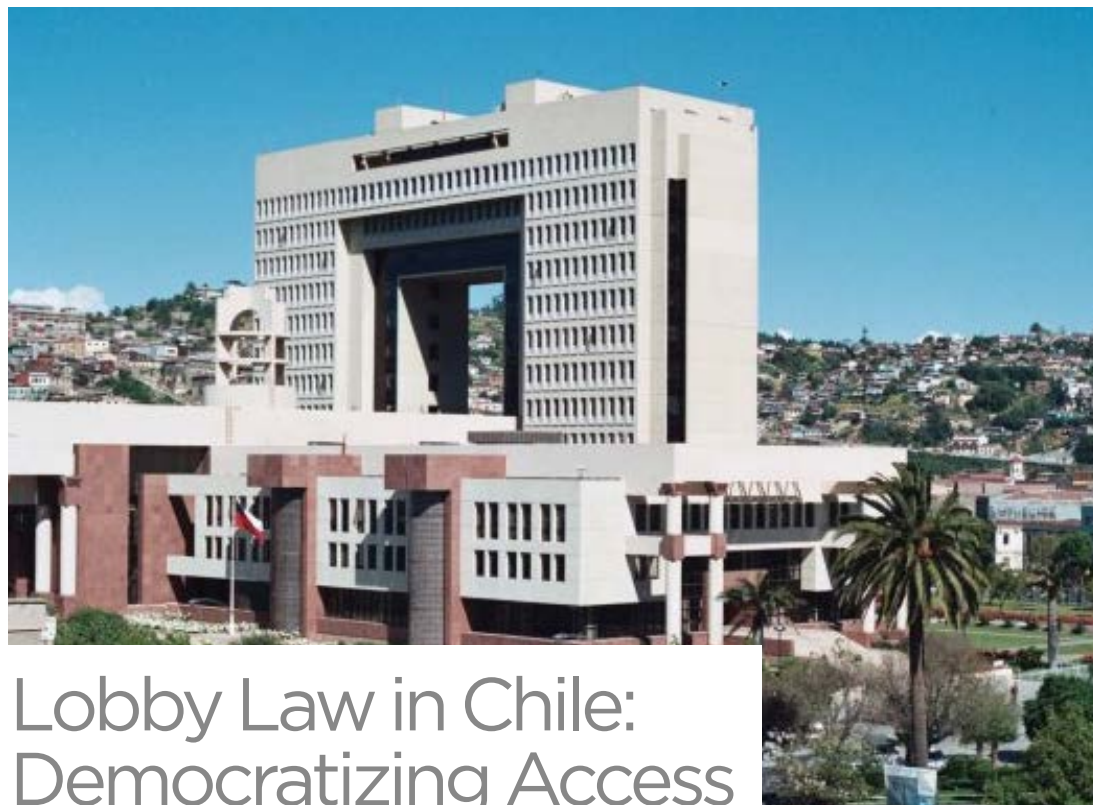
meeting in Talamanca. For example, three schools have been built in indigenous reservations and two more are under way, each with capacity for 200 students; funds have been allocated to cover the cost of any valid means of transportation to school (from tractor and truck to boat and horse); pharmacists visit secluded locations and drones will soon start delivering medicines to hard-to-reach reservations. Public housing is now being built to fit the requirements of local traditions instead of obliging indigenous peoples to adapt the matchbox-type housing used in big cities. And real efforts are being made to address the issue of land grabs through closer government-citizen collaboration.

Many of these plans were in discussion before Costa Rica joined OGP, but the OGP framework accelerated them by creating momentum and committing the government to take action and set deadlines. It also brought buy-in from middle-level decision-makers and trust from indigenous peoples.

Looking Ahead

As encouraging as these initial results are, it is clear that reversing the lack of institutional representation and the poor living conditions in these communities will take more than a couple of years.

The big questions are around sustainability: how to ensure that this approach and the consultation mechanism will really take root in the future. Creating a method for consultation was avoided for two decades, and the approach of future administrations is unknown. Creating an awareness of rights within civil society and creating a Reformers Network on Open Government comprising public officials likely to continue in their positions after political transitions, are some of the steps being taken to avoid future unraveling of the progress made. In the meantime, RIBCA leaders are preparing to use the space that has been created the best they can to bring improvements to their communities..



Lobby Law in Chile: Democratizing Access to Public Authorities

JORGE SAHD AND CRISTIAN VALENZUELA

The Influence of Lobbying in Chilean Politics

In September 2014, political scandals were discovered by the press involving high-profile corporations in banking, retail, and mining sectors, including one with a financial group and members of Congress involved with falsifying receipts for services not provided. The investigations, some still ongoing, and indictments that followed, implicated several members of Congress and former and current cabinet ministers. The scandals revealed a system in which corporate executives and politicians exchanged influence and resources for political campaigns outside of public view.

This was no isolated incident. Because several sectors that have considerable impact on the Chilean economy are heavily regulated by the state – including energy, environment, and capital markets – there is a long history of private-public sector collusion and resulting political and financial scandals.

Since 2004, succeeding governments in Chile had launched legal initiatives to improve transparency, probity and principles of good government but in the absence of regulations on lobbying activities and their disclosure, the opportunities for public monitoring and accountability had been scant.

A 10-Year Campaign Bears Fruit

There were several attempts to regulate influence peddling, with a lobbying law in discussion for almost a decade before Chile joined the Open Government Partnership (OGP) in 2011. A coalition of

diverse civil society organizations and public intellectuals had been advocating for a legal framework to address lobbying, and there had been few attempts by government to introduce legal initiatives to curb the scandals.

When Chile joined OGP, these efforts were given a boost by the explicit commitment included in its first National Action Plan to adopt a Lobbying Act. The government of President Sebastian Piñera introduced the Lobby bill in 2012.

The civil society coalition took a pragmatic stand in its advocacy. Rather than aiming for a perfect piece of legislation, they pushed for the passage of the bill, which although imperfect, would become an important first step.

Although the law had many detractors within Congress, there were a few leading senators and representatives from across the political spectrum that worked with civil society and pushed for the legislation within Congress. One of the leading voices was that of Senator Hernan Larraín from the Democratic Independent Union Party, who helped reduce opposition to the Lobby Act by many of his party and coalition colleagues. The former comptroller general, Ramiro Mendoza, was also an active advocate for Congress's approval of lobbying regulation. The Committee against Conflicts of Interest, Influence Peddling, and Corruption also played an influential role.



The **success of these laws relies on the political will of the actors obliged to follow them.**

ALBERTO PRECHT,
EXECUTIVE
DIRECTOR, CHILE
TRANSPARENTE

When the Lobby Act was approved on March 8, 2014, days before President Piñera's mandate ended, Chile became the first country in Latin America with legislation on lobbying disclosure.

The act defined lobbying, stipulated the creation of public registers on meetings, included provisions for sanctions and fines and gave the Council for Transparency the mandate to consolidate data on lobbying activities and make it public via a website, which led to the creation of the InfoLobby platform, found at www.infolobby.cl.

InfoLobby now publishes the number of meetings, trips and donations that government officials are obligated by law to report, both in aggregate and by public agency. As of June 2016, the total meetings registered in the Lobby platform since November 2014 was 87,195; total travel was 93,043 trips; and the total registry of donations reached 11,366. While a deep dive into the data shows uneven implementation by authorities, both the data that is published – and that which is missing – has the potential to become powerful tools for public accountability.

Journalists have been able to use the information provided on the InfoLobby platform to investigate stories. The daily La Segunda newspaper has published several articles using the information available from InfoLobby to denounce legislators and government officials for non-compliance with the Lobby Act.

InfoLobby is also being used by some authorities as a performance-management tool – for example, to check the frequency of meetings and what kind of constituents have been received, to address the issues discussed with constituents, and to create statistics. Since the act provides information to authorities through public registries, officials and representatives may make data-driven decisions, as a journalist at La Segunda confirms: “Some authorities think that lobbying activities are negative. Others, like the minister of health, Carmen Castillo, have proven that the use of this law can be a great tool for public management. They register all the meetings and the details of the issues discussed, and provide follow up on the results.”

Democratizing Effect of the Lobby Law

Many civil society groups feel that the law has had a democratizing effect by increasing access to authorities by the general public. María Jaraquemada, a civil society activist, recalls: “Before the Lobby Act, you needed a contact, an email, or the telephone of somebody to get near an undersecretary, a minister, a mayor, or a congressman. Nowadays, any person can enter the web platform or fill out a form to ask for a meeting.”

Data also suggests that the scope of the relationships between private and public interests has broadened as an effect of the implementation of the Lobby Act. More organizations, big, medium and small corporations, and neighborhood councils, among others, have been able to meet with authorities



– 16,000 at last count in June 2016. Even though many of these organizations may have been granted meetings before the law, they now have the right to request a meeting, and in many cases they are granted, formalizing access and in many cases broadening it as well.

Alberto Precht, executive director of Chile's chapter of Transparency International however points out that “these laws are not going to resolve the issues of access to authorities. What the Lobbying Act allows is to make this access more transparent. I do not imagine a normal citizen waking up in the morning to check transparency or lobby data.”

Yet, as a result of this information, Chileans have begun to discuss what they feel is acceptable government behavior. As Gonzalo Cordero, a founding partner the lobbying agency Azerta, says: “The Lobbying Act has allowed more public debate over the relationships between the public and the private sector. There is more transparency, public meetings, and issues being discussed.”

Greater Enforcement Still Needed

Despite these early results, the law is far from ideal. Long term success of the law will require much stronger enforcement and heavier sanctions by government, more training for public officials, as well as further expansion in its scope. In addition, civil society and media must continue to be vigilant and ensure that citizens are aware of their rights both to access their officials and to demand public accountability.

“The success of these laws relies on the political will of the actors obliged to follow them,” says Alberto Precht. “For example, the Minister of Health has one of the most detailed agendas in government and has registered hundreds of meetings. On the other hand, some ministers or congressman appear to have no meetings. That is a breach of the obligations of the law, because that is clearly not possible.”

LOBBY ACT STATS

NUMBER OF TRIPS
93,054

NUMBER OF MEETINGS HELD
87,195

NUMBER OF DONATIONS AND GIFTS
11,366

AVERAGE REGISTRIES PER MONTH
9,258

Data as on June 2016



OpenCoesione: Monitoring Public Spending and its Impact in Italy

FRANCESCO SAIJA AND GIUSEPPE D'AVELLA

Public Spending Under Spotlight

Southern Italy trails the rest of the country on most development indicators. Historically, the region has also seen a restricted minority representing a few personal interests occupy key political offices. The resulting repeated cycles of dysfunction have led to long delays in infrastructural and environmental projects. For example: the Salerno-Reggio Calabria highway is still under construction after three decades of ongoing work. Similar deficits compared to national averages are observed in railroads, waste disposal, and other areas of public works and services including railroads and waste disposal.

In theory, these problems could be resolved by the funds from the European Union (EU) and Italy allocated for implementing one of EU's flagship policies for regional development – the Cohesion Policy. The policy aims to reduce the economic, social and development disparities between Europe's diverse regions and provide equal opportunities for citizens, improve basic services and attract private investment, prioritizing those regions that lag in development. Most of the Italian projects – nearly 85% – are consequently concentrated in the South.

Cohesion Policy projects in Italy will total about €123 billion for the period 2014-2020, with funds coming from both the European Union and Italy. It is the third-biggest beneficiary country of such funds after Poland and Spain, and one of the countries with the lowest fund-absorption rates. In 2014, a report by an investigative journalist for the newspaper Corriere della Sera, Sergio Rizzo, revealed that only 9% of the European funds allocated for Italy were actually used. Some projects funded through the policy have

been subject to judicial inquiries, quite often political in nature. The last, in October 2016, involved, among others, a regional deputy convicted of defrauding the EU of €15 million.

The large portfolios dedicated to Italy – combined with the historical lack of transparency, limited public oversight on the agencies in charge of the funds, and scarce information on whether investment projects respond to local demands – explain why the use of Cohesion Policy funds is, and will continue to be, a hot topic in Italy.

Bringing Transparency to Cohesion Policy Spending

To address these issues, in 2012 the Italian government launched a project dedicated to opening data on every project – from large infrastructure grants to small individual student grants – implemented through Cohesion Policy funds. Making this data freely available would represent a big improvement for the country's Ministry of Economic Development in terms of self-evaluation and strategic policy planning.

After Italy joined the Open Government Partnership (OGP) in 2011, the strategy became part of its first National Action Plan (NAP), for the year 2012-2013, with a commitment to set up an information system on implementation of projects funded by the Cohesion Policy.

Since 2012, OpenCoesione (OC) allows easy access to detailed information on how Cohesion funds are spent. Through the web portal, citizens can identify what projects the 40+ local and

national administrations are implementing. They can follow the development of each project on a regular basis by viewing and downloading data on how funds are being spent, who is receiving the money, what implementation progress is being made, and expected time lines for completion.

At its release in July 2012, the OC portal included information on over 650,000 projects worth €60 billion in funding, along with documents and tools for better understanding and using the available data. OpenCoesione continues to grow. Today, the OC portal hosts 960,548 projects, corresponding to €102.1 billion in funds and €54.1 billion in payments.

Stakeholders surveyed believe that OC's data has had a positive impact on understanding the effectiveness of Cohesion Policy in the country.

Citizen Monitoring of Cohesion Policy

In order to encourage the use of the data, provide civic partners with a way to report malpractice, and allow citizens to collaborate in making projects work, the OC team launched two spin-off initiatives: Monithon (a combination of the words “monitor” and “marathon”), which promotes citizen monitoring of development projects, and A Scuola di OpenCoesione (Open Cohesion School), an online school and contest for high school students to monitor public investment projects by using OC data.

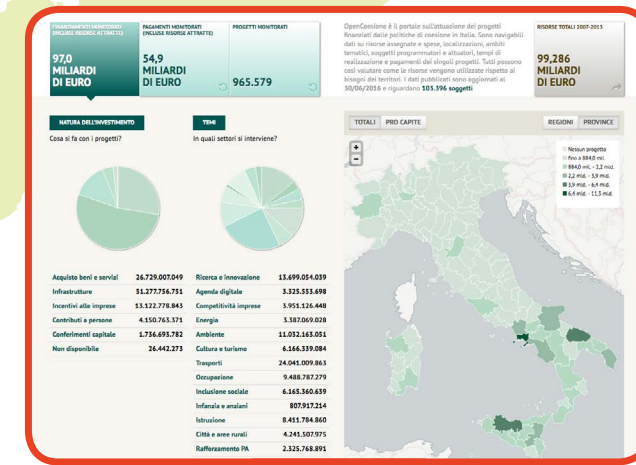
The results have been extremely encouraging. Over 3,000 people were involved in the first two years of Monithon and more than 177 monitoring reports are available on the monithon.it platform as on August 2016. More than 100 schools have participated since the 2015 launch, with students visiting project sites, interacting with local authorities, asking questions, and suggesting solutions.

For example: students of Francesco La Cava high school in Bovalino worked on a project for a shelter and help center for refugees and immigrants financed with almost €300,000. The team experienced the difference between the project on paper and the reality: no furniture, no facilities, only a few empty rooms. After the monitoring exercise, they worked alongside the city administration in order to make the center work. In May 2016, the mayor announced the opening of the Center. “We have learnt that being active citizens, instead of sitting with our arms folded, can be productive thanks to the results of this collaboration”, note the students involved in the project.

Bottom-up oversight of public policies and collaboration with relevant stakeholders has proved particularly effective in public works projects and in finding new community uses for properties seized by local authorities from organized crime.

Italian civil society organizations are also beginning to adopt the ‘Monithon framework’ for their ongoing open data projects. For example Action Aid's Open Ricostruzione (www.openricostruzione.it) provides a “tool for public administrations and citizens to guarantee participatory and transparent reconstruction” using funds directed to the Emilia Romagna region after the 2012 earthquake. A consortium of civil society organizations and government authorities is also implementing an experimental methodology that adds the top-down approach of Integrity Pacts (requiring contractors to sign agreements

OPENCoesione PLATFORM



www.opencoesione.gov.it



We have learnt that **being active citizens, instead of sitting with our arms folded, can be productive** thanks to the results of this collaboration.

STUDENTS FRANCESCO LA CAVA HIGH SCHOOL, BOVALINO

forbidding them from engaging in corrupt practices) to Monithon's bottom-up civic monitoring practice. The pilot case for this is in Sibari, an ancient Greek colony founded in the VIII century, today a small city in Calabria, one of the poorest Regions in Italy where Cohesion Funds are financing the restoration of two archaeological sites.

Expanding Efforts

All stakeholders note that the impact of OC and its spin-off initiatives is measurable in terms of civic awareness and engagement. The international approval signaled by the 2014 Silver Open Government Award conferred by OGP to OC and Monithon has been helpful in leading to a renewal of the commitment in the second and third Italian NAP. The next phase, OpenCoesione Plus, will provide information about what happens before fund assignment, including the monitoring of funding opportunities. Another priority is to improve the overall data quality.

While the efforts underway are encouraging, a last link in the chain must still be implemented in order to bolster civic monitoring – a legal or regulatory requirement for public administrators to provide feedback or take action on civic monitoring activities. It is not enough to rely on the goodwill of a few reformers. Closing the feedback loop must become mandatory. Ultimately results should be judged by the quantity and quality of the actions taken in response to the findings listed in the reports.

Improving Citizens' Access to Information on Public Services in Tanzania

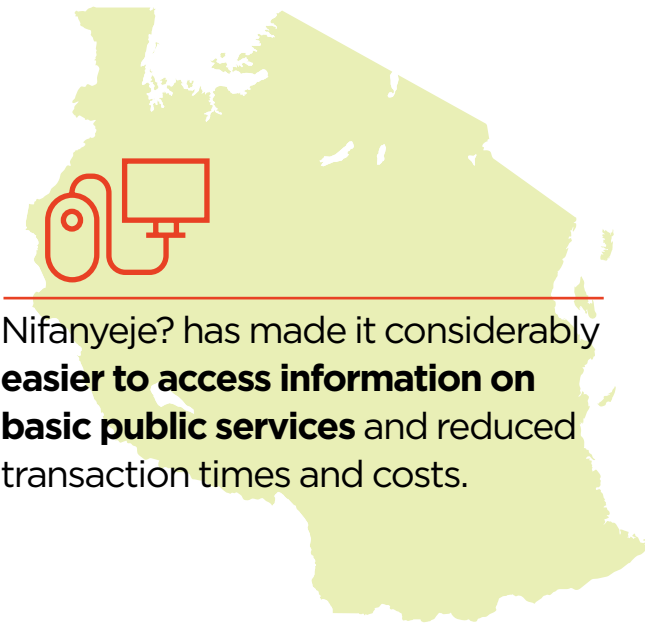
NGUNGA TEPANI AND ANDREW MUSHI

Lack of Information on Basic Public Services

Like citizens in many developing countries, Tanzanians go through many layers of government, and procedures to access information on basic government services. They also face a mountain of bureaucracy from government officials who treat the information as “confidential.” Corruption is endemic and it is not uncommon for some government officials to unlawfully take advantage of the lack of knowledge or information of service-seekers to solicit bribes.

In the 2013 Global Corruption Barometer, 56% of Tanzanian respondents stated they had paid a bribe for public sector services in the past 12 months, and 85% perceived the public sector to be corrupt. Similarly, dealing with permits and licenses is cumbersome and time-consuming and provides many opportunities for graft. The World Economic Forum’s 2013-2014 Global Competitiveness Report lists inefficient government bureaucracy as one of the most problematic factors for doing business in Tanzania.

Several government initiatives have been launched in recent times to address some of these issues, including introducing client-service charters in all ministries, departments and agencies (MDAs) in order to increase accountability by setting performance standards and measures to promote efficiency and good governance.



Nifanyeje? has made it considerably easier to access information on basic public services and reduced transaction times and costs.



Nifanyeje? - The One Stop Shop for Information

Tanzania became the second African country to join the Open Government Partnership in 2011. In the words of President Jakaya Kikwete, the intent behind Tanzania joining OGP was to “make government business more open to its citizens in the interest of improving public service delivery, government responsiveness, combating corruption, and building greater trust.”

Nifanyeje? (Swahili for “How Do I?”), quickly became the stand-out commitment in the country’s first National Action Plan (NAP) 2012-2013. This web-based service allows visitors to easily access practical information about a large variety of public services ranging from university scholarships, driver’s licenses, income tax payment and water and electricity services, to passports and business licenses.

The 2013 Independent Reporting Mechanism’s progress report counted eighty-five services on Nifanyeje? By August 2016 that number had dropped to forty-nine. The E-Government Agency, which is the lead institution for this OGP commitment, believes the decrease is likely due to the raising of standards for the service following a March 2016 directive requiring that any new or republished information meet certain standards for quality, timeliness, and approachability criteria. Whether the number of services on which information is provided is restored to previous figures, or sees further increase, and if its quality is improved, only time will tell. That said, Nifanyeje? has made it considerably easier to access information on basic public services and reduced transaction times and costs.

Prior to Nifanyeje? most government departments collected, controlled and published their own data. Journalists, academics, investors or others whose work depends on collecting a variety of

data often faced significant hurdles when trying to locate and access information. This lack of coordination between government offices also led to great frustration for average citizens, who often spent days and even weeks trying to chase down essential information.

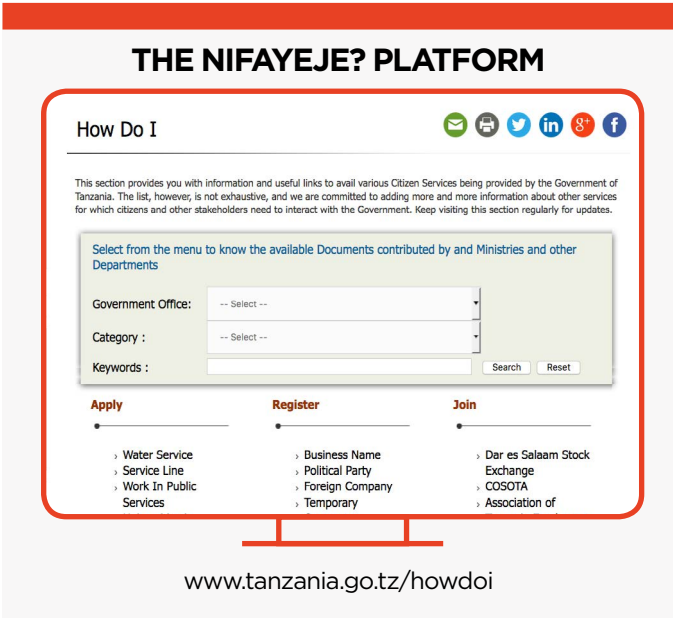
According to a citizen who recently renewed her passport using the Nifanyeje? platform, “I used the website to fill out the forms and then proceeded to the Immigration office to submit my application. This process would take many trips and up to several weeks earlier. This time the experience was very different. I got my passport within a week. Now I can do most of the work from the comfort of my own home.”

Business also profits from Nifanyeje? Thirty percent of its users, the majority of them investors, live outside of the country.

In the past, investment in Tanzania could mean several round-trip flights and significant time commitment. For example, in order to obtain a permit, an entrepreneur would have to travel to a succession of offices to learn about the various requirements and obtain all of the necessary forms. Now they are able to save time and money by visiting Nifanyeje? where they can find official information about processes and download necessary forms. While they’re online, they can also get answers to questions such as: “How do I register a company?”, look up available company names and get prompt feedback from the Business Registration and Licensing Agency’s website, which is linked to the platform.

A Snowball Effect

The Nifanyeje? platform has also had a snowball effect, inspiring other units in the government to emulate the practice of disclosing detailed information about how to access services on their websites. Among them are the TFDA, the Tanzania Revenue



Authority, the Dar es Salaam Water and Sewerage Company, the Tanzania Electricity Supply Company, the Tanzania Ports Authority, and the Tanzania Customs Integrated System, along with others.

An official from the State House Good Governance Unit observed: “OGP helped define the kind of information to be published by requiring consideration of what would be a good standard to meet under OGP. So our government uses OGP tools and values as benchmarks in coming up with, for example, open data policy, online services, client service charters, etc. From 2013, there was already some form of movement to review or develop policies and/or systems, but with the advent of OGP it meant that the government had to be more ambitious in setting targets, objectives and focus on implementing few things at a time.”

Toward more Openness and Usefulness

Going forward, there is more work to be done including improving the end-user experience, searchability of services and user interactivity, linking more agencies’ websites to the hub and expanding the number of services for which information is made available.

A key feature that would help improve the service is adding a feedback feature that would allow for more dialogue between citizens and government representatives. This would also improve accountability, because users of public services could give feedback about their experience and see the government’s response to them.

For all of its benefits, a website like Nifanyeje? will never be able to satisfy all citizens’ need for information. This is especially true in a country like Tanzania where as of 2016 Internet penetration is still only at 34% of the country’s population. With mobile Internet subscriptions growing at faster rates than fixed subscriptions thanks to smartphones becoming available at cheaper prices, plans are now in place to incorporate mobile platforms, including SMS services. Such developments would help bring information on government services to a broader range of Tanzanian citizens, but innovations to reach offline communities are still needed.



Indonesia: One Map Policy

NABIHA SHAHAB

Overlapping Land Claims and Conflicts in Indonesia

The 17,000 islands that constitute Indonesia host one of the largest forest areas in the world. Home to many indigenous groups as well as to an incredible variety of flora, fauna, birds and animals, the forests are also often referred to as the “lungs of the world” for their role in carbon storage. Yet as the government pursues economic prosperity, many of these areas are becoming vulnerable to destruction due to the financial possibilities offered by palm oil production, a highly sought after commodity worldwide, and plantations of other monocultures.

This divergence of interests has led to conflicts about land ownership. In some cases, plantation licenses have been granted for areas inhabited by indigenous people for generations but without recorded formal rights. In others, insufficient protection of customary and protected lands has resulted in encroachments and illegal occupation that eventually increase the risk of forest degradation and fires. In 2013, Forest Watch Indonesia found that 14.7 million hectares had overlapping licenses for forest concessions, industrial forest plantations, and mining areas.

Laying the Foundations for Indonesia's One Map

In December 2010, then-President Susilo Bambang Yudhyono was presented with startlingly different maps of primary forests generated by the Ministry of Forestry and the Ministry of Environment in the context of ongoing work of REDD+ (an intergovernmental program to reduce emissions from deforestation and forest degradation). A search for explanations led to the realization that the two ministries were using different definitions of forests as well as different mapping methodologies. The idea of One Map for Indonesia was born out of the recognized need for one national reference map.

The Geospatial Information Agency (BIG) was soon founded in order to meet the demand for accurate, responsible, and accessible geospatial information, necessary in order to create a single, consistent reference map for the country.

Around the time the idea for One Map began to germinate, Indonesia became one of eight founding members of the Open Government Partnership (OGP). In its first action plan, Indonesia committed to developing a One Map portal with official base maps for the country.

This was to be a first step in a larger and longer project that would culminate with the integration of various thematic maps (maps of forests, plantations, agricultural areas, customary lands, land ownership, etc.) and official base maps, which would be eventually synchronized into a single reference map to identify overlaps in land tenure and potential conflicts.

BIG was assigned responsibility to host the geoportal. It was given the mandate to provide an implementation strategy and funding for official base maps at various scales including smaller-scale maps, like those for school atlases, to more detailed maps for urban planning.

In the early stages of implementation, the challenge was to bring the ministries together and convince them to share information. “They were afraid that their data would be misused,” says Abdul Kamarzuki, assistant deputy minister for Spatial Planning and Economic Strategic Zones at the Coordinating Ministry for Economic Affairs. After repeated interactions, the ministries eventually started bringing their own data in the open and began to agree on the basics of a map that could be used by all.

In its assessment of Indonesia's action plan, OGP's Independent Reporting Mechanism found that the geoportal with the base maps had been completed on time. It also reported that a few ministries

had even started developing their own thematic maps from these base maps. Community-based organizations provided inputs on revising the original map.

Losing and Regaining Momentum

After a good start, momentum on the One Map Policy began to wane. Although President Joko Widodo had mentioned the initiative while campaigning, little was heard about the further development of One Map for over a year after he came into office in October 2014. Groups working on environmental issues and land rights for indigenous groups pushed for the commitment to One Map to be upheld.

Eventually, in early 2016, a presidential decree on the acceleration of the implementation of One Map was issued. The decree spells out the specific target of having 85 thematic maps for 34 provinces compiled and integrated into the official base maps, and available to the public by the end of 2019.

Java, Bali, and the islands of Nusa Tenggara now have detailed base maps. The large islands – Sumatra, Kalimantan, Sulawesi, and Papua – where many of the land utilization permits are issued – mainly for logging, mining, and industrial plantations – have been mapped in lesser detail.

All 85 thematic maps were collected as of mid-2016 and are in the process of being verified so that they can be integrated into the official base maps. The last stage of the One Map process is the synchronizing of the thematic maps into a single reference map, which is expected to continue beyond 2019. Nineteen ministries and agencies are involved in the implementation.

14 thematic maps for Kalimantan – a region prioritized for implementation – of 68, have been integrated into base maps; Nine are in the process of being verified; and 18 others have been returned to the respective custodians for revision.

Five years after the first initiative was introduced to the Indonesian public, efforts to tidy up the country's maps seem to be progressing albeit slowly. But for many this progress is too slow to

meet their unmet and urgent needs as environmental costs of deforestation and land-related conflicts continue to rise.

Looking Ahead

“People can accelerate the One Map process through participative mapping,” says Kasmita Widodo, the head of the Ancestral Domain Registration Agency (BRWA), an organization set up by a number of NGOs to pool the results of customary land mapping.

The BRWA has handed over 665 community maps covering around 7.4 million hectares to different ministries, and in the process has shown that government-collected data lacks key information that could and should come from the communities.

Yet efforts to incorporate community maps into official maps have run into technical and bureaucratic snags and delays. According to some observers, one possible reason for the reluctance to incorporate independently collected customary maps could be the lack of any law recognizing self-determination of customary rights, despite an acknowledgment of “customary people and their traditional rights” in the Constitution. Indonesia's 2016-2018 OGP action plan does however include a commitment to produce reference standards for community participation in organizing geospatial information.

Meeting the 2019 targets is technically possible. A recent major cut in state budgets across ministries has, however, cast doubt on whether progress will remain on schedule. According to some stakeholders, the real challenges are political in nature; permit-issuing authorities' reluctance to collaborate and deeply entrenched corporate interests wrapped up with vested political interests.

If and when implemented fully, One Map will reduce opportunities for illicit gains in high-value sectors, such as mining, plantations, and logging. Aside from increased financial resources and sustained high-level political commitment, it will take highly committed individuals to ensure the continued cooperation between ministries, government institutions and communities to make One Map a reality.

STAGES OF ONE MAP

1. COMPILATION

The process of compiling thematic maps (thematic geospatial information) from respective ministries and government institutions



2. INTEGRATION

The process of intergrating existing/collected thematic maps into the base maps



3. SYNCHRONIZATION

The process of harmornizing thematic maps, including resolving conflicts, identified by overlaps produced after the intergration process



ONE MAP



Open Data on Air Quality: an Engine for Civic Activism in Macedonia

MARIJA RISTESKA, QENDRESA SULEJMANI
AND ZDRAVKO VELJANOV

The Costs of Air Pollution in Macedonia

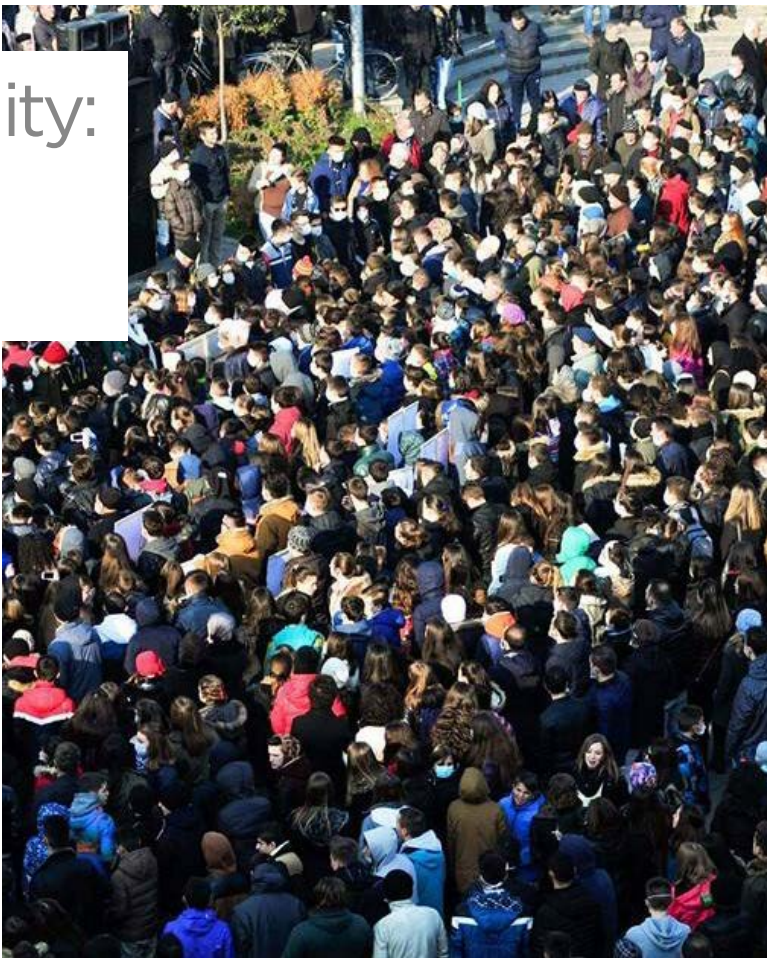
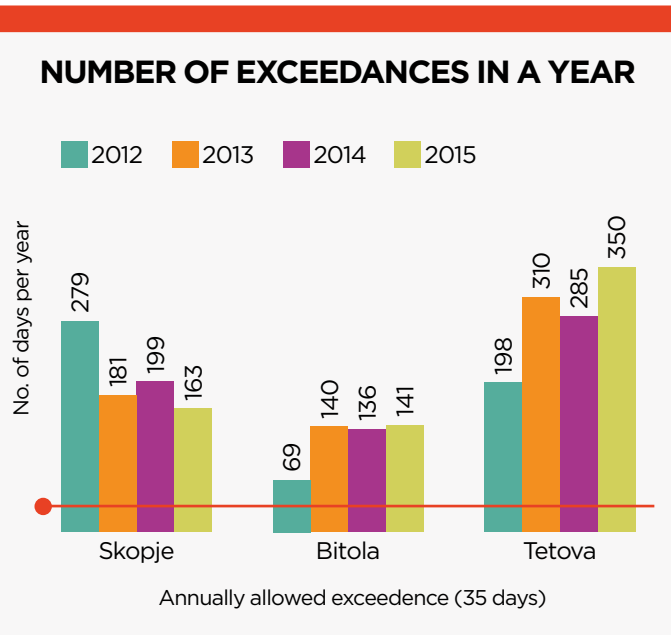
Tetovo, the fourth-largest city in Macedonia has the undistinguished honor of being the most polluted city in the world, based on a broad set of indicators on air, land, and water pollution. Other highly urbanized and industrial centers, like the capital city of Skopje, and Bitola with a concentration of energy industries, also struggle with particle pollution and poor air quality.

Tetovo defied European Union standards for protection of human life that lay down 50 micrograms of particulate matter per day for no more than 35 days in a year, for over 90% of the time in 2015.

Estimates by the World Bank indicate that particle pollution cost the Macedonian economy €253 million, or 3.2% of GDP annually. According to the Macedonian Institute for Public Health, air pollution is the cause of over a 1000 deaths in the country annually.

Opening Air Quality Data

In 1998, the country began to monitor air quality in Skopje, which was followed by the installation of air-quality monitoring stations throughout the country. The Ministry of Environment and Physical Planning (MEPP) collected the data and began to publish it on its website in 2004. Few people knew of the existence of this data, available only in aggregate reports.



While people complained about pollution, there was no organized form of civic activism around the issue. That began to change in 2012. That year Macedonia joined the Open Government Partnership (OGP). The first National Action Plan called for open data in a big way – a commitment to putting government data online in machine-readable format. The Ministry of Information Society and Administration, in charge of OGP, mapped the kind of data citizens wanted to see and found air-quality data ranked among the top 10. The MEPP began publishing hourly data on air quality in late 2012, collected from the state’s system for monitoring ambient air quality.

Awareness Spurs Action

The data on pollution moved citizens to action. In Skopje, a group of citizens established a Facebook group, called Stop the pollution in Aerodrom and Gazi Baba, which provides daily updates on air quality to its 3,000+ followers. They organized public debates and protests on the issue that caught media attention.

Arianit Xhaferi, an ordinary citizen residing in Tetovo, watched the coverage with close attention. Local residents had been complaining about breathing problems and he was sure the air had something to do with it. He visited the source journalists cited often in reporting on Skopje – the air-quality portal on the MEPP website – and realized that pollution levels in Tetovo were higher than anywhere else in the country. Puzzled by the lack of media focus on Tetovo’s pollution problem, he decided to take matters in his own hands. “There were less than 100 participants in the protest,” recalls Xhaferi.

The first protest, however, spawned a group, EcoGuerrilla, which used the air quality data to spread awareness on social media. The group also brought together doctors and the media to inform citizens about the dangers of poor air quality. Protests grew and became more organized. Bitola followed suit, with the first protests there organized in 2014. The open data portal soon had over 10,000 visitors (as against 500 on its launch in 2012).

The media, which now had this data in its hands, began calling attention to the issue, reporting not just on the poor quality of the air but the effects of breathing it on a daily basis.

In January 2015, an IT student, Goran Jovanovski, launched an app that tracks air quality, Moj Vozduh (My Air), which displayed the government climate data in a user-friendly visual interface on mobile phones and devices. Users are able to opt to receive push notifications for specific locations. Moj Vozduh was a hit, with more people accessing the data there than on the MEPP’s website, helping reach new heights in public awareness on the issue of air pollution.

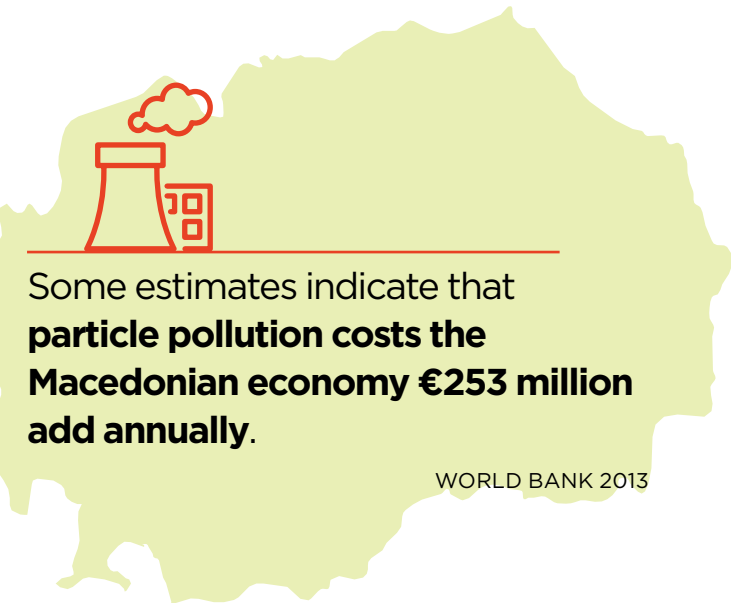
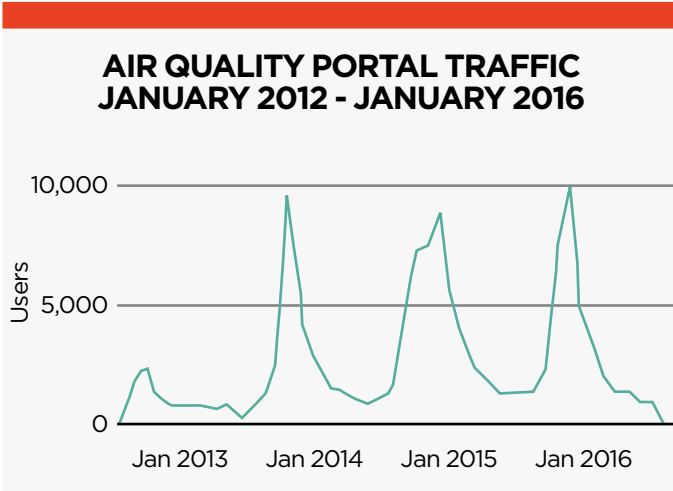
Finding Policy Solutions

The activism has resulted not just in protests and debates, but a response by the prime minister, who ordered measures be taken by state and local authorities in response to a petition organized by the activists.

Some policy solutions have followed but have been slow in coming. In 2013, the municipality of Bitola was the only one in Macedonia actively working to improve air quality – and that was only with the assistance of a European Union grant. In 2015, the MEPP initiated similar programs in both Skopje and Tetovo. These plans, however, focused on long-term solutions; citizens were eager for immediate results, particularly in the winter when pollution was worse and more apparent. The MEPP initiated a series of short-term actions to improve air quality, including increased inspections of polluting industries such as auto repair shops and landfills. This had the unintended positive effect of decreasing illegal activity, like burning excess oil and illegally operating a landfill.

Despite these actions, Tetovo still suffered – in December 2015, schools in the city were closed after pollution reached dangerous levels. In response, EcoGuerrilla launched a reporting portal that allowed citizens to report on violations of environmental regulations like burning trash; several entities were fined as a result. Elsewhere, activists called for stricter analysis of chemical pollutants and the adoption of response measures. The government, meanwhile, responded to citizen pressure for environmental action by closing factories and banning the import of certain used cars.

Ironically, the opening of the data has made citizens less trusting of the government, as policy solutions have not been immediate or inclusively developed. Some within government attribute this to Moj Vozduh causing “panic” among citizens by making the data they themselves publish so readily available. The application’s popularity, however, has led the MEPP to seek help in updating its website to make the technology there more user-friendly.



A View to the Long Term

An indirect, yet important, impact of the mobilization around the issue of air-quality data is the unification of civil society cutting across ethnic lines, who are now working together for a common cause in Macedonia – a country divided along ethnicity where political and ethnic issues receive far greater attention.

Air pollution overall has not decreased significantly, but awareness of the issue has skyrocketed thanks to the availability of easily accessible data and has enabled evidence-based discussions between government authorities and activists. There is a growing realization of the need for long-term solutions that address the causes of pollution rather than the symptoms. Some long-term solutions, like recycling and cleaner public transit, are being introduced, and alternatives to standard practices that pollute are being floated.

Looking at the progress made since the introduction of this open data portal, there is reason to hope that citizens will continue to demand more transparency and accountability from their government – and more collaborative action as a result, and over time slowly restore trust in government.



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Opening the Budget to Citizens in Israel

MARY LOITSKER. SUPERVISED BY DR. TEHILLA SHWARTZ ALTSHULER

Demystifying Israel's State Budget

After a 2010 fire in the UNESCO-listed Mount Carmel forest just outside of Haifa resulted in the deaths of 44 people and destruction of almost 10,000 acres of forest, blame quickly fell upon the authorities for extended underfunding of firefighters. The Israeli government denied the accusations but Adam Kariv, a civic-minded developer and open data expert, decided to fact-check the accusations made in the media.

For years, oversight of Israel's state budget had been considered the exclusive domain of a small group of Finance Ministry economists. The absence of easily accessible budget data hindered the ability of the broader public to monitor governmental spending, and even the Knesset, Israel's parliament, rarely called for more than a superficial discussion on budgets.

Looking into the government budget, Kariv quickly found himself confronted with data in numerous formats and standards, scattered across many files in the government's websites. Incensed, he decided that this needed to change and took it upon himself to develop a web application, Open Budget, to make budget information more accessible to citizens.

Kariv's initiative found a government champion in Michael Eitan, then the Minister of Improvement of Government Services, and an open government champion. Eitan pushed for the publication of detailed budget documents in Excel format. In a collaborative effort between his office, the Minister of Finance, and the head of the Budget Department, the files for the upcoming 2011 - 2012 budget (as well as historical files dating back to 1992) were finally released in machine-readable format to the general public.

Increasing Budget Transparency

The opening of the budget in 2011 was a game changer. Up until then, even members of Israel's Parliament (the Knesset) were used to receiving the budget in hard copy in cardboard boxes containing thousands of pages. With his new web application, Kariv was able to make this data accessible to all - a task that the government had previously estimated would take several hundreds of thousands of shekels and years of work. Eitan gave the Open Budget website an official gov.il address, formalizing the cooperation between government and civil society.

By mid-2012, Israel had joined the Open Government Partnership. Among its first commitments was one by the Ministry of Finance to continue to make state budget data accessible on the Open Budget website.

Following this commitment, the Budget Department published additional data from past budget transfers. In 2013, for the first time it also started to, proactively publish the budget proposal, as opposed to previously releasing the information exclusively in response to Freedom of Information requests.

The Budget Department also launched its own web app, Fiscally Digitally, presenting detailed annual budget data and analysis, as well as a summary of the government's future budgetary commitments originating from legislation, government resolutions, court rulings, and population growth.

Thanks to these efforts and increased media coverage of budgetary issues, citizens are now better informed about how their tax money is being spent, and the Parliament and people are subjecting budget allocations to closer scrutiny.



Shining Light on Budgetary Transfers and Procurement

Through the course of their work on making budget data accessible, Kariv and his colleagues at the Public Knowledge Workshop (PKW) came to understand that budget transfers, involving billions of shekels, were frequently undertaken with little warning or discussion by the Finance Committee of the Knesset. When their request to the Budget Department for data on all budgetary transfers was denied on the basis that the information was not readily available in Excel, they mobilized a cohort of volunteers to retrieve over 2,000 pages of budget information, scan it, and rally online supporters to transcribe the data into a readable, computable format.

When Minister Eitan left office in 2013, civil society was left without a champion, and the Open Budget application was removed from the official gov.il domain. The search for a new ally led them to a young, recently elected Knesset member (and a member of the Finance Committee) named Stav Shaffir who was willing to push for increased access to budgetary transfer information, going so far as to bring the Budget Department up before the Supreme Court in a case that charged that budget transfers were occurring "undemocratically." The case, still ongoing in 2016, created enough pressure to push the Ministry to make proposed budgetary transfers, along with explanations for them, available ahead of Finance Committee meetings.

Acting on one of the recommendations of OGP's Independent Reporting Mechanism's assessment of the first action plan, Israel committed to increase the transparency of contracts between the State and private bodies in its second plan for 2015-2017. The Freedom of Information Governmental Unit (FOIGU) in the Ministry of Justice, working with the Ministry of Finance's Accountant General has since put in place procedures that require

quarterly reporting on procurement spending by all government offices and agencies.

Challenges to Sustainability

There are still several portions of the budget that need to be opened, including grants and procurement contracts, the budgets of local authorities, and the security budget, which remains opaque despite growing public demands for transparency. Finding the right technological solutions that combine sustainability and scalability with user-friendliness also remains an ongoing challenge.

Supported by champions like Shaffir, civil society groups like PKW, Social Guard, and Citizens' Empowerment Center continue to make budget data more accessible to Israeli citizens. Staff turnover and limited resources in these organizations, kept alive mostly by volunteer work, mean that efforts to sustain and scale ongoing work could easily come to a halt with changes in institutional or personal circumstances.

There is no doubt that opening the Israeli State budget is slowly helping shape public discourse on the issues of budgetary allocations and transfers and their responsiveness to national priorities. Going back to 2010, responding to the national outrage on the underfunding of the firefighters that followed the Mount Carmel fire, the government added an aerial unit to Israel's firefighting and rescue services which has since also been transformed from a municipal structure into a national force.

Politically, the transparency agenda has suffered a few setbacks along the way, including Eitan's failed bid for reelection in 2013. Without its champion, and little knowledge of OGP and its commitments amongst the bureaucracy, the open budget movement languished. Even though it recovered eventually under Shaffir's leadership, it showed that bold and lasting political leadership, and bureaucratic-buy in, remain pre-requisites for sustaining the reforms.

Up until 2011, even members of Israel's Parliament were used to receiving the budget in hard copy in cardboard boxes.

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The full-length case studies are available at:
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