

# ***OPEN DATA FOR DEVELOPMENT IN LATIN AMERICA AND THE CARIBBEAN***

## **PROPOSAL**

To be presented to the International Development Research Centre (IDRC)

Proponents:

***Avina Foundation- Regional Headquarters - Panama / Panama***

***University of West Indies – Mona Business School***

***Organization of American States***

***United Nations Economic Commission for Latin America***

12 February, 2014

## Summary:

*Open data, which refers to releasing freely accessible, standardized and easily readable data, promises to make governments more transparent, accountable and efficient. It can also foster greater civic participation and promote new business opportunities. Governments, entrepreneurs and civil society organizations in Latin America are interested in exploring the potential of open data. As a result, several governments have set up open data portals releasing budget, education and other public datasets on the Internet. Social and economic entrepreneurs across Latin America and the Caribbean can now create web and mobile applications using this data, thus potentially leading to more efficient delivery of public services to citizens.*

*Despite the promise of addressing development problems through open data reforms, several challenges have arisen in attempting to harness their potential. In 2013, attendees at the first Latin America and the Caribbean Open Data Conference in Montevideo explored the opportunities and challenges for open data in the region. An emerging community of governments, civil society, academics and entrepreneurs came together to discuss the use of open data in the areas of urban governance, health, education, budget, parliamentary transparency, agriculture, and the environment. The consensus from the event is that while examples of successful open data initiatives are emerging, these tend to be scattered, often leading to duplication and wasted resources. Moreover, previous open data studies have highlighted the lack of focus on the unintended consequences of implementing open data initiatives, such as personal privacy breaches and greater social exclusion. The overarching objective of this initiative is to strengthen the accountability and legitimacy of public institutions, improve public services, and fuel economic growth in Latin America and the Caribbean through research and innovation on open data initiatives.*

*To address these issues, this project will support two initiatives: the Latin American Open Data Institute (Instituto Latinoamericano de Datos Abiertos - ILDA) and the Caribbean Open Institute. These initiatives, which will act as innovation and research hubs, will explore the opportunities and challenges of using open data to prevent and solve development problems. Working in coordination with governments, the private sector and civil society, these initiatives will explore measures to catalyze demand for, and usage of, open data to achieve development goals across the region. As a result, it is anticipated that policies and practices related to open data in Latin America and the Caribbean will be better informed, thus enabling them to achieve their stated intent to strengthen the accountability and legitimacy of public institutions, improve public services and fuel economic growth.*

*The ILDA will be hosted by the Avina Foundation, in coordination with the Organization of American States (OAS), and the Economic Commission for Latin America and the Caribbean (ECLAC). The COI will be hosted by the University of West Indies. There will be a coordination mechanism to share knowledge and research on the demand and use of open data for development with governments in the region, improving policy dialogue and consultation practices,*

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# 1) PROBLEM AND JUSTIFICATION: FROM PRINCIPLES TO PRACTICE

Two factors drive Latin American and Caribbean government's interest in open data: government transparency and improvement of public services. After the democratization wave of the 1980s, most governments in the region were under pressure from civil society to enact reforms that enhanced the integrity and transparency of public institutions and officials. Furthermore governments are facing significant pressures to improve public services, which have shown mixed results after a decade of good economic performance. Innovation in the public sector is deemed crucial in areas such as transport, health and social services . Open government data is now part of government's strategic tools to address the aforementioned challenges.

Governments have now released over a million datasets building the basis for several stakeholders to use and re-use information. Mexico City, Buenos Aires and Montevideo have set up collaborative space to partner with civil society and civic entrepreneurs in the development of public services. Websites, such as Quedu.br and Mejoratuescuela.org, are transforming the way citizens compare the quality of schools and governments view their own educational system. Parliaments in Argentina and Guatemala are implementing specific open data guidelines to increase transparency in the legislative process. Eight countries in the region are already following basic standards for disclosing budgets built on open data on agricultural subsidies, the *Subsidios al Campo* campaign shifted the public debate and ultimately resulted in reforms that ensure that subsidies are flowing only to those that needed them. These new practices and relationships configure an open data ecosystem (Harrison et al, 2012), re-shaping previous governance arrangements and balance between state and society.

Thus this new scenario begs the question Can Open Data help to deliver Open Government and more inclusive development? Weinstein and Goldstein (2012) argue that:

*"Open data benefits open government by focusing attention on the users' needs, thereby increasing public disclosure's potential value to citizens and harnessing technology to make the most of available information. But open data also benefits from open government, which links public disclosure to core governance problems and promises that the technical community behind open data might meaningfully deploy its expertise and energy to strengthen accountability in democracies around the world."*

Open data initiatives found substantial support in the Open Government Partnership (OGP)<sup>1</sup>. The OGP is a new high-level multilateral and multi-stakeholder forum launched in September 2011 which seeks to encourage open government initiatives and has already secured commitments from sixty two governments. The Americas have become an important force for in this partnership: sixteen Latin American countries have prepared and presented their action plans for greater openness in government and many have launched open data portals. The US, Mexico and Brazil were founding members of the OGP. Brazil co-chaired the first steering committee and Mexico is likely to host the OGP Summit in 2015. Open government has become a priority for governments reform in the region, as it is hoped that these initiatives will not only increase government transparency and accountability, but also spur economic activities in areas such as trade and agriculture.

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Nevertheless Open Government Plans are still work in progress (Dassen and Ramirez Alujas, 2012), some countries are advancing in transparency and public services reforms linked to open government data initiatives, while others are still not fully working in an open government framework. Initial steps such as creating a digital portal and putting a few datasets on-line may be relatively simple and inexpensive. However, populating portals with updated, relevant and timely data requires significant changes in government processes.

Leading governments are keen to operate as a “platform”. In other words, offering data to the communities of users and developers who collaborate to create innovations that can be incorporated into government practices. These communities are formed by a new generation of tech-savvy non Government Organizations (NGOs), committed civic or social entrepreneurs, and a growing number of well-intentioned and highly skilled citizens. A breed of new organizations is emerging in Latin America and the Caribbean, using open data and technology to address social challenges:

For instance:

- ABRELATAM<sup>2</sup> showed a great diversity in terms of organizations, motivations and issues where open government data could be an enabler to promote social change.
- In the Caribbean, the Code-for-the-Caribbean initiative, implemented in partnership with the Ministry of Agriculture in Jamaica, was an instructive exploration of the new emerging, open mechanisms of public sector/civil society innovation engagement.
- Developing Latin America and Developing the Caribbean –two regional hackhatons initiatives are still in place developing more sustainable approaches to using open data.

However challenges persist: there is still a lack of structured spaces for exchanges on the matter, datasets available lack of standards and there is a low involvement of international and national organizations that could support these efforts. Data release alone is not useful in itself unless communities working on it engage with it. In other words:

*“Creating a participatory innovation ecosystem is about a lot more than just publishing data sets. It requires doing the hosting, convening, persuading, and demonstrating involved in inviting diverse people to participate. The institutional players have to be prepared to collaborate with the innovators; those outside government have to know how to collaborate; civil society activists have to ensure that innovators know the problems that need solving; and research is needed to figure out what works. Noveck (2012) “*

Public information (open data) is the foundation of participatory open data eco-system, but is not enough to create participation, it is key to understand the demand, and the growing importance of this activity citizenship that is empowered by open data.

There are questions to answer that impact directly on information publication practices:

The active citizen

Open Data Eco-system

How do citizens, civic entrepreneurs and civil society and government engage in co-production?

How co-production triggers innovation and more effective forms of public service delivery?

What are the rules for broader collaboration?

How standards can lead to greater reuse, scalability and impact of civic initiatives?

Are marginalized groups represented as well?

How do governments address the cognitive divide in relation to data and spread the benefits of open government to marginalized communities?

What data does an active citizen need?

How can government' define priorities in their open data efforts and reach greater impact?

## 2) THE EMERGING OPEN DATA COMMUNITY IN LATIN AMERICA AND THE CARIBBEAN

The first Open Data Conference in Latin America and the Caribbean, showed the need to move towards a more systemic and strategic approach towards open data. Participants identified areas such as Urban Governance, Health and Education, Government Transparency and Agriculture and Environment. Also, the Conference showed the need for a special strategy for the Caribbean due to specific regional characteristics.

### URBAN GOVERNANCE:

There are several cities in the region such as Buenos Aires, Lima, Montevideo and Sao Paulo developing open data policies and using open government data to achieve social outcomes. For instance Mexico City recently set up an innovation city lab<sup>3</sup>, to improve life of citizens in Mexico partnering with civil society and civic developers. Buenos Aires, -a leading force in open data in the region- set-up a collaborative space for innovation inside the public sector linking silos in public administration with policy problems and community of users. Montevideo is partnering with civil society organizations to develop collaborative practices and software development to improve public services, leading to co-creation and integration of services. As more data becomes available, a "quantified city" could emerge, albeit challenge remains in how to improve government- citizen's communication to promote better and sustainable cities (Sasaki, 2012)

Research in this area should focus on understanding how cities are engaging with communities, business and social organizations delivering new outcomes in terms of urban governance in key areas. Critical areas are: transport, city services and participation.

### PUBLIC SERVICES: HEALTH AND EDUCATION

Latin American and Caribbean countries have significant amount of data in terms of public health systems, albeit it remains a topic largely unexplored. Organized intermediaries such as users groups could benefit significantly of more available and actionable information.

Education is also an area where open data could foster oversight and better results. Education systems in the region produce significant data that could help parents to understand the educative system as well as to choose and demand better schooling for their children. For instance Quedu.br, is a pioneer website which helps people to understand Brazilian educative system, allowing comparison across states, regions and schools, based on open data coming from national tests and other sources. With more data and appropriate governance these websites could give the region much better insight about educative services.

Research focus in this field should seek to understand the potential and actual use of open government data by grassroots users to drive change in the identified areas of a health care or education system. It should also engage public sector officials exploring which is the best way to advance an open data policy in their specific sectors.

#### GOVERNMENT TRANSPARENCY:

Government transparency evolved steadily in the region with the enshrinement of access to information rights (such as Brazil in 2010) as well as integrity regulation (such as the recent lobby law in Chile). Furthermore open data portals are now making their way through the region albeit development is patchy (Fumega and Scrollini, 2012). Successful campaigns are emerging in terms of parliamentary monitoring process in Honduras, Paraguay, Chile, Argentina and Brazil, but it is still unclear how far they can transform parliamentary-citizenry relationship. Research in this area should focus on providing evidence about how public information is used to increase citizen participation, as well as to understand how it affect political processes in several government branches.

#### AGRICULTURE AND ENVIRONMENT:

Agriculture is a crucial development field in the Americas in terms of economic importance and scene of social struggles. The recently created global open data initiative for agriculture and nutrition (GODAN) is also seeking to contribute towards research on the topic at a global level Subsidies, corruption in the field and labor conditions are usually problematic. Research on this field should look at the political economy of the sector, opportunities for enhanced service delivery to local farmers, as well as mapping some of the key issues to understand in which activities open government and open government data could deliver more opportunities.

### 3) GENERATING KNOWLEDGE AND EXPLORING OPEN DATA USE

This project will help to structure open data dialogues in the region, building on two regional hubs: the Latin American Open Data Institute (*Instituto Latinoamericana de Datos Abiertos* - ILDA) and the Caribbean Open Institute. These innovations, research and coordination hubs build on the alliances developed during the recent IDRC supported activities in Latin America and the Caribbean. The Caribbean Open Institute (#106099) and the Open Data for Development platform (OD4D) - project (#106286)

created strategic alliances among key civil society organizations, governments and multilateral organizations in both sub-regions.

These two projects have built an initial body of knowledge that provides the basis for establishing knowledge hubs in open data initiatives in Latin America and in the Caribbean. These hubs will work in coordination with the, working group on Open Data inside the Open Government Partnership, co-chaired by the Government of Canada and the Web Foundation (project #107075). They will also work in coordination with a regional agenda developed among governments of the region in the eLAC Regional Action Plan.

### *THE LATIN AMERICA OPEN DATA INSTITUTE (ILDA)*

ILDA is a light weight nodal initiative where several stakeholders can articulate exchanges about open data. ILDA will be in charge of developing three phases of the project: mapping, strategic actions and evaluation. ILDA will be hosted by Foundation Avina who will carry out most of strategic actions developing several partnerships in the region. ILDA will have an advisory group composed of: Omidyar Network, IDRC, Avina Foundation, OAS ,ECLAC, W3C, DATA Uruguay, Social Tic, *Ciudadano Inteligente*, COI and WF. The advisory board will provide advice in terms of the general development of the project as well as in the selection of *strategic actions* to carry forward. Avina will contribute financially and in kind resources towards the management structure of ILDA, as well as towards strategic actions and dissemination activities. Omidyar Network will contribute with financial resources towards ILDA in terms of strategic actions and dissemination, as well as in kind support in mentoring activities. ECLAC will provide in kind contributions in terms of policy advice and research The Latin American Open Data Institute (ILDA) is still in early stages. Born from the first Regional Open Data Conference, it is a partnership among the organization involved in setting up this regional forum. The partners have leading and complementary positions which are crucial to explore the above mentioned questions.

Based on the commitment with the event and underlying agenda, the stakeholders intend to support and strengthen ILDA's governance and its strategic development. In an unofficial manner, ILDA is already working together with the presidency of Mexico in the design of the next conference. Also, ILDA (and the Government of Mexico) are interested in becoming part of the steering committee of the Open Government Partnership's Open Data Working Group.

Strategic actions (described below) will be based on a set of hypotheses linked to capacity building, open government data standards and collaborative development:

- Collaborative development - ILDA will engage with several stakeholders at a local and national level to understand how governments and civil society can partner creating or reshaping existing public services. It will build on the experience of Avina Foundation and Omydiar Network, which have been main funders of collaborative innovation and open data competitions in the region (including a regional civic innovation competition).
- Development of standards - ILDA will partner with W3C to explore particular standards in given ecosystems. W3C will build on previous work developed during the previous OD4D projects W3C.br is leading communities developing technical standards for the disclosure of data ("W3C Open Data Community Group").



- Capacity Building - ILDA will partner with DATA and Social TIC to carry forward strategic actions to enhance capacity of traditional NGOs and excluded groups. DATA and Social Tic have been working closely with NGOs, journalists, and unprivileged communities to developed the analytical data skills (among others, they adapted the well-known OKF's School of Data platform to Spanish).

Finally ILDA will work with the Web Foundation collaborating in global processes such as the Open Data Working group in the context of OGP, advocating for open data release and standards. Furthermore ILDA could also take part in the Open Data Research Network (ODR) contributing with case studies and developing new conceptual frameworks. It will help to coordinate the policy dialogue in the region with the support of ECLAC and the Organization of American States. OAS and UN-ECLAC have established networks to discuss with governments across the region on issues related to technology and its implications (including an official government-led working group inside the eLAC regional action plan).

### *THE CARIBBEAN OPEN INSTITUTE*

The Caribbean Open Institute (COI) is defined as a coalition of organizations that catalyze open development approaches to inclusion, participation and innovation. The COI founding members are MSB UWI Mona, The Department of Electrical and Computer Engineering UWI St. Augustine (T&T), Fundación Taigüey (Dominican Republic), PANOS Caribbean (Jamaica), Slahsroots Caribbean Foundation .

The Caribbean Open Institute (COI) has emerged as an important catalyst in the development and facilitation of Open Data initiatives in the region, and plays an important role in the advocacy and engagement with regional governments and international partners. The new phase of work of the Caribbean Open Institute (106099-004) generated several insights that provide underlying propositions for a “Theory of Change” relating to Open Data initiatives in the Caribbean, considering it's unique attributes within the larger Americas region.

This project will build on the monitoring, evaluation and strategic planning activities carried on the COI under IDRC project #106099 - 006 in seeking to develop the COI's institutional structure and governance mechanisms to ensure visibility and capacity to support the scale-up and sustainability of the open data initiatives across the Caribbean region The COI will develop similar activities to ILDA in the Caribbean.

The Caribbean Open Institute precedes the work in Latin America. It emerged from activities inside the project “Caribbean Knowledge Economy: Coordinating Network (#106099)” and it already engages with the different dimensions of the open data initiatives.

- Collaborative development - COI has hosted a number of editions of a multi-country conference and code competition known as “Developing the Caribbean” - which is the largest technological event in the Caribbean. It has also support to governmental open data initiatives in Jamaica, Trinidad and Tobago and Dominican Republic.
- Development of standards – COI is working to establish a Caribbean Civic commons that will build a number of platforms for Caribbean countries
- Capacity Building - COI has provided open data training and mentorship to journalists to cover issues of public interest.

COI will provide Caribbean governments, researchers, journalists, technologists and NGOs with access to a larger community of knowledge, expertise and resources. COI has systematically engaged in policy

debates in the region, including collaboration with the World Bank in country-level readiness assessments. The COI has already developed a coherent strategic plan for the next two years. The research activities proposed here are aligned with these plans. The common timeframe for this proposal will also be a key opportunity to strengthen the collaboration and learning from experiences in the Caribbean and Latin America.

## 4) RESEARCH OBJECTIVES AND GOALS

*The overarching objective of this initiative is to strengthen the accountability and legitimacy of public institutions, improve public services, and fuel economic growth in Latin America and the Caribbean through research and innovation on open data initiatives*

This overarching objective will be achieved through 6 research objectives:

- Improve understanding of the demand and use of open data for development in Latin America;
- Support the collaborative development of products and services between government, civil society and entrepreneurs in these selected areas.
- Promote the development and adoption of emerging open data standards that enable open data initiatives to scale up;
- Explore mechanisms for open data to address the needs of marginalized groups, focusing particularly on youth, women and urban poor; and
- Build the capacity of the Latin American Open Data Institute to act as knowledge sharing platform fostering dialogue with governments that feeds to the initiative
- share knowledge and research on the demand and use of open data for development with governments in Latin America and the Caribbean, improving policy dialogue and consultation practices

## 5) METHODOLOGY

The project will support research and innovation on open data initiatives, testing conceptual frameworks and methods that explore the linkages between open data and developmental outcomes.

ILDA will develop a set of studies focusing on Latin American countries, while the COI will develop a set of studies and initiatives with a focus on the Caribbean. In coordination with ILDA, OAS and UN-ECLAC will be responsible for sharing knowledge and research on the demand and use of open data for development among governments in the region. They will build on their role in well-established and complementary government networks.

Based on language and institutional characteristics, the government networks in the Caribbean tend to be different. COI is well positioned to work directly with CARICOM and other sub-regional mechanisms. At the same time, OAS and UN-ECLAC will also work with COI in activities in the Caribbean whenever appropriate, incorporating this knowledge into relevant debates.

The research will be carried out in three phases: (i) mapping open data ecosystems, (ii) action research and experimental projects related to the co-creation, standards and capacity building, and (iii) participatory evaluation.

These phases are described below:

## MAPPING OPEN GOVERNMENT DATA ECO-SYSTEMS

ECLAC lead the Open Data for Development platform (OD4D) - project (#106286), developing a wide range of studies on open government data policies in several areas such as environment, cities, legal frameworks and economics of open data. As a result ECLAC is uniquely placed to take advantage of the previous accumulation process, to produce significant analysis on regulation in open government data.

Furthermore, ECLAC acts as technical secretariat of eLAC2015 – Action Plan on Information Society for Latin America and the Caribbean-. Accordingly, building on a meeting among government officials that happened during the first open data conference in Montevideo, a regional working group on Open Data was established within the eLAC2015 mechanism to promote knowledge sharing among governments and civil society.

In order to help design a work plan for the implementation of open government initiatives in region, ECLAC will map the status and key governance issues on ongoing national open government data programs. Also, ECLAC will compile and discuss policy issues on legal, administrative and technical aspects of open data, and propose policy recommendations to support the implementation of national open data programs.

This government-led working group will work in a close collaboration with other ILDA partners and the OGP Open Data Working Group to explore the strategic institutional arrangements for open data initiatives, best practices, methods for assuring usability and quality of data and recommendations for open innovations practices. This regional workgroup among governments will be an important in order to favor cooperation, exchange of best practices, capacity building and networking throughout the project.

***Output 1: A work plan agreed among governments in the region within the Open Data Working Group of eLAC2015 (coordinated by UN-ECLAC), in alignment with the Open Data Working Group of the Open Government Partnership (responsible ECLAC)***

In addition, the mapping phase of this project aims to provide an in-depth description of open data ecosystems debated in the First Latin American Open Data Conference: public services, government transparency, agriculture and environment and urban governance. These studies aims to provide an in-depth description of open data ecosystems debated in the First Latin American Open Data Conference: public services, government transparency, agriculture and environment and urban governance.

Mapping will build on the Open Data Barometer focusing on the supply side. The Open Data Barometer mapped out the supply of key datasets<sup>4</sup> in many countries of the region. Using the open data barometer as base-line, studies will identify key stakeholders in the open government data ecosystem, following a template which will consider the following dimensions:

*1) Base line:* Which is the status of the topic/policy, particularly in terms of OGD implementation (see *Open Data Barometer sub-index*)? The base line should establish clearly which is the policy in place, status of implementation and available supply of information.

*2) Stakeholders analysis:* This section will explore key stakeholders in the open data environment in the public, private and civil society. The study will provide a characterization of each stakeholder developing an analysis of the role they play, the resources they have and the objectives they pursue

*3) Possible initiatives:* The studies will provide a set of possible initiatives which could be deployed in each open data environment. Those initiatives could be based on local initiatives already deployed or comparative evidence adapted to the local environment. Crucially studies need to identify potential for support and development in the environment as well as possible models to carry them out.

The research will be based on Expert Surveys, Interviews and ODDC framework. The mapping will be developed in the four areas listed above: Urban Governance, Public Services, Government Transparency and Agriculture and Environment.. Annex 2 includes a potential list of mapping studies

***Output 2: 8 studies mapping open data eco-systems in Latin America (AVINA/ILDA)***

***Output 3 : 2 studies mapping open data eco-systems in the Caribbean (COI).***

These documents will serve as support for ongoing discussions and agenda setting in the region in each of the thematic areas defined above. These will be key input to the second *Open Data regional conference*<sup>5</sup> and satellite events.

## STRATEGIC INITIATIVES

Based on information gathered in the mapping phase the project will develop initiatives or experimental designs around three strategic areas: co-creation, standard development and capacity building . Up to 20 studies will aim to support and learn from strategic initiatives that foster open data Eco-systems as well as to learn from the critical issues they deal with.

Strategic initiatives are designed to test the following hypotheses:

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<sup>4</sup> e.g. map data, public transport timetables, crime statistics, international trade data, health sector performance, primary or secondary education, performance data, national environment statistics and detailed census data, land ownership data, legislation, national election results, detailed government budget, detailed government spend and company register

## **1- Innovation: Collaborative development between government and civil society and private sector triggers innovation and more effective forms of public service delivery**

Collaborative development between several stakeholders is one of the key assumptions of a participatory open data Eco-system. Mexico City, Buenos Aires and Montevideo have set up collaborative space to partner with civil society and civic entrepreneurs in the development of public services. Multi-country competitions such as Developing the Caribbean and “*Desarrollando America Latina*” (Developing Latin America) engage hundreds of developers every year to develop civic applications. Code for the Caribbean establishes multidisciplinary teams to work on open data projects.

Studies will explore the effectiveness of at least four different approaches in order to inform new initiatives. These set of studies seek to understand what services are needed in terms of infrastructure to foster innovation, which is the governance of new created services and what degree of control the government might or might not exercise on them. Furthermore, government involvement seems relevant terms of scalability and reliability of services, but the key questions for public officials and innovators is how. Activities will also explore enablers and barriers for government to engage in co-production activities.

***Output 4a. -at least 4 will support and research collaborative development of services and innovation using open government data (ILDA/COI)***

## **2 – Standards: Establishing open standards can lead to greater reuse and scalability:**

There are a number of emerging alliances which seek to establish parameters for scaling up innovation. Open311 offers a standard for channels of communication for issues that concern public space and public services. Open Parliaments offer guidelines for the disclosure of data in the legislative process. Mayors are exploring the idea of an Open Cities Alliance to establish parameters for collaboration in Latin America. A number of studies exploring in detail these emerging practices in these global and region communities, and their pertinence to the region is key to strengthen replication and greater impact.

Development of Open Data standards is deemed as a critical part of an open data Eco-system. While there is a general agreement about what open data means, standards are difficult to agree once they become specific. Issues about state capacity, cost, and technology available become significantly relevant. Building on the exploratory work done through the OD4D project and in the context of the working group created in the OGP process, for Open Data, as well as other multi-stakeholder groups such as W3C Open Data forums, these strategic actions seek to understand how standards in specific areas could lead to greater reuse and scalability.

***Output 4 b - at least 4 will support and research open data the production and development of open data standards in specific topics***

## **3- Inclusion: Data literacy is essential to spread the benefits of open government to marginalized communities**

As Gurnstein (2010) noted there is a real peril that the open data agenda could end up alienating communities and the knowledge they produce due to lack of skills and engagement. Thus, strategies to engage and build the commons around open data are essential to mitigate risks as well as to develop interventions in which communities, experts and developers can design new tools and imaging better

ways to use data. (Bates 2012). Some practitioners are arguing for the need of a “popular data approach” which user driven and participatory by nature (Bhargava, 2013)<sup>6</sup>

Social Tic is an NGO based in Mexico who set up the Latin American version of School of Data, and is currently developing training seminars on the topic targeting NGO, journalists and marginalized groups. The Caribbean Open Institute (Panos Caribbean) has developed specific support to media professionals interested in developing stories of public interest, particularly related to poor and marginalized communities. A number of studies will explore the effectiveness of different approaches.

The main research question in this case is to understand under what conditions excluded groups such as youth and women can take advantage of the new era of open government. Exploring the basic skills needed to engage with open data, as well as the different approaches to local organizations this component seeks to critically appraise available methodologies and test new ones in terms of capacity building for online and offline communities.

***Output 4 c - at least 4 will research, test and foster mechanisms to expand data literacy and skills of excluded groups fostering and strengthening their participation in open government ecosystems (IIDA/COI)***

***Output 4 d at least 4 will research, test and foster the above mentioned strategic areas in the Caribbean (IIDA/COI)***

## PARTICIPATORY EVALUATION

*Based on the interventions in the different areas, evaluation should focus on key indicators defined during the mapping and adjusted during the intervention phase. Crucially the evaluation process should be formative and shared in order to capture specific “hard data” as well as soft data. Due to the level of maturity of the field it is highly likely that soft data will provide a better understanding of key variables and its interdependencies. This phase is aligned with the evaluation phase of this project.*

As the analysis of different cases will build on common indicators, it will be possible to draw a systematic comparison, which will be the basis of peer-reviewed articles.

***Output 5 Four peer-reviewed quality research articles on how the selected initiatives lead to development outcomes (e.g. how open standards contribute to greater reuse and scalability, how broader participation leads to more effective open data programs). The lessons learned during the process will be shared with governments in the region. The project will share knowledge and research on the demand and use of open data for development among governments in the region. (ILDA)***

Building on the learning from these strategic initiatives, the project will take advantage of established networks to discuss with governments across the region on the potential implications. Building on the

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<sup>6</sup>  
accessed 1st December 2013

for instance <http://civic.mit.edu/blog/rahulb/towards-a-concept-of-popular-data>

results of the dialogue with the eLAC working group, The UN-ECLAC will evaluate the eLAC open data work plan.

***Output 1a: An evaluation on the work plan agreed among governments in the region within the Open Data Working Group of eLAC2015 (coordinated by UN-ECLAC) (responsible ECLAC)***

Also, OAS has long worked on e-government in the region through the involvement and support of the successful RED GEALC network which plays an influential role in e-government policy development and collaboration among governments. In the context of Open Government efforts Red Gealc also developed the first Gob Camp in the region, experiencing with new participatory methodologies. Red Gealc is now actively working with governments on open government plans and seeks to foster participatory practices in the building of open government data plans.

The OAS will organize a series of at least 3 Gov Camps and provide technical support to countries developing open data plans. Gov Camps will be key instances where knowledge generated on the strategic initiatives explored in this research can be brought to government officials and civil society in the region.

The OAS will also focus on use its networks to provide information about the evolution of the research agenda as well as will disseminate information to governments. In particular OAS will foster dialogue through the E Government Leaders Network of Network of Latin America and the Caribbean (RED Gealc)

Finally, the OAS will in partnership with other stakeholders deliver on line courses<sup>7</sup> aimed to educate public servants about the synergies open government data and several governance areas could develop aiming towards the outcomes of this project. Courses will also help other institutions and the general public to understand key issues of open government.

***Output 6 Report on regional dialogue and participation on Open Data based on 3 Gov Camps developed through the course of the project (OAS)***

***Output 7) Engagement with public servants through on-line education course(OAS)***

Furthermore in Latin America there is still not an obvious path towards setting up a nodal entity able to convey all the open government data efforts in the region. This project aims to contribute towards generating such a nodal entity or “hub”. ILDA could work as an incubator for a future Institute or more stable alliance. In the Caribbean, The Caribbean Open Institute (COI) already plays this role.

***Output 8 A proposed governance structure for a Nodal entity (hub) in Latin America will be developed<sup>8</sup> (ILDA)***

***Output 9 A governance structure for a hub in the Caribbean (COI)***

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<sup>7</sup> There is space for cooperation in this item with W3C on previous online courses developed by them.

<sup>8</sup> The hub will build on previous efforts from the OD4D project and website. Further developments on this will be carried out in the planning and implementation stage of this project

## 6) . EXPECTED RESULTS AND DISSEMINATION

The principal outcome of this project will be the establishment of ILDA and COI as innovation and research labs that will work to harness the potential of open data initiatives to address development challenges in Latin America and the Caribbean. The following table presents the key expected results in each component:

- Catalyse mechanisms for collaboration and co-production of public services
- Facilitate the adoption of technical standards in key areas, which should contribute to the scaling up, sustainability and impact of open data initiatives in the region.
- Build the capacities of data entrepreneurs and policy makers and facilitate their engagement in key political and social debates
- Government well-informed in key open government data policy issues, which contributes to sustainability and development in the region.
- Identification of key policy issues and propose regulation to promote clear regulation in open data environments

The following table represents the outcomes expected in each area associated with a key policy discussion associated



<b>Crosscutting Issues/ Strategic areas</b>	<b>Collaborative Development</b>	<b>Open Government Data Standards</b>	<b>Capacities</b>	<b>Policy Discussion</b>
<b>Urban Governance</b>	Better collaboration/co-production practices in cities	Better and specific standards on Data in the cities agreed publication schemes and licenses.	Excluded groups empowered to use open data.	<b>Strategic Discussion:</b> How do cities are using open data to foster inclusive development?
<b>Health and Education</b>	Better collaboration/co-production practices in place for the governance of health and education services	Taking stock of information available and possible standards and best practices.	Excluded groups empowered by Open Data	<b>Strategic Discussion:</b> Which are the possible benefits and risks of open data in the health and education sector in Latin America?
<b>Government Transparency</b>	Enhanced accountability in specific areas.	Better and specific standards agreed in key areas government areas.	Organizations a empowered to Monitor Government activities	<b>Strategic Discussion:</b> How Open Government communities are achieving more government transparency using open data? Which limits open government communities could be empowered?
<b>Agriculture and Environment</b>	Better collaboration practices in place	Taking stock of information available and possible standards and best practices.	Communities empowered to explore the topic with Open Data tools	<b>Strategic Discussion:</b> How does open data help engage communities in this field?

In terms of dissemination this project will contribute towards the next Open Government Data Conference in Mexico, the Third Open Data Conference (yet to be determined) and several regional events in Latin America such as the next Open Government Regional meeting (Costa Rica) and the next Open Government

Summit in Mexico (2014). Dissemination of results will be carried out in these events as well as through institutional networks of Avina, ECLAC and OAS.

It is likely that the end of the project will coincide with the Open Government Partnership Summit in Mexico. This will be an important moment to reflect on the contribution of open data to the open government agenda, and an opportunity for the project to contribute concretely to open government action plans.

## 7). RESEARCH SCHEDULE

Annex 1: provides description of objectives, expected results, outputs and time line

## 8) BUDGET

Annex 3 provides a budget description

## 9) MONITORING AND EVALUATION

The objectives of a Monitoring and Evaluation (M & E) will be to:

- provide evidence of impact
- provide accountability to donors and partner
- document the process and promote shared learnings
- Inform management and strategic decisions.

The M & E is aimed to provide information to: partners, donors and eventually new partners and members of the initiative.

ILDA and COI will be subject to a formative evaluation process which will include indicators in the following dimensions: initiative management, strategic actions performance and policy development.

*Initiative management:* The operations and strategic management will be routinely evaluated through meet ups every three months by member of the initiative. Evaluation will include:

- Alignment of outputs with strategic direction of the initiative (E.g. Are we achieving what we are set to achieve?)
- Time frame (E.g. Are we delivering according to schedule?)
- Timing and Synergies (E.g Are we fully exploring the potential of our alliance)
- Efficiency (E.g.Are we using and combining our resources in an efficient way?)

*Mapping Strategic and Evaluation phases:* will be evaluated according to a set of criteria which will include

- Quality of mapping studies
- Selection criteria according to strategic focus
- Impact of each strategic actions: E.g: number of users expected, synergies created etc.
- Development of each strategic action: process, support activities
- Participation and design of events
- Outputs and Outcomes of policy dialogues

Qualitative and Quantitative evidence will be collected and a full M&E will be agreed with partners at the beginning of the project.

## 10 ) INSTITUTIONS AND PERSONNEL

### **Avina Foundation (ILDA)**

The main executing agency of the ILDA activities is Avina Foundation. Avina is a Latin American foundation that identifies opportunities to achieve systemic change relevant for sustainable development, by connecting and empowering people and institutions in shared agendas for action.

#### **Institutional Responsibility:**

Prior to Mr. Baracatt's appointment as Avina's chief executive officer, he served as chief operating officer and director of social innovation. He has been working on issues of sustainable development in Bolivia since 1990, founding Environmental Protection of Tarija (PROMETA), today a well-known non-governmental Bolivian conservation organization. Mr. Baracatt was also a civic and university leader in Bolivia and a member of the boards of directors of several national and international organizations.

#### *Institutional*

#### *Coordinator:*

Márcio Vasconcelos Pinto. Mestre em Administração de Empresas e Especialista em Processos Educacionais. Gestor da área de "*Tecnologias para Mudança Social*" da Fundação Avina e Coordenador Geral do Fundo Acelerador de Inovações Cívicas. Co-autor do estudo "*techyred*"

#### *Lead Researcher* for the OD4D

Fabrizio Scrollini is a PhD candidate at the London School of Economics and Political Science (LSE) where he develops research on transparency, access to information and open government. Fabrizio has worked closely with access to information authorities such as the Serbian Information Commissioner and the Council for Transparency as a senior consultant and has experience in policy transfer exchanges in the public sector. In his civil society role Fabrizio is the co-founder and Chairman of DATA, a CSO organization based in Uruguay working in open data and development.

### **University of West Indies**

The activities related to the Caribbean Open Institute will be executed by The University of West Indies

## Institutional Responsibility and Research Coordinator Maurice McNaughton

Maurice McNaughton, PhD, is Director of the Centre of Excellence for IT-enabled Innovation at the Mona School of Business & Management, University of the West Indies. His current research focus spans a range of emerging Open ICT's including open source software, open data, mobile and cloud computing.

Dr McNaughton brings over 15 years of senior management and industry experience in the planning and direction of enterprise-level Information Technology in organizations. He combines this strong practitioner orientation with focused academic research to make a significant contribution to the development of new knowledge and thinking about the strategic use of ICT as an enabler of business innovation in the enterprise, both small and large, as well as a growth-enabler for small developing economies.

### **- Organization of American States - OAS**

The OAS will be responsible for sharing knowledge and research on the demand and use of open data for development with governments in Latin America and the Caribbean, focusing particularly on improving consultation practices in themes identified during the project.

*Institutional Responsibility:* Maria Fernanda Trigo, a Bolivian national, currently serves as Director of the OAS Department for Effective Public Management where she has set as its mission to strengthen public institutions in the Americas so they are more transparent, effective and have mechanisms for citizen participation

*Research Coordinator:* Mike Mora is an Open Government specialist working on Effective Public Management at the Secretary of Political Affairs.

### **United Nations Economic Commission for Latin America and the Caribbean – UN-ECLAC**

The UN-ECLAC will also be responsible to share knowledge and research on the demand and use of open data for development with governments in Latin America and the Caribbean. It will focus particularly on improving the regional policy dialogue among governments, establishing and updating a regional work plan within the ECLAC mechanism, and in coordination with the OGP OD Working group.

*Institutional Responsibility:* Mr. Mario Castillo will be responsible for directing, organizing and controlling ECLAC's project activities. Given his background, he will provide support for the project coordinator in identifying stakeholders for the project as well general event coordination. (10% dedication throughout project) Mr. Castillo has spent the last fifteen years working in projects related to economic development and new technologies. He is currently the Chief of the Unit of Innovation and New Technologies in the Division of Production, Productivity and Management at the United Nations Economic Commission for Latin America and the Caribbean (ECLAC).

Mrs. Valeria Jordán will be in charge of monitoring and evaluating the project throughout its duration and the drafting the research document. Given her background and previous experience, she will also aid in drafting the progress reports submitted to IDRC. (15% dedication throughout project) Mrs. Jordan serves as an Economic Affairs Officer in the Division of Production, Productivity and Management at ECLAC in Santiago de Chile. She holds a bachelor's degree in economics from Universidad Gabriela Mistral of- Chile, with a master's degree in Business Administration from *Universidad del Desarrollo*, also in Chile. She has

13 years of professional experience, with expertise on Telecommunications, ICT measurement and development policies.

Mr. Jorge Patiño will provide support in the technical aspects of the project and will be closely involved with the coordination of the technical workshops and the drafting and revision of the investigation on the implementation of open government data programs in Latin America and the Caribbean. (70% dedication through project) Mr. Patiño holds a degree in Economics from *Instituto Tecnológico y de Estudios Superiores de Monterrey* (I.T.E.S.M) with postgraduate studies at the *Universitat de Barcelona*. He currently serves as Research Assistant at the Division of Production, Productivity and Management at ECLAC in Santiago de Chile.

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## **Annex 1 - Open Data for Development in Latin America**

- **General objective:** To strengthen the accountability and legitimacy of public institutions, improve public services, and fuel economic growth in Latin America and the Caribbean through research and innovation on open data initiatives

RESEARCH OBJECTIVES	PHASES	OUTPUTS	TIMELINE
1) Improve understanding of the demand and use of open data for development in Latin America;	(1) Mapping eco-systems, identifying opportunities and designing experiments	Output 1: A work plan agreed among governments in the region inside the regional open data working group (coordinated by UN-ECLAC) and in alignment with the work plan of the Open Government Partnership Working Group (responsible ECLAC) Output 2: 8 studies mapping open data eco-systems in Latin America (AVINA/ILDA) Output 3 : 2 studies mapping open data eco-systems in the Caribbean (COI).	1-6
(2) Support the collaborative development of products and services between government, civil society and entrepreneurs in these selected areas.	(2) Strategic Initiatives	Output 4a. -at least 4 will support and research collaborative development of services and innovation using open government data (IIDA/COI)	7-18
(3) Promote the development and adoption of emerging open data standards that enable open data initiatives to scale up;		Output 4 b - at least 4 will support and research open data the production and development of open data standards in specific topics Output 4 c - at least 4 will research, test and foster mechanisms to expand data literacy and skills of excluded groups fostering and strengthening their participation in open government ecosystems (IIDA/COI) Output 4 d at least 4 will research, test and foster the above mentioned strategic areas in the Caribbean (IIDA/COI)	7-18
(4) Explore mechanisms for open data to address the needs of marginalized groups, focusing particularly on youth, women and urban poor;			
(5) Build the capacity of the Latin American Open Data Institute to act as knowledge sharing platform fostering dialogue with governments that feeds to the initiative  (6) share knowledge and research on the demand and use of open data for development with governments in Latin America and the Caribbean, improving policy dialogue and consultation practices	(3) Participatory Evaluation	Output 5 Four peer-reviewed quality research articles on how the selected initiatives lead to development outcomes (e.g. how open standards contribute to greater reuse and scalability, how broader participation leads to more effective open data programs).	19-24
		Output 1a: An updated work plan agreed among governments in the region inside the regional open data working group (coordinated by UN-ECLAC)	7-24
		.Output 6 Report on regional dialogue and participation on Open Data based on 3 Gov Camps developed through the course of the project (OAS)	7-24
		Output 7 Engagement with public servants through on-line education course(OAS)	7-30
		Output 8 A proposed governance structure for a Nodal entity (hub) in Latin America will be developed (ILDA) Output 9 A governance structure for a hub in the Caribbean (COI)	20-30

## ANNEX 2 – LIST OF POTENTIAL OPEN DATA ECOSYSTEMS – MAPPING PHASE

DRAFT!

Mapping phase is a stage in the project which aims to provide in -depth description of an open data policy in one of these areas: public services, government transparency, agriculture and environment and urban governance. Studies should focus on: *collaborative development (co-creation), capacities and standards*

***On selection of mapping studies:*** Mapping studies will be related to the Open Data Barometer which measures the status of open data in 8 Latin American countries using the barometer as base-line studies should identify key stakeholders in the open government data ecosystem, following a template which will consider the following dimensions:

*Base line:* Which is the status of the topic/policy; particularly in terms of OGD implementation (see *Open Data Barometer sub-index*) The base line should establish clearly which is the policy in place, status of implementation and available supply of information.

*Stakeholders analysis:* This section will explore key stakeholders in the open data environment in the public, private and civil society. The study will provide a characterization of each stakeholder providing an analysis of the role they play, the resources they have and the objectives they pursue

*Possible initiatives:* The studies will provide a set of possible initiatives which could be deployed in each open data environment. Those initiatives could be based on local initiatives already deployed or comparative evidence adapted to the local environment. Crucially studies need to identify potential for support and development in the environment as well as possible models to carry them out.

*Methodology:* Expert Surveys, Interviews and Open Data Barometer toolkit

The following are examples of possible studies to carry out in each area. Four examples are provided in each area, but only two will be carried out in the context of this project. Each study should broadly follow the structure aforementioned.



# 1. GOVERNMENT TRANSPARENCY

## 1. 1 Parliamentary Standards

### **Focus: Standards**

**Countries: Chile, Uruguay, Colombia and Brazil**

Parliamentary information is usually considered as key to understand how laws are created and to promote citizen accountability. In the Latin American context there are several questions to answer: Which would be an ideal standard/standards for Parliamentary information? Which is the current status in key countries in the region? Which are the most promising uses of this information to empower citizens? Which are the most likely strategies to help them succeed and the risk these initiatives face?

## 1.2 Transparency in Local Governments

### **Focus: standards and capacity building**

**Countries: Brazil, Uruguay, Peru and X?**

Local Government are considered key in terms of service delivery. It is the closer government tier to citizens hence it has great potential for impact. Transparency at a local level has been usually explored by organizations such as Transparency International and Avina in the Latin American contexts. A recent project in Sao Paulo studies how budget data could be used to foster social accountability. There are question to be answered at this level in terms of capacity in the public sector and civil society, as well as how the open data agenda can feed into previous advocacy and participation processes.

## 1.3. Security, Crime and Transparency

### **Focus: Standards and Capacity Building**

**Countries: Colombia, Brazil, Argentina Uruguay?**

Security is becoming a crucial issue in Latin America. Increasingly governments are debating different and tougher evidence against crime particularly in urban settings. Even private entrepreneurs are providing “smart solutions” for crime reporting based on versions already developed in the United States and the UK. In this context question arises around

Which are the key data and information that should be available in this field?

How does this data could help authorities and citizens? Which are the possible side effects of publishing this data and using it? How does this data could assist better enforcement strategies?

## **1.4. Right to Information and Open Data**

### **Focus: Standards**

### **Countries: Regional Overview**

Globally FOI communities and open data communities are on the same side pushing for openness, but the relationship between both agendas is still uncertain. Which is the relationship between proactive publication and open data? Is it feasible to governments to fulfill their proactive publication duties through open data portals? And if they do would this mean that citizens are able to understand and use this data?

## **2. PUBLIC SERVICES: HEALTH AND EDUCATION**

### **2.1 Focus: Capacity Building and Standards**

### **Countries: Brazil, Chile, Uruguay and x**

Education is a top priority for several governments in Latin America. Some governments provide extensive information about how primary and secondary education while other resist to do so. Pioneer websites such as [quedu.br](http://quedu.br) aim to use data published to help people understand performance of their schools. But in this context new problems arise such data availability, representation and use of this data. What is the relationship data has in fostering voice, choice, representation or exit in these systems? By choosing a set of 4 education systems across Latin America the study will aim to deal with some of these questions

### **2.2 Users and health open data**

### **Focus: Capacity Building, Standards and Co-Creation**

### **Countries Chile, Colombia, Uruguay x**

Open Data and Health poses multiple opportunities at a global and regional level. E-Government agenda has advanced in several areas such as e- medical records but feedback loops from citizens remains elusive. The health sector has multiple political economy challenges and open data could help dealing with some of them. Countries such as Chile and Uruguay, with different models, provides extensive information about their systems yet uses of data remains limited. How open data can help users to provide valuable feedback? How exactly open data could provide choice in terms of treatments and other resources? Which are the linkages between regulators, users and providers in this open data environment? How can we foster capacity in users to use data and provide better feedback?

## **2.3 Health delivery, privacy and open data**

**Focus: standards**

**Countries?**

Release of open data in the health sector provides significant opportunities for studies and analysis of impact new techniques. Yet it is not clear whether Latin American health services are able take advantage of this information, nor if the release of this data could breach personal privacy. By understanding which data is available and who are the key stakeholders it is possible to develop this field.

### *2.4 Open Data and Endemic diseases*

**Focus standards and capacity building**

**Countries:** Paraguay, Argentina, Brazil and Peru

Endemic diseases such as dengue are common in Latin America. Data about epidemics is usually available in closed formats but other data such as humidity, rainfalls and previous outbreaks could help to develop predictive models about endemic diseases. This study should aim to identify the information available to carry out such studies, possibilities of generating information through alternative sources and viability of initiatives from academia and civil society.

## **3. OPEN DATA AND URBAN GOVERNANCE**

### **3.1 City Services**

**Focus: Co-Creation**

**Cities:** Buenos Aires, Mexico DF, Montevideo and Rio de Janeiro/Sao Paulo

The goal of this study will be to identify current successful models and initiatives in a set of cities in terms of collaboration and co-creation in specific areas of public areas such as: public transport, city management (garbage, lighting, incident report) and libraries. The study will analyze the different models drawing attention to pros and cons from different models

### **3.2 Focus: Empowering voices at a local level**

**Countries:** TBD

The goal of this study will be to identify possible use of data to inform local reality through local media what kind of data is essential to publish at a city level? How local media can use open data to give voice and amplify voice of local communities? How open data can be intertwined with local news services?

## 4. AGRICULTURE AND ENVIRONMENT

### 4.1 Local Farmers and Open Data

#### **Focus: standards and capacity building**

The goal of this study is to understand which the link between open data and local farmers need. The study will identify which information farmers need, information they already have and possible enhancements new information could provide to local farmers. The study will identify the added value this information could have and the several ways farmers could use to get it, including intermediaries technologies and firms.

### 4.2 Environmental standards Extractive industries and Open Data

#### **Focus: capacity building**

Previous studies in the open data field suggest great potential to monitor extractive industries and environmental damage. Nevertheless is it possible to fully monitor the development of an extractive industry using the data available? If not which is the data missing and in which standards should be provided? And crucially who could make use of this data and how effective this use could be?