42 voices

PARTICIPACION & COLLABORATION & TRANSPARENCY

[experts from around the world fill it with meaning]

about

x/p
xarxa d'innovació pública

open government

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Prologue

In 2013, the Public Innovation Network (XIP) presented its video about **open government**, including a set of 42 standards that a government must meet to be considered open.

The video is presented as a basic, but thorough, compilation explaining everything referring to open government and does so tracing the way for existing social, economic and political challenges.

It has also served as a basis for discussion in many administrations around the world and volunteer communities have translated it into **Spanish, English, French and Italian**.

The XIP continues generating debate and spreading the idea of open government to increase the quality of democratic societies, focusing on transparency policies, accountability and effective citizen participation taking advantage of the network dynamics of current technology.

Now we are presenting a collaborative publication to define the 42 standards listed in the XIP video. The idea is to deepen the knowledge and facilitate the dissemination of these standards. So we started the project "Sponsor an open government concept" which has put us in touch with experts from around the world who have each written an article about what the concept assigned suggests to them.

The result is a collection of expertise: 42 people around the world who offer their knowledge on open government; 42 articles, brief and concise, that provide clues to better understanding and knowing how to promote it.

Thanks to everyone! On the network we will go further!

Public Innovation Network

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Xarxa d'Innovació Pública

01 Open GOVERNMENT

Democracy, created by the Greeks, spread by the American Independence and the French Revolution and developed by the liberal constitutions in the 19th century, is nowadays the main process of government in the world. Concretely, it is representative democ racy in which political representatives, who make decisions that correspond to the collective will, are elected.

Citizen participation is articulated with indirect mechanisms through the chain created by parties, political representatives and, finally, elected posts who exercise the final governmental action.

At the end of the chain is the Administration, thought to be in charge of planning, organization and control of the common resources for the general benefit.

During the 20th century, representative de mocracy was the system through which the majority of western states or ganized. In the 21st century, however, the system is weakening because of the waste of public funds, corruption and to a large extent the re cent economic crisis.

Movements like Indignados or Occupy Wall Street, the Arab Spring and also other incipient ways of citizen partic ipation are coming up with the need to change the actual government sys tem and its administration system. In parallel, information and communica tion technologies (ICT) are evolving towards more collaborative environ ments as the effect of social networks, mainly. On one hand, we can access a wide amount of information easily and at any time. On the other hand, we have at our disposal environments that allow people's participation and, therefore, the interaction between the commu nity and its representatives in a direct and fluid way.

Thus, we are entering a new so cial paradigm in which citizens, enti ties, political parties, public workers and elected posts can participate and inter act directly in the debate, defini tion, creation and evaluation of public poli cies.

This is also known as open govern ment, in which the principles of participation, collaboration and trans parency are associated.

Participatión

The participation of citizens, business, entities and professionals in the defi nition and creation of the policies and services that are affecting them is the essential ingredient for open govern ment. To make this possible, general access to technology, information and knowledge must be guaranteed to all implicated actors.

An open administration actively listens to these social actors, involves them, col lects their ideas and encourages the de bate among all of them. The administra tion conceptualizes and transforms these ideas into policies and services—new or improved—the result of this constant dialogue.

Collaboration

The participation of agents cannot re main only in the design of government policies. The administration needs to be the driving force of collaboration among all to develop those processes designed in the participative phase and integrate them into the preexisting ones.

Innovation must extend, necessarily, to services and coproduction tasks, whether searching for ways to be cofinanced by the public and private sector or to implant them in the best way.

The process does not end in the implementation of the service. It is essential to evaluate its efficacy, efficiency and convenience. And here, again, participation of all actors is needed to answer the question: how can we improve?

It is a continuing improvement process to facilitate the permanent creation of social wealth and, after all, for the increasing generation of job posts.

Transparency

The third key concept in open government is transparency. Participation and collaboration of citizens do not make any sense if the information owned by the government and the administration is not public for all implied actors. The open government needs to disseminate, first of all, its actuation plans and its decisions.

Giving quick and effective response to the questions of citizens and other actors is the way to show transparency by a government that conceives social control as an essential piece for its correct functioning. For this reason it submits, voluntarily and systematically, to external controls of the quality of its services and the clarity of its actuations and accounts.

Laws that try to regulate transparency need to include the publication of all of the government's information, controls and audits, periodic accountability and, if needed, assumption and depuration of responsibilities.

Opening public data is, therefore, an essential point in the path towards transparency and it is inherent to a strategy of opening knowledge in general. Government, and enterprises that work and act on its behalf, need to open the resulting data of its activity to all. This data needs to be offered as structured in open format archives, interoperable and with licenses that allow public dissemination.

The administration opens up its data so that enterprises, associations and citizens can use it and create new products and services that add value and wealth to society

OPEN GOVERNMENT IS ONE THAT RECOGNIZES THE CAPACITIES AND WISDOM OF ITS CITIZENS AND FOR THIS REASON IT LISTENS TO THEM, TALKS TO THEM AND SEARCHES FOR THEIR CONTRIBUTION TO THE DEFINITION AND PRODUCTION OF SERVICES BOOSTED BY THE ADMINISTRATION.

OPEN GOVERNMENT IS ONE THAT OPENS ITS KNOWLEDGE AND SHARES IT BECAUSE IT IS WELL AWARE THAT IT GENERATES ADDED VALUE AND SOCIAL WEALTH.

OPEN GOVERNMENT IS A GOVERNMENT BASED ON THE COLLABORATION OF ALL!

Play video "Open government" >>

02
Participation

VIRTUAL LOGIC. The expansion of the Internet and the resultant multiplicity of relationships and interactions of all kinds among citizens as well as the increase in huge volumes of information thanks to information society technologies (IST), the emergence of the Web 2.0, open government and big data have all brought the concept of participation to the forefront in the arena of political debate. Thus, the concept of open government has become increasingly important because citizens now have the opportunity in their personal, professional, collective, territorial, business or institutional capacities to become involved in political processes and government and public administration management in a way that was inconceivable before the Internet. However, participation on the Net is quite different from the prevailing idea of social participation because when the latter is applied to the virtual world it necessarily becomes mandatory, a mere expression of good intentions. Participation based on virtual logic takes place at the level of a technological substrate which imposes its own ground rules and conditions for interaction. Online participation is the fruit of a technological and conceptual design, a methodology and construction where ideas shape the technological structure and viceversa.

FROM THE EPHEMERAL TO THE LONGLASTING

Participation on social networks is constructed as an open, ephemeral activity, without clear objectives, subject to the toing and froing of personal opinions — not easy to recuperate in formation and badly or inadequately documented. On the other hand, par ticipation in open government must take into account activity in social networks but from the perspective of communicating the results of a participation designed as an activity guided by specific aims, aspiring to be longlasting and based on reliable and documented opinions —verifiable, recoverable and reusable for different purposes.

OBJECTIVES

Defining objectives is the raison d'etre of participation in open government. Not all of us share the same interests, in the same way, at the same time. The net creates the illu sion that this is possible but it isn't and that's why when things go wrong the finger is always pointed at lack of participation.

MANAGEMENT

Participation in open government projects requires a continuous process of management in order to synthesize the results of the interactions and obtain the products of significant information and knowledge relevant to the aims set up beforehand. Moreover, these products should be prepared in such a way that they can be applied to other purposes ("repur posing").

NEW PROFESSIONAL PROFILES

In addition, besides guaranteeing access to IST and promoting open government projects, it is necessary to train new professionals capable of designing virtual structures for open government projects, managing platforms of networked collective work and extracting the knowledge generated in them, as well as devel oping, experimenting and applying

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the soundest methodologies for each project.

The Virtual Structure: knowledge/thematic networks

Open government projects based on IST, the virtual structure, requires at least three fundamental areas:

1. Debate among participants.

2. The context for subjects un der debate: documents, expert opinions, reports, case studies, bibliographies and webographies, audiovisuals, etc., contributed by the network managers or by the participants themselves according to agreed criteria and organized in a transparent, accessible, searchable and transmissable way.

3. The process of synthesis to manage the information generated in or der to create knowledge products and the channels for distributing them. No examples exist either in or out of the Internet in which this fun-damental aspect of partic ipation is voluntarily exercised in a persistent way by all or some of the partici-pants in a concrete de bate or course of action. For this reason profes-sional management of exchanges in order to achieve fixed objectives is a crucial feature of participation in virtual projects.

Conclusion

Therefore, if citizens actively engage in the generation and management of information and knowledge, the definition, creation and evaluation of government policies and can consequently verify that they are either directly or indirectly part of the decisionmaking process, we will have overcome the technological barriers to start exploring the opportunities and the potential of information society technologies for open government.

03
Co-creation
of services

The idea of co-creation of services is a way to fulfill the call for open innovation in the public sphere and an essential component of open government. The concept of open innovation refers to the idea that, in order to maintain or develop a specific management model, the opening up transforms itself into a vital element as a way of sharing with others and inviting them to participate through two possible ways: a) from the exterior to the interior (when a greater use is made of ideas and technologies that are external to one's own model, which makes possible economy of scope); and b) from the interior to the exterior (when an organization allows for a part of its ideas and technologies to be used by others, which allows economy of scale). Through the transformation of products into platforms that incorporate internal and external innovations, and an ample range of value added services around such platforms, public organizations can

breathe when faced with the incessant pressures and demands of society. Thus, the transformation of the way the government faces and resolves current challenges is linked to the construction of an innovation network. This is based on the collaboration of external networks which depends directly on taking advantage of resources and the capacity of external networks and communities to amplify or improve the speed of the innovation results. Ultimately this must be managed to impact positively on the common good.

That said, co-creation is defined as a systematic process of the creation of new solutions with people—but not only for them—applying a new model of knowledge management (qualitative, obtained at first hand on the network and citizen centered) which uses a different process (stimulated by the logic of design thought and the prototyped). This is fundamental in the transition towards a more deliberative model of public management, as only through the participation of those interested in the design of services (co-creation) can citizens be brought to participate more actively, responsibly and habitually in the provision of such (coproduction). It is necessary to highlight that, currently, the state cannot take on the monopoly and exclusivity of providing all the responses to resolve the dilemmas that it faces. Co-creation is the focus to involve much more directly citizens, companies and the other principle

receivers of public services in the processes of public innovation. This would be complemented with other types. of resources taking advantage of the creativity and the innovatory potential of the citizens, inviting them to present their own ideas about how to solve public or social problems (through the initiatives of crowdsourcing or citizen sourcing, for example).

Co-creation not only assures that, faced with the challenges of real life, the final users of public services are more proactive but it also guides the participation of all the rest of the internal and external actors (public servants, for example) that's critical for the implementation of generated initiatives, and assures, at least partially, a change of behavior and social impact which, doubtless, will result in a cultural change and in the transition towards a new paradigm of open and collaborative government. The co-creation of services as the main axis of open government's focus, recognizes the capacities and the wisdom of citizens and so listens to them, talks with them and looks for their contribution in the definition, design and production of the services that drive the administration. This opens up its knowledge, sharing responsibilities and contributing to the generation of public value through a process where the participation, collaboration and civic involvement in the construction of collective welfare and achievement of the common good is reconstructed and adopted.
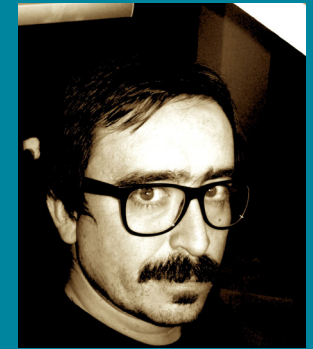
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04

Guarantee
of access
to technology

In a world where business and public administration need more efficient and effective means, instruments and tools, the good use of new technologies of in formation and communication is of vi tal importance. The westernized world has lived for only 15 years in what we might call the technological boom. Our lives are full of technology. In business we have different technological devices from WiFi to many types of computers. Citizens are more concerned with updating their status on social networks than anything that is happening around. And finally, our houses are full of every kind of home automation or device with Internet connection.

Even so, there are significant gaps in terms of information and communication in our society:

1. Millions have been invested in fixed broadband velopments but citizens don't require it now. Rather, they need a fast connection to the mobile broadband.

2. Cost reduction on telecommunication services is a challenge to be covered by companies and governments to make access universal.

3. The decrease in price of the last generation of mobile devices means that a part of society has the latest technological novelties and the other part can't even connect to a shared networkwith a smartphone.

4. There remains a large gap in public knowledge and use of new technologies. We have one part of the public very well-informed and aware of all the technological advances and another part which is relatively digitally illiterate.

These obstacles help define the concept of guarantee of access to technology as citizens' rights. Addionally, public authorities have to provide citizens with an advanced and innovative physical infrastructure as well as digital literacy according to the times, and the use and enjoyment of the latest generation of applications and devices.

This will afford the citizens better access to electronic services that public administrations, companies or organizations provide on their websites. In-addition, our political representatives will be able to create new channels for citizens' participation that are more effective, faster and innovative that serve to direct any citizen's will in a particular public policy. Once again, the political will of the corresponding minister has the responsbility for society to face up to the new challenge of the knowledge society.

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05

Generation of *participatory dynamics*

Participation is made up of body and soul.

The soul of participation is the main determining factor for the success of this process. Soul consists of the ability to accept differences, willingness to learn, cession of power that leads to empowering participants, sincerity, reliance and primarily much honesty. But participation also needs to be clothed. It has to be provided with those practical elements that make the coexistence of differences emerge from conflict, legitimate individual interests become part of a common project and collective intelligence arise from specific knowledge.

These practical components allow us to set up the methodology of the process and, more specifically, to help to configure the participatory dynamics and techniques.

It's at this point that participation leads to craftwork because serious planning to satisfy the quality of the process must combine with a flexible method in order to keep sight of the ultimate purpose, and this requires skillful craftsmanship. That's why it is said that there are no general recipes. The most appropriate technique will have to be found for each goal but also the differing participants' values and abilities must be taken into account.

Often dynamics make participation fun. Behind this lightness, which is not banal, there's a large amount of pedagogy deeply rooted in a neuro-physiological basis. Colored post-it notes, Lego bricks or paper tearoffs are all welcome.

Apart from this, each moment requires a different dynamic. When initiating and closing the process, we'll need all the available tools to present the information in the most didactic, understandable and friendly way.

Moreover, it is necessary to create suitable conditions to generate suggestions and to obtain the commitment of the participants to the proposals throughout the whole process.

It is not about holding meetings "just for the pleasure of meeting up". Conclusions and action plans must be the outcome. Dynamics to gather information and to conduct a dialogue that reinforces creativity will be useful.

Finally, it is quite common for situations to arise that make it necessary to negotiate or to go to mediation, depending on the characteristics of the process. We should be aware of this.

In short, there are hundreds of participatory dynamics ranging from postit notes or voting by show of hands to the most sophisticated sociological implements and from the personal face-to-face to network tools. They are all valid. Choosing among them depends on the objective that is to be achieved and on the environment in which the dynamic is intended to be used. These two factors should never be over looked.

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06
Creation of *meeting spaces*

Many of the variables that order our environment—demography, economy, technology and information—are being profoundly modified. And all this has an important impact on what defines and shapes us as a society. One of these changes is the way a sense of belonging is constructed. Before, consciousness of identity was constructed around a language, a nation, a territory or a religion, but now it is constructed firmly around our web of connections and personal interactions.

We are from the place where we participate. And in the present context, the mechanisms for participation and representation are clearly insufficient. The population that has access to available technology, information flows or communication channels has provoked, among other factors, the necessity for revision of the processes of debate, of the participation mechanisms, both

formal and informal and even of the mechanisms for decision making.

However, first of all, we have to overcome the current phase of trivial participation that the lnternet is generating. It is so easy to start a blog, comment on a piece of news, make a tweet or even become a trending topic, that our potential for participation is being damaged. Instead of concentrating on participating in the channel (where we participate), we have to begin to be more demanding in the process of participation (how we participate).

Participation must aim at influencing to modify reality. And this does not mean shouting louder or in more places but instead designing participation processes. Who promotes the participation process? Who decides the rules of the game? Who plays? What is the result? Who perceives the result? What it is used for? These are key aspects that have not been sufficiently solved in the context of the current social network. This is because those who can make decisions have not yet understood the new context but it is also because the new citizens are busier exploring the tools than designing the processes.

We need to create meeting spaces that permit us to articulate these new participation processes—spaces for neutral encounters without an owner, where the groups that meet can dispose of the necessary condi-

tions to create participation processes with the capacity to influence. And this is not done through tools or infrastructures but rather by disposing of multiple participation methodologies, by knowing how to identify all the nodes of anecosystem or by having the capacity to mobilize the proprietors (owners) of the agenda.

The Administration must play an important role in the constitution of these new participation spaces because the mechanisms for managing the common interest largely depend on it but no longer does the leadership of the necssary participation processes lie in its hands. It must accept a new role and citizens must take a step forward. The task is not simple but it is inevitable.

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Active Listening
A Tool, An Attitude

Active listening means listening and understanding communication from the speaker's point of view.

The Internet and the social networks are bringing us very important changes both in the way citizens consume and produce information and in the way they interact. It is enough to have a look at those social networks that are currently the most active (Twitter and Facebook) to see how the users express their opinions and make criticisms, contributions, complaints or congratulations about the most diverse subjects.

This information on the network is being taken advantage of by companies that wish to sell products and services. They use such information to improve the processes of distributing content and gaining loyalty of their clients. However, the objective of the Public Administration is not to retain clients; its users are captive. Therefore, the new models of governability which are being developed, such as open government, impose a change in the way of doing things if citizen satisfaction is to be maintained.

Active listening can help political parties and politicians define new representation dynamics in order to know what is happening in their territories and respond to demands more easily. With such information, they will be able to provide solutions for citizens' necessities and make them effective through their governmental action. However, we need to consider that the actors involved in this new process include citizens, entities, companies, political parties and public servants. This model means new forms of participation oriented towards the co-creation of services.

The speed that ITC currently imposes on us obliges public administrations to have a proactive attitude and to practice active listening to what is circulating on the web and being demanded from the street. But, above all, they must use the tools that help to gather, analyse and manage such information. Let us not forget that an open government is a government based on the collaboration of all. Active listening is a tool and necessary attitude in a 21st century administration.

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08

Involve
social agents

An open government is characterized by transparency in its actions and by an improved collaboration between the government bureaucracy, elected officials, civic groups and businesses. It encourages a greater participation of civil society, be it through institutionalized democracy or other forms of civic involvement. Particularly, it engages multiple social actors in the collaborative creation of public servic es in the collective search for innova tive solutions to social and economic problems.

The cultural and social entanglement in the digital community of cities illus trates this involvement, catalyzing and strengthening individual and collective efforts which are presenting benefits for the community. Whether through open data, reducing the digital divide or improving civic participation, our institutions seem more

receptive today to consider and use civic innovation, crowdsourcing and social sensibilities. Municipal administration provides technical, physical, human and financial resources to a community of developers, inspiring a participatory development of our cities.

By surpassing cynicism and distrust in public institutions, citizen innovations help to demystify, educate and assist citizens in enhancing their digital skills. This offers an unprecedented opportunity for public institutions to fully understand citizens' needs and to overcome corruption and collusion perceptions within public opinion.

An open government seeks to improve services for its taxpayers by considering the sensitive views of its "field experts": its citizens. Instead of addressing them as consumers of pub lic services following a topdown logic, municipal bureaucracy is seeking solutions to socioeconomic, transportation or health problems fac ing the community .

In doing so, open government con solidates and legitimizes the impact of its social innovation agents. It's giving them resources and opportunities to produce various promising projects at low cost, linking citizens directly to their local institutions and encourag ing initiative. Thus, the facilitating role played by open government leads us to a more detailed understanding of our urban area issues for address ing democratic, urban and social challenges .

The involvement of these social actors secures the mechanisms of open government or of a smart city, preventing it from overheating as the commitment of citizens is the key to maintaining and renewing democracy following its more transparent, collaborative, rigorous and participatory definition.

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09

Collect *ideas* and *proposals*

When the open government initiative was launched, it was defined by three main characteristics: transparency, collaboration and participation. These guiding values mean several different things to both citizens and policymakers but when it comes to idea collection, the impact that citizen ideas will have can be extraordinary.

In 2011, in the wake of a financial crisis, protests and threats of revolution, Iceland's first female prime minister pitched the concept of a new crowdsourced con stitution that would replace the old consti tution that was almost 70 years old. The process consisted of an initial draft presented by 25 leaders that invited public commentary. The result was 3,600 com ments and over 370 suggestions to amend the drafted constitution. A year later, the proposed constitution was submitted to an electoral referendum that easily passed public approval.

However, the collection of ideas and proposals works for numerous other initiatives and public problems. Open government initiatives can address any number of objectives, including budget re-vision, policy suggestion, asset allocation, problem reporting and much, much more.

But collecting ideas and feedback also of ten has another unexpected effect which can be tracked against a very tangible metric.

What's one of the most obvious ways that the public literally buys into govern-ment work? Taxes. And research sug-gests that citizens who feel their voices have been heard also have a higher level of tax com pliance: "Citizens are more willing to pay taxes when they perceive that their preferenc es are properly taken into account by public institutions. Along these lines, the existing evidence sug-gests the existence of a causal relationship between citizen participation processes and levels of tax compliance."[1]

In this way, involving the public in ideation can have the added benefit of im proving public sentiment. Regardless of initiative goals, however, there are a few key tactics that impact the success of a citizen engagement operation.

Short, targeted campaigns are most effective. Oftentimes adding parameters gives creative people the freedom to think within those boundaries. Adding not just a deadline but pos ing a specific question helps to prompt the inventive process in the minds of citizens.

Introduce a compelling brief. When inviting public conversation, it's not just about a coherent statement of the problem or the challenge but about making it matter to the public on a personal level (not just a practi-cal one). For example, instead of ask-ing for new ways to reduce the deficit, the communications team might in-stead ask for ways to preserve the line item in a budget that supports a valued education program.

Be sure to plan for an engage-ment rewards strategy. Columbia Professor, Olivier Toubia, has generat ed research regarding which incentives most effectively improve ideation pro grams. His findings conclude that re warding users not simply for the most valuable ideas but for generating the most conversation around an idea does more than just improve engagement within an initiative; it also results in a higher level of idea quality.

Close the feedback loop. Finally, organizations that communicate throughout the open government life cycle are the ones that are able to main tain a sustainable level of engagement and innovation in the future. For example, Yale University communicates with its community at least every 30 days in order to provide an update on the idea until its implementation is ei-ther closed or complete. The level of en-gagement in that community is almost 100%. However, the most valuable action any ideation open government initiative can take is acting on the ideas

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of its citizens. It brings equality to the collaborative government process and revitalizes the public dialogue. After all, what's more in spiring than seeing ideas made manifest?

1 Torgler, B. and Schneider, F. (2009) "The impact of tax morale and institutional quality on the shadow economy." *Journal of Economic Psychology*, 30(2). pp. 228-245

10

Coordination

When we talk about open government, we are referring to actions undertaken to assess, define, design and/or develop policies and public services in a collab orative way.

This involves the implementation of mechanisms by which we facilitate the participation of citizens, civil servants and other stakeholders involved in the public service or policy in question. Participation requires, to be effective, high transparency, thereby increasing the flow of information and streamlin ing communication.

Open government entails the need to implement innovative solutions. But this is not the reason why we should believe that no other administration has previously worked, or is working, on a solution to solve a similar need or problem. Hence the importance of co ordination to facilitate understanding

of the progress of other administrations and mutually benefit from learning,   sharing best practices and reusing the solutions adopted by those who have previously traveled the same path. Thus, we not only get to move faster but we also save public resources.

Much of the time spent on the design of a new service is dedicated to estab lishing the requirements a solution must meet. Such requirements are probably common to those for the same service provided by other administrations. Would it not be logical to define them in a coordinated way? Ideas contributed by a broad group of experts in a specific field should be more complete and ac curate than the results of those engaged in the field in isolation. In this way, ef forts should have exponentially higher results, useful for other administrations whether they have participated in the design or not.

On the other hand, we must not forget that open government aims to make anyone who wants to help find solu tions to public problems or needs, able to do so. The role of government is thus extended; it must act in coordination with all concerned, not just with other administrations. However, two administrations cannot coordinate their actions if they do not know what the other is working on. In the same way, a citizen cannot par ticipate in a public issue if he is not in formed and does not have

the channels to access information or to contribute his knowledge.

Communication is a fundamental basis to enable coordination. Governments must learn to converse openly by mak ing civil servants capable of accessing communication and collaboration tools.

Precise coordination needs to esta blish a framework to organize actions, facilitate the organization of actions and make it clear, that is, how to enrich it with inputs and how to adopt resolutions. In addition, coordination must have mechanisms to facilitate open com munication, provision and evaluation of ideas, coworking and monitoring of projects.

To act in a coordinated manner it is im portant to have shared goals. The classic definition of a mission and a shared vi sion can help to clarify the rules and avoid false expectations of participa tion. In addition, media, efforts and resources must be specified to devel op the common action. Use of agile flexible planning focuses on the more immediate steps and towards achieving shared goals.

Coordination allows the multiplying of the results achieved by a policy or public service, so the profits of a shared solution go beyond the territorial or sectorial limits of the administration promoter.

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Taking advantage of *social power*

This This is one of the most appealing concepts of open government: to make the most of the capacity offered by collective intelligence to improve, collaboratively, processes and services provided by the public administration, as well as the co-creation of new ones.

Through this voluntary collaboration, the benefit resulting from the utilization of citizens' knowledge may get governments to improve the quality of its services without spending more money. By using the Internet as a platform, it is possible to gather ideas from thousands of citizens and organizations, something which seemed unimaginable only a few years ago.

It is important to highlight the fact that all this is conditioned by access to, and use of, the necessary instruments, taking into account that not all the population is in a position to collaborate with the government in this way, either because they can't, or they don't know how or they don't want to.

However, it is also true that many citizens and workers are ready to share their ideas and opinions. It would be an unforgivable mistake not to make use of all this talent and willingness.

Where the impulse of these techniques of collaboration is most useful is, precisely, without one's own government.

Public workers would have access to other workers' knowledge and experience, within their own administration or others, as well as to professionals interested in the public sector, thereby increasing the connectivity and decentralization of the knowledge.

When connecting to solve problems and face new challenges, solutions to certain discussions may be within one's own administration. Additionally, answers and resolutions offered by those closer to the problem—citizens and workers—would give better results, possibly even more efficient and economic.

On the other hand, the concept of "Taking advantage of social power" has an important aspect for governments: legitimizing its action. The question is: is any government today perceived as a legitimate source of decisions that represent the general will?

If in the process of generating public policies, we want to involve public par ticipation, in this case due to the implied potentiality of social platforms and the Internet, we have to open the door to collaboration in the formulation, development and control of such policies.

The issue is to have access to talent, wherever it is to be found

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A two-way conversation
between actors

Open government as a concept was born when we realized that the Internet offers an enormous space for exchanging information. From the beginning, we all saw that the information on the net would travel through multiple channels in a global mode and much faster than we were used to. But there was a big difference: we all could send information and not only be receivers. This created the first wave. We started to read blogs from politicians, journalists or anonymous citizens who gave their own opinions and sent them fast, cheap and globally. The second wave was when others could leave their comments on blogs and, after that, through the social networks. This two-way communication helped to create conversations between equals: a citizen could talk with a politician or to a journalist.

That's the key factor of the new concept: bi-directional talks. In an open government model everyone has the option to send or receive a message. This option increases the need for conversations between politics and policy agents. The challenge will be to arrange those conversations without questioning the options that the networks give us for contact with our representatives. Could this change the communication strategies of the public administration and the political parties? It would have to or, better, it should have to. That is because the net has changed interpersonal relations and also the ones with institutional and political representatives. In fact, it is big progress because it can improve political and public activities. We have the technological tools that help us to create a bi-directional conversation but, in the end, it is the people who generate them, who reinforce the democracy and public services in any society.

We've got examples of how a two-way flow of communication has broken barriers, has started revolutions and even has shown how public actions sometimes are obsolete. So, it is an improvement tool. Democratic practice can be better with technological tools but we also have the obligation to use them with that goal, and always in a bi-directional way.
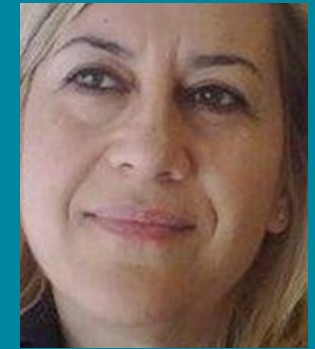
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Sharing

We share. It's true that we share more than ever before in the new spaces on the Internet. We share things we're interested in and things we want to be identified with, as human beings have always done. Nowadays, however, we share more frequently, more carefully and in detail, being conscious that our audience, people we are relevant for, is bigger and more qualified than ever before. There's nothing new about our public identities being constructed around the things we share, or that most of our efforts, those that have advanced our cultures and humanity, are motivated by our desire to feel relevant to our peers. But the Internet has broken down the limits, making it easy for us to feel, by sharing anything with anyone on earth, much more a part of humanity.

Generosity for Buddhists is the first of the 10 perfections: if we knew its power we wouldn't let a simple meal pass by without sharing—giving without waiting for anything in return, they say. Contemporary neurobiology and psychology agree: sharing is also a way to make us feel happier. The mere act of giving, of being altruists, improves not only our community connections but also our physical and mental health. There's much research supporting this idea. Scherwiqz, during the 80s, for example, showed that simply by thinking about generosity, our stress levels could be significantly reduced.

Going back to the Internet, habit has perhaps led us to undervalue it. In this sense, I value very positively the opinions of less digitalized people. I remember when I finished a talk some time ago, an old man came to say hello. He looked surprised and showed me, by his ingenuity, the importance of the issue. "Are you telling me that we are to share everything without taking anything in exchange on the web? You really give all that information for free when information has always meant power? Is all that not going to change the world?"

Dolors Reig

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Conceptualization

Can we continue to understand public administration and government tasks as we used to, 100 or 200 years ago? Can we imagine that the idea of democracy used during Fordism is still valid in the era of the Internet? The reply can be positive if we refer to the values that democracy expresses: equality, social justice and power coming from the people. But we have to be much more prudent if we refer to the specific manner in which decisions are taken and how we relate public powers to society. Representative democracy was the formula found to combine popular legitimacy and the effective capacity to make decisions by those who, temporarily and in the name of all, occupied the institutional places legally established for them to do so. We could say that those "absent" (society) gave, with their vote, the "present" (those elected) the right to decide on behalf of the general interest. Participation in this sense came to

an end with the exercise of the right to vote. Administration was a kind of machinery at the service of those elected who had to carry out or put into prac- tice what had been decided.

The great technological and social transformation that the Internet represents is strongly modifying this scenario. As we well know, the Inter- net ques- tions those intermediaries who do not contribute any intrinsic value. If things can be done directly (using the new channels opened up by technological change) then it is not necessary to use institutions, entities or persons that based their status on their role as intermediary. This evaluation is valid or can be valid for travel agents, newspapers, political parties, administrations or universities, to give just a few examples. Today "the absent" can be "present" if necessary, not in the form of instantaneous democracy (as democracy is not only decision making but is especially deliberation) but in the form of mechanisms of survey, debate and the aggregation of preferences. It is begin- ning to be possible for members of par- liament in some parliaments to partic- ipate from home or from another place in the debates of the chamber of which they are members. They are "absent" but allowed to be "present". Could the rest of us also be so? Is there any sense in an administration carrying out its tasks in an opaque and expert (i.e. water-tight) way when in society there can be many alternatives

and solutions available which can help to improve the global results?

Participating does not only mean being present in representative bodies. It should also mean being co-producers with politicians, sharing the cre- ation of alternatives, being involved in the debate about what affects us and looking for answers. More and more, the public sphere is not only the sphere of public institutions; it is the sphere where col- lectively we look for answers to com- mon problems. We have enough exam- ples that tell us that sharing is better than competing or limiting ourselves to the contributions of experts (Wiki- pedia versus Ency- clopedia Britannica or versus Encarta).

Open government should mean the government of all by all: each one according to his/her responsibilities or possibilities. Participating more and more means doing. And doing it among all of us is surely better than limiting ourselves to obeying what others have decided. The new environ- ment and the new reality that the Internet favors can generate good or bad news. We see this every day. But what is undeniable is that it offers us opportunities to do things in ways that are more open, transparent and participatory in the framework that we are leaving behind and which has been accumulating much dissatisfaction and indifference.

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Designing
policy
and *services*

"*You cannot carry out fundamental changewithout a certain amount of madness.*" Thomas Sankara

Open government as a philosophy aimsto guarantee transparency, accountability and public participation in governance. An open government upholdsthe rule of law and places a premiumon integrating citizen voices into itsmodus operandi. Public participationis therefore a central tenet of open government. As I heard one participantsay in an open government meeting:"Transparency is a window that allowsthe public to look in and see what thegovernment is doing but open government, on the other hand, is not just a window but a door allowing the publicto walk in and participate / collaborate/ interrogate to their hearts content."

Policy and services are designed inresponse to problems experienced or foreseen by the state or the citizens. They frame the relationship citizen-shave with the government and with-each other. Public participation is notjust about citizen oversight of government activities on public affairs andneither is it limited to the interrogation of historical transactions to remedy unjust decisions. It is a necessity forgovernments when designing policiesand services as part of executing theirmandate on behalf of citizens. In manyAfrican countries, adjusting the policy making framework to include iterative public participation at every stageof the policy making continuum willtake, in many instances, fundamental changes to laws, funding priorities andregulations. It therefore calls for somerevolutionary thinking among technocrats and even more revolutionary action by the political class.

Revolutionary thinking and action towards fundamental changes to public policy start at the beginning of the policy lifecycle and work their way right through it. One might argue that thereis little to be considered revolutionaryin participatory policy formulation butI beg to differ. When the framework forpolicy design or the policy being proposed threaten the balance of power,nothing short of revolutionary thinking will ensure openness is safeguarded in the process.

Failing to account forthe resulting shift in power caused bycitizen voices is unwise and probably one reason why open government ef forts are ham-pered. One way of accommodating this reality is in adjusting ourview of the public policy lifecycle away-from the assumption that it's a fair-lylinear process with those involved inpolicy formulation being rational humans making rational decisions duringthe process. Real life demon-strates thatthis assumption rarely holds up most of the time. These rational beings makedecisions based on a variety of considerations that go beyond hard evidenceand sound policy design to accommodate vested interests, political intrigueand the ambitions or fears of those atthe table. An open, participatory andevidence-based approach to design of policy and services ensures these other factors are considered in the open and citizens are given the choice to includet hem as considerations or not.

Even after careful planning, fundraising and implementation of elaborate programs for public participation, itsometimes seems that the results opengovernment practitioners seek aren'trealized. We eventually grapple withquestions such as how to get governments to be more open or how to getcitizens to participate. But the question we must never lose sight of is"Why bother?"

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Why bother with open government or public participation? Why bother opening up data? Why bother soliciting input from the public when the experts are already in the room? Why other with it all? Answering the "why bother" question is important because pursuing open data for open data's sake is not sustainable. Neither is pursuing open government, or transparency or accountability as an end rather than a means. It's akin to building a bridge to nowhere. A revolution needs a reason and the reason, in my view, needs to be the pursuit of human development. That pursuit is about moving the needle in the right direction where livelihoods and quality of life for people living in Africa is concerned.

If we understand that it's all about people and development, we may run a lower risk of fetishizing open data, civic tech and open government. Human beings live out their days in a political space and development is itself an exercise in politics. Practitioners in the open government space should understand that while the short route to accountability described in World Development Report 2004 (WDR 2004) may fit neatly within our programmatic focus, budget and timelines it may deliver subpar results in the medium to long term. The long route, which includes engagement in the political space by change agents, should not be ignored as it repre-

sents the best way to turn quick gains delivered by the shortroute into institutionalized changethrough policy. For some stakeholders, this is not attractive in part due to the delicate relationship between donorsand the countries in which they work but also in part due to impatience andthe pursuit of quick wins. Fundamental change is therefore needed not justin the public sector but also amongfunders hoping to achieve their objectives of established open governments. The revolution should not be contained within the public sector.

Both the state and the citizens exist within a political context which cannot be ignored. So although we don't normally articulate it that way, open government, including participatory design of policy and services, is primarily about politics. Good politics.The sooner we get used to this idea,the easier it will be to make progressby being more deliberate about how weengage, especially in the post2015 era.Participation is not the end we seek buta means to sustainable development for all. Thomas Sankara was right; a little more madness in our world may bejust what we need.

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Decision *making*

A key element that defines any government action is decision making. On the one hand, a government team decides various measures to respond to the content of the electoral program to run for the governance of a particular administration. On the other hand, answers to new requirements and needs have to be found during the course of the mandate and it is through the decisions taken that their own government action will be setting up.

The traditional path of decision making establishes a space where the citizen has a passive role. Citizen involvement in the process is low because the administration and the relevant government team establish which are the best choices to meet the requirements and needs that arise. Thus, the projects carried out respond to the government's own team's approaches. The solutions provided by these initiatives do not always have the deserved popular support so, in the end, satisfaction level is not too high. In short, low participatory role of citizens in the decision-making process means that the final solution is not understood as their own. Citizen empowerment has been very low and the final measure ends up being the result of a government unidirectional action.

Through the prism of citizens' participatory open government, conceptualization of decision making is greater and, in the end solution, the degree of empowerment is higher. Projects are not always proposed by the government team and, in fact, the public is who sometimes raises proposals to be discussed and approved by the governing body. During the process, people bring knowledge, experience and vision to the solution that has arisen. This agora allows agents (companies, organizations...) to participate in various debates and to provide their views and solutions. Adopting a model of decision making under open government parameters will be beneficial because the responsibility of the measures taken is shared and the process is closer to the citizen since they are involved in it.

Other elements and tools that form an open government complement and facilitate these participatory processes.

The opening of public data represents a stimulus for citizens to establish new solutions not often raised by the government team. Moreover, the tools offered by electronic voting or the use of discussion forums on social networks facilitate the election process or deliberation. From the perspective of open government, during this decision making process, the possibility for the citizenship to enrich the democratic processes is now open. The governing body has the ability to present standards, budgetary limits, skills and, as a result, the democratic culture of the whole community improves.

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Improving public services

Words are wonderful. For example, in Spanish from the verb "producir" we have derived "producto", "produccion" and "productor". Other times words disappoint us. The concept "servicio" does not come from the verb "servir", there is no "servición" and the word "servidor/servidora" presents us with undesirable connotations. The dictionary recognizes that "servicios" are difficult to understand. Its management is evasive because they are intangible and because production and consumption occur simultaneously. Furthermore, the quality of service is defined in terms of user experience, not in purely objective parameters. Every user is unique. All those who work dealing with the public know that.

Public services have, on the other hand, an idyllic feature: their function is to improve the lives of citizens. It is not necessary to attract and retain cus tomers. Public services also differ from private ones in that users share responsibility. Unlike clients of a restaurant who merely consume, the public has a responsibility in the efficient running of public services with the dual role of owner and recipient. As I read on a banner in Lisbon: "Public services are the people".

The government faces, since its foundation, the challenge of designing useful and satisfactory services. In some cases, that has been achieved. Thus, the Spanish public health system is the most cost-effective in Europe and one of the best in the world. In other cases, the revolution has been postponed sine die. Following the best practices of the 90s, three circumstances will favor/ benefit a second transformation of services:

1. **Widespread access to technology**, that solves some of the eternal challenges of marketing services such as automation, customization and standardization, in more comfortable and more economic conditions.

2. **The phenomenon of presumption** and in general, the opening up to **public participation** of the design, delivery and evaluation of services implies, if we take advantage of it, a revolution which takes advantage of collective intelligence for the benefit of the community.

3. **The enhancement of intraentrepreneurship**, in a context of public innovation, aims to build a service organization responsible initiative boosted by people who want to improve every day.

Now is the time. We will need public managers who understand this reality and build environments conducive to change. We have the conditions to do so. Even the fact of having smaller budgets should be, within certain limits, an incentive for utilities to think differently about public services with the creative involvement of public workers and all citizens, in a network of relationships that transcends organizational boundaries. Improving services in a model of an open government will depend on greasing the gear of participation for the co-creation of better services.

Alberto Ortiz de Zárate

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To Colaborate

We Europeans have come to a unanimous agreement to define what open government means, considering three key values: participation, collaboration and transparency.

Transparency and participation are Treated—in most sites that discuss or promote the subject—as the most important elements, getting more attention, more comments and more space. Collaboration, however, always comes in third place. There are even sites about open government that do not even mention it. And not because it is less important.

Transparency is essential because it gives us the security that everything works as we agreed. It is a requirement for everybody but it is also an administration task.

Participation involves community actions that can range from voting to sending information. These actions are always limited to a particular time and they do not require further involvement.

The main problem for collaboration is that it is the most demanding val- ue. It requires each of us to take active and constant responsibility. Therefore it turns out, it is at the same time the more elusive and more important item, the one that demands a true paradigm change in our relationship with public affairs.

Fortunately, we have the necessary tools. The Internet, the web and infor- mation and communication technologies (ICT) favor many meanings of the term "collaboration": sending notes to a newspaper or magazine, working with any company without belonging to its staff and contributing with money, medicines or food to any campaign or social action. But the point is, talking about open government that ICT allow us to work together for a com- mon purpose even with strangers. This is thanks to the fact that from any point connected in a network you can com- municate with any other without the acceptance of hierarchies that were until recently the most efficient form of organization.

This possibility, demonstrated both by

the "Indignados" movement and that of the Arab Spring, facilitates popular expression and even the overthrow of a repressive government. But these celebrated protest movements just evaporate as soon as they achieve their goal. They do not lead to joint work.

Collaboration, facilitated by ICT peneration, represents a challenge for everyone.

Traditional authorities, used to giving instructions and orders, do not know how to work in tandem with citizens and we are used to obeying or protesting. Neither ordering nor obeying or protesting are enough in such a complex world like that of today.

To face a challenge with the right tools is a wonderful opportunity. To collaborate in conducting the affairs of the city is the best way to give it a real human intelligence—ours—and to reinvent our politics, something sorely needed.
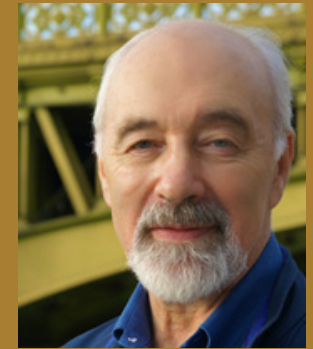
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Co-production of Services

Co-production of services works as a new modality. Based on the principle of participation, principally collaborative, it makes possible the delivery of services and public goods on the basis of work shared, distributed, and coordinated between public entities, civil society among others. As a part of the open government focus, and facilitated by technological platforms and available digital tools, it is possible to promote a participative dynamic which potentiates social transformation and the improvement of public management processes and results, coproducing public value.

Therefore, for the phenomena of co-creation as coproduction of services, the citizen moves from a role of passive observer, user and spectator of the administration to position himself as the principal protagonist and key actor of the process and its results ('prosumidor'). This implies passing from a model of government and public management that is analogic, hermetic and self centric to one that is digital, open, distributed and including.

In any case, co-creation and co-production of services can be considered as the two sides of the same coin in the framework of open government strategies and policies. To co-create implies that the focus is placed on finding potential solutions to a public problem, the available options, and the talents distributed beyond the limits of state entities. It has to do with the design, formation of proposals from the complicity, reciprocal commitment, common interest and trust, operating more at the level of ideas, prototypes etc. Co-producing goes further and aims not only at finding solutions adequate for socially and politically more complex problems but also at how to specify such proposals practically. Co-producing goes hand in hand with taking maximum advantage of the capacities and disposition of multiple actors to add public value to the processes of creation, distribution and provision of public services (and even beyond). It organizes the spaces of collaboration, cooperation and coordination among a multiple network of actors.

In the case of co-creation, we can say that the focus is placed more on fomenting, promoting and articulating ample spaces for participation and citizen engagement, especially on the definition and resolution of its own problems or contributing to the resolution of challenges that governments have and/or want to face together with social actors. In the field of coproduction, we are not only in the presence of a participation space in some of its modalities (informative, consultative, deliberative etc.) but more in a territory where the catalysing element for success is found principally in the collaboration, complicity and resources available outside the limits of state entities. A frequent example of this type of initiatives is made up of the so-called citizen innovation laboratories, workshops or hubs about change and social innovation, the hackatons of open data or platforms for civic action. All these imply non-conventional work areas the results of which impact positively on society and on the public sector work, as has been recently demonstrated by the initiatives about data visualization, use of open data and the re-utilization of public information for social control or accountability, among others.

As we mentioned above, both concepts however are intimately related, and in the two cases for the main part, it is not possible to explain or separate the one from the other. This is because generally from the processes of co-creation or co-design (e.g. public policies or services) comes a second phase associated with the coproduction or shared responsibility for the management, implementation and delivery of specific services. The frontier is diffuse but obeys the system logic which operates in the open work spaces, where the opening up of resources (data, information, knowledge, practices, etc.), the networks, active participation, collaborative work and trust, are consolidating new forms of innovation with, for, and through citizens that radically transforms the way to understand and practice the exercise of government, policies and public management in the 21st century.

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GOVERNMENT
as a
driving force

We can characterize the role of the government as a driving force of society in the three following dimensions:

LEADERSHIP

A good administration is a decisive factor of economic well-being and social cohesion. It is verifiable that economically and socially developed countries have strong public institutions and vice versa.

Indeed, public institutions play a leadership role, creating the conditions that allow economic activities to develop properly and also organizing solidarity mechanisms that promote cohesion and social justice.

From the specific perspective of open government, administration should be the driving force of collaboration between different actors, public and private, involved in the different public policies. This role takes on primary importance in today's complex societies where none of the social actors has all the ability by itself to respond to major social challenges of our time. Therefore, it is essential to articulate the collaboration network of all those actors who can contribute with their knowledge, their work and their resources to find the best solutions that best meet the general interests.

INNOVATION

The administration also has to be an engine of innovation: by promoting open innovation involving citizens, stakeholders and the public professionals, and also by the exemplary usage of new technologies as drivers of the information and knowledge society.

Innovation involves a firm commitment to permanent change, anticipating the demands and needs of citizenship, as well as the adaptability and openness to new ideas, concepts and processes.

EXEMPLARY ETHICS

The role of administration as a driving force must also include an ethical dimension, because the change that our institutions need must be sustained on a solid ethical foundation. Public leaders, by their example, have to exert a positive influence on civic and democratic attitudes of citizens. The principles of open government: transparency, participation and collaboration are a good reference to define this ethical basis.

Therefore, tTherefore, this exemplary ethic that is demanded can be inspired on the administration **values proposed by Alberto Ortiz de Zárate:** fairness, service, transparency, participation, innovation and intensity..

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Development

Open government initiatives are gaining ground both proactively and reactively and they seem destined to stay, to the satisfaction of those involved, especially of citizens. But, without doubting the promoters' good intentions, we are concerned to see that, in the creation and development of technological platforms to channel the contact and supervision of citizens with the government, the open government principles of efficiency and openness are not always applied.

For example, it is common to order specific developments to carry out functions that are already available in other administrations, thereby missing the opportunity to reuse external developments. It is often claimed that certain specifics do not allow the cloning of the other development but we have to ask our selves if the differences between the two cases justify the increase in cost and time.

In most cases, the answer is negative and the savings obtained by adopting a common solution compensates for the failure to reach, from the start, 100% of the desired functional objectives. To investigate which open source applications are already available internationally in the area of interest should be the first requirement when considering the technological component of any open government project. In any case, the specific modifications and developments of the generic platform which are finally implemented should be made available to the community.

The widespread use of mobile devices— innovative telephones, tablets— has opened up a new technological front in the open government services. And in many cases the approach is not the most efficient, either.

Specifically, the overwhelming extent of the applications catalogues of the two most popular mobile platforms, Android and iOS, each of them with more than a million titles available, has meant that public resources have been dedicated to developing duplicate native applications for the two mentioned systems, when basically, in all cases, you can get the same functions by correctly adapting existing websites to a mobile phone. A good web for mobile phones is much more universal and more economical than two exclusive applications that have to be distributed through catalogues and managed by two private companies—Apple and Google—based in the U.S.

But the best example of open government in the field of technology consists in making available to the public the tools to access the information which will allow them to develop their own applications and services based on public data. The creation of some API (Application Programming Interfaces), complete and well documented, is the best investment possible because it always results in more and better applications than those that can be created with one's own resources.

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Integration

Make no mistake, "integration" is undoubtedly the basic ingredient of open government. Indeed, I would say it is the essential yeast to ex pand the concepts of collaboration, transparency and participation, the three steps on the open government pyramid.

"Fill a whole with the missing parts". The definition of the concept "integration" says it all, puts us in front of the reality of the state of the art of open government in the world. This new form of government, essential to adapt to the current times and the social demand, should bind every cit izen, regardless of their form of or ganization. For this real unity to come about, the whole has to be completed: every single member of society has to be integrated. Reality, stubborn in its approaches, warns us that we are far from the "whole", hence we stand at the beginning of open government: a space where every citizen

of the democratic world is going to be added but where today only a few of them, a select few, are integrated.

A real integration would lead us to the paradise that Americans call "engagement"—a symbiosis in which the administrated could not be differ entiated from the administrator, nor the politician from the citizen. While this binding occurs, which it will, re gardless of class, origin or degree of digital immersion, it is time to prepare (with the other open government con cepts) the field in which all members of society will build their future.

Harnessing the social potential, directly or indirectly, is the way to ensure that the best knowledge is re flected in the government's strategy: directly, with ideas and proposals and, indirectly, with active listening formu las that extract the real demands in the design of policies and services. Only in this way will we achieve the cocreation, or at least, the integration of ideas, sharing them transparently for their evaluation, improvement, adaptation and implementation.

The integration has its most impor tant aspect in the personal but it also has another side that is an unavoida ble part of open government action. The tool which allows transparency, collaboration and participation is a key element in the responsibility for suc cess. First of all, the reutilization spir

it needed for any development is the authentic proposal to integrate globally the principles of governing. Thus, the integration of any community in this governmental action will discard cost as the main obstacle for implementation. In this way, encouraging the reuse with transparency objectives, based on open formats, is a clear invi tation to integration.

In line with the necessary tools for cre ating a real open government environ ment, interoperability is another exam ple of integration. If all administrations speak "the same language" which citi zens can understand perfectly, this is the facilitator of the conversation: a basic element in the generation of par ticipatory dynamics. However, for the integration of all needed members in this conversation, they must have all the necessary information to generate a framework to integrate real opinion. The total open data becomes more necessary than ever so that all actors in the conversation really play on the same playing field. Without data there can be absolutely no integration.

Integration, synonymous with assimilation, puts us all on the same level. It is to mix, to conjugate, to support, to complement and so many nice and helpful words like these. Happy integration. Welcome to open government.

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Innovation

Innovation is the ability to put new ideas into practice. The gaol of public innovation is to solve challenges and the needs of citizens, organizations or companies in a different way. Public innovation is therefore aimed at creating public value, challenging established orthodoxies, proposing new concepts and trying new solutions, first as a prototype and secondly implementing it for specific groups or for the whole society. When innovation transforms existing solutions into new versions, it is called incremental innovation; when innovation unfolds completely new concepts, it is radical innovation. The case of disruptive innovation, which in the private world completely breaks the rules of an existing market, is less frequent in the public sphere.

We can innovate by creating new products or services (e.g. Bicing in Barcelona), establishing new citizen services (e.g. Open Administration), which offer new, more efficient or less bureaucratic value processes. To have new ideas   does not mean that we are innovating. To innovate is to generate impact through those ideas. Pilot projects, so common in public administrations, are prototypes that can be an innovation if they are finally implemented on a significant scale and if they solve the challenges that were defined to be achieved.

The process of creating new ideas and putting them into practice always has a risk. Innovation management is in fact a risk mitigation process through successive stages. It ensures that new ideas can really be implemented, they are based on a model of sustainable value creation and they bring a new and significant solution. Since there is no innovation without risk, this often clashes with the public administration culture, in which everything has to be planned under regulations and it is hard to make decisions within uncertain frameworks. That is why innovating in the public sector may sometimes look like playing poker on a chessboard, as Professor Henry Chesbrough says. But neither the corporate culture of the public sector, nor the difficulties of change management, nor the rigidity of the legal framework, nor the challenge to follow new technological waves, can be excuses for not innovating. A public administration that does not innovate is a problem rather than a lever for development. Limitations are not an obstacle but an incentive to innovate.

In the last decade, public administrations have recommended innovation to others rather than applying it to them   selves. Although it is important to promote innovation policies for the private sector or social innovation initiatives, public administrations need to assume the role of the subject of their own innovation. Fortunately, there are increasingly more examples of public bodies that develop innovative models for public services and promote, internally, an innovation and entrepreneurial culture as a neutral way to enforce talent and internal professional communities. They start to co-create incremental innovations with citizens and they also observe them to catch their future needs that still have not been expressed. Public innovation has a large field to explore in co-creation with citizens and it has little to do with the forms of citizen participation that we know today.

An administration that wants to create social value in the 21st century, that wants to attract and develop the best talent, cannot avoid innovation. To innovate is not as easy as some think. Leadership and commitment are needed. What's more, for public administrations, there is no innovation without risk, but the biggest risk is not to innovate.

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Co-funding

Public Administrations, depending on the powers allocated to them in each case, are entrusted with the task of carrying out the implementation and execution of public policies. The provision of services should be both effective and efficient.

While existing regulations or other conditions largely establish how public services should be provided, there is always some margin to maneuver.

Public Administration resources are limited (more or less depending on the economic situation but in any case are not infinite) and their allocation to provide public services compels priorization which should not be done without civic participation.

This means that certain projects are not carried out due to lack of resources or because funds have to be devot-ed to other tasks that may have more priority.

This means that a Public Administration cannot perform initiatives that it considers beneficial to citizens and / or businesses and also that these cannot take advantage of opportunities to generate social and economic value due to lack of resources to carry them out. Public-private financing can and should be the solution for most of these cases.

In short, we need a model in which all (both government and private entities involved) stand to gain and see their objectives fulfilled in an efficient manner which, without this collaboration, would probably not have been able to be carried out.

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Implementation

In any process of innovation, the phases devoted to thinking, designing and prototyping are extremely stimulating. It is the time for dreaming, for creating big and for thinking that everything is possible. With implementation comes the moment of truth when you risk; when ideas not only have to be achievable and effective but also driven by those who have to put them into practice and by those who are going to feel directly affected by them.

In the implementation phase, words jump off the paper and fight with reality. It is the time for maximum attention on the part of the work team: for the function of the orchestra to detect dissonant sounds in the score and to be sufficiently capable of correcting on the spot, giving way, negotiating and making the necessary reorganization to produce rapid and effective solutions in full flight.

Too often, innovation projects die during the implementation process. The causes can be multiple—from a design error to a lack of resources or a defect in time planning but very probably it will have to do with the people, their affections, engagement and willingness to introduce the changes.

To develop the mechanisms and skills needed to understand people's necessities and possible reluctance, it is important to treat them as participants in how innovation can be useful for them, how they can feel like protagonists of the development and proud of their contribution to the resulting transformation.

That is why collaboration among all the agents is so important. By open government we mean the close and sustained collaboration between an administration, public and private entities, political and social representatives and especially citizens. This collaboration should not start off late as usually occurs in the unidirectional processes when in the middle of implementation, it is invoked as a cushion strategy. It must occur in the first stages from the very design of the projects, introducing participation channels and dynamics to achieve a true co-creation of services.

This is the only way to guarantee that the implementation is not a trauma or a battle of resistances and impositions but another step in a project moved, designed and built under the rules of participation, collaboration and transparency in an open government model.

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Evaluation

What is Evaluation?

As defined by the European Commission, evaluation is "a judgment of interventions according to their results, impacts and needs they aim to satisfy". It is a systematic tool which provides a rigorous evidence base to inform decision making (COM, 2007: 3). Evaluation is not an end in itself but a means to make decisions that will improve public intervention being evaluated (Blasco, 2009: 5).

The evaluation of public policies is a classic theme of public management which is, at the same time, the most radical innovation tool we can imagine because it goes to the heart of the matter, i.e., the social reality in which we intervene. What goals do we want to reach? What resources do we have? What actions do we want to undertake?

And what is the extent to which we are achieving the objectives? (Basque Government, 2010).

Why evaluate?

The purpose of the evaluation is public intervention, in all its forms, levels and dimensions. These may be public policies, programs or projects involving the provision of a service such as regulations, subsidy programs, tax, reforms of institutions or any other form of intervention about the operation or performance of which someone needs to know (effectiveness, efficiency, convenience, satisfaction, impact etc.) (Blasco, 2009: 6).

Evaluation is important to know: whether public actions underway are responding to the marked purposes; whether they are appropriate or can be approved; if it is necessary to rethink them or those interventions are no longer necessary.

The voices of the evaluation

In the new paradigm of open government and governance, it is essential to cooperate with all those stakeholders who can contribute to build, implement and improve collaboratively public policies and public services.

Organizations today have control panels with numerous indicators, many tools for data analysis and

huge amounts of data that can provide impact assessments, behavior patterns, trends, etc. on many areas of activity. However, all these data should be contrasted with the diverse voices and interpretations of the stakeholders' reality. Thus, combining quantitative and qualitative analysis, we can develop a more complete view of the complex reality in which we live. In-depth interviews, focus groups, custom surveys, forms, telephone consultation or through social networks may be some ways to listen and consider the stakeholders directly and indirectly involved in public policies.

For more information on public policy evaluation: Collection Ivàlua practical guidance on the evaluation of public policies.

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Continuing improvement

Open government is a process, not a product and continuous improvement calls on government agencies to innovate in all areas, not just technology. This was the core message of my presentation to the Federal Intranet Content Managers on the topic of open government at NASA. What I meant at the time was that open policy making should be a core aspect of any strong open government plan but apparently that message was lost in the translation. So I will reiterate this message again, with a stronger emphasis on legislative reform and ensuring that internal government and business policies are inclusive and allow for an open process whereby contributors can comment, edit and review policy before it goes into effect.

Why is this so important and why is open policy making a key part of "continuous improvement" of open-government? History has not been kind to the average citizen, to civil society as a whole or to the average worker. So, we are faced with daunting challenges that include growing income/wealth gaps all over the world, extreme poverty in many nations, worldwide long term unemployment and government structures that favor the well-connected few at the expense of the many.

In many parts of the world we have seen some small changes to the legislative process in the form of wiki based law-making and the ability to vote and comment on legislation before it gets into the hands of the legislators. But for the most part, parliamentary and congressional process is an obstruction to legislative reform, and the individual states have been left to try to close the wealth gap on their own and to work around a divided and divisive legislative process at the national levels.

Corruption is rampant all over the world, with governments working hand in hand with corporations to make the rich richer and the poor poorer. So why is the growing wealth gap an issue for open government? In my view, it is the core issue for OpenGov, along with supporting healthy democratic processes and the central theme that the open government partnership should rally behind. Closing the gap is the basis for solving many of the other extreme problems in the world today: extreme violence, climate change, racism, religious intolerance, ignorance and so forth.

I've put together a list of what I feel are the "Top 10 Disruptive Trends" for this millennium: exponential growth of social media via business policies and executive orders; arms control, gun control and nuclear disarmament; quantified everywhere; open government; millennium development goals; sustainability; digital diplomacy; good governance; crowdfunding; and human population control. It's time to move beyond hackathons and beyond technology as a central theme for open government. The best open leaders model is Optimism 2.0. Innovators don't conquer, they pioneer.

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Creation of *richness* and *jobs*

The Internet, the new technologies and social networks have initiated us ino the Age of Networked Intelligence with great social, economic and humanistic transformations that are forcing us to rethink all our institutions: corporations, the financial system, the press, universities and schools, governments, democracy, labor, media and entertainment, science, health, energy, transport, cities etc. This era, characterized by a culture of public debate and active citizens, requires a new leadership able to see things in a different way, so as to develop new systems of innovation and entrepreneurship.

In this new environment, richness will be created by companies able to adapt and transform themselves. For sure, new competitors will appear that are going to change the existing market rules.

An example: the Industrial Internet, an open global network that connects people, data and machines. In 2020, more than 50,000 billion devices will be connected, becoming the "Internet of things" involving different technologies such as M2M, the big data or 3D printing. Most of these innovations will come from start-ups.

New social and economic models also will transform labor relations, work and employment. Furthermore, it is time to reflect, individually and collectively: ¿are we really doing what makes us happy?

AND, HOW IS THE WORK OF THE FUTURE GOING TO BE?

1. Telework. Technology allows scattered collaborators disseminated over the territory, and with different working times, to work together on the same project with advantages such as flexibility, balance, delocalized talent acquisition or productivity.

2. New labor relations and self-employment. The new professionals must see their career as a constant evolution and think about what they are good at, what their passions are and take the initiative to create their own activity. They must plan and develop their professional career based on establishing goals, achieving networking, training continuously and taking intelligent risks. And companies

should see themselves as neurological systems that en able such professionals to join together at specific times to develop mutuallymutually.

3. Labor mobility, shared spaces and no schedules. The workspace has changed drastically mainly by telework. The office formats are changing with open spaces, no "own" tables and areas to be inspired and share.

4. New professions. Only those who are best adapted can evolve with such changes. Today, there are new professional digital disciplines which occupy key positions in 21st century companies. It is important to know this. Who would have said they knew that new work demands would be positions like: User Experience Specialist, Web Conversion Specialist or Digital Analyst, primarily due to the impact of digital innovation and internationalization.

Any case, we are writing a 21st century impacted by changes and uncertainties but we (citizens, professionals, political leaders, social partners and employers) have no choice. We must overcome fear of insecurity, sharpen our wits and reinvent what has been learned to train again, exploring, innovating and believing more than ever in the ability to realize our dreams.

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Transparency

If we ask citizens about a feature to define an open government, surely we will have a large number of answers indicating transparency. It seems obvious that openness implies a high degree of transparency but we must agree on what we understand as transparency.

We may think that a government offering huge amounts of data is a transparent government. Nevertheless, many times to offer a lot of not relevant, outdated and out of context data is a practice of an opaque government pursuing an agenda so no citizen could understand what it does and why it does it.

And here is the key: transparency must be used to let citizens understand the decision-making processes executed by those who rule them. Transparen-

cy must ensure that citizens can build themselves their own well-founded opinion. The available data must be relevant and must be provided in standard formats and be understandable to everyone. Those data must be analyzed, assessed and re-used widely in order to facilitate the participation of citizens in any decision-making process.

And this should be the goal of a transparent government: to have a well informed society that participates in decision-making processes, giving a well founded opinion. It should include accountability once it has acted in one or another direction. Transparency must be a quality of an open government always as the reason for being, not because it must follow a trend. We may ask, why do you want to be transparent? However, in fact, transparency should not depend in a certain will of the government. Transparency should be the default feature of the ones who rule us without the need to question whether they have to be or not.

A transparent government must always be ready to be evaluated, analyzed and questioned for its acts and for its decisions. And it always has to be ready for accountability before it is demanded or requested and not to think that accountability will be at the end of the legislature when citizens will be called to vote. Therefore, an

open government, besides transparent, must be accountable to citizens, must foster citizen participation, must want to rule a well informed society and well formed opinion and it must share openly all the data it generates or it possesses.

To have an open and transparent government strengthens democracy. Quoting the physics Nobel Prize winner Niels Bohr: "The best weapon of a dictatorship is secrecy, but the best weapon of a democracy should be the weapon of openness".

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The Right of Access to Information

The concept of transparency related to the activity of public institutions is directly linked to the concept of democracy. In this sense Maarten Hillebrandt states that transparency as an ethical value which arose during the Enlightenment, can be differentiated from transparency as norms and specific duties which has evolved since the 70s.

Transparency as a value linked to democracy, as a consequence of sovereignty residing in the people—the same people who must decide about public affairs—implies being able to practically dispose of the same information as that possessed by those governing. This is an idea that the European

Tribunal for Human Rights reflects in its sentences "Társaság a Szabadságjogokért vs HunGary" and "Kenedi vs Hungary" where it recognizes that the right of access to information is a fundamental right because it is essential to assure the existence of an informed public debate and because the state possesses a monopoly over public information which society needs to be able to form its opinions. Many international organisms have followed the same line, recognizing the right of access to information as a fundamental right. The UN Committee on Human Rights recognizes this in its general observations in article 19 of the Universal Declaration of Human Rights and links the right of access to information to freedom of expression; the "Corte Interamericana de derechos humanos" also recognizes it in the sentence of the case Claude Reyes vs Chile.

Transparency as a norm arises as the tool to reach this value, establishing concrete obligations of transparency that have been evolving since the first law of access to information was approved in Sweden in 1766 but especially since the passing of the US law in 1966.

At present there are 96 laws of access to information in the world, Spain being the last to approve one (December, 2013). The international standards on the matter establish that these norms must have two elements to assure a total guarantee of the right of access to information: the obligation to proactively publish essential information and the right of everyone to request information. Both elements must be applicable without exception to all three state powers. In practice, not all the laws cover this guarantee, the Spanish one being an example of this.

In practice, the right of access to information has a dissuasive and preventive effect on corruption. It also has a direct impact on our most essential democratic rights such as the right of participation, from its most basic conception which is to vote in elections to the possibility that all civil societies must, as a minimum, possess and that is to propose alternatives to decisions taken concerning public affairs; our right to a free and independent press; and above all our right to obtain or demand complete accountability of all public affairs.

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Communicate
decisions
and projects

When talking about open govern ment we are talking about transparency, participation and collaboration; this is now well accepted and recog nized by all stakeholders: citizens, politicians, NGOs, etc.

An open government is primarily a collaborative government that gives the citizen the possibility to cooperate in the definition of public choices.

The citizens should be invited to offer their competences and/or to make suggestions, to vote and to comment on what the politicians are debating and deciding.

What is still not fully understood is the fact that in this context it becomes essential to use the ICTs and all the tools of Web 2.0 available today in order to communicate and inform citizens about decision-making processes and their outcomes!

What is still not fully understood is the fact that in this context it becomes essential to use the ICTs and all the tools of Web 2.0 available today in order to communicate and inform citizens about decisionmaking processes and their outcomes!   With those perspectives, the communi cation processes must be rethought be cause they have a strong impact on the individual and collective life of citizens that are involved in:

– Intelligent Community
– Digital Citizenship
– Smart Citizenship

Intelligent community means a com munity that operates, physically and online, as a connective structure (open, responsible and finalized) and as an adaptive structure (able to gen erate data and knowledge and to arise opportunities for active participation).

The digital citizenship is a natural extension of the "traditional" one and is based on a reconfiguration of the rights and duties of citizens due to the development of eGovernment in gen eral and to the use of the Internet.

The future of a smart citizenship re quires one to question the obsolete models of governance and commu nication in order to affirm innovative solutions addressing the pivotal issues: the quality of life, the right to employ

ment, sustainable development and in clusion of weak subjects. It is a social innovation project able to transform passive citizens into active participants to the political life.

The cardinal points of the city and the strategic axes of intervention for an in telligent citizenship are:
1) sustainability and resilience
2) openness and transparency
3) participation and collaboration
4) connectivity and creativity

Each point refers to the basic commit ments of the government and to the essential conditions to affirm the pres ence of an intelligent citizenship.

What can we do?

1. *Define a general plan of the intelli gent community of the city* by orga nizing conferences, planning new communication forms and hearing instruments and methods in order to allow the process of osmosis be tween different networks and com munication flows;
2. Define and monitor the *citizens welfare* on the basis of internation ally recognized indicators;
3. Prepare and monitor a strategic plan for the "*continuity*" of the city, including actions for urban main tenance and adaptation to climate change;
4. Give chances to associations and lo cal communities to manage public

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areas as part of a plan for the expansion of public parks;

5. Define a strategic plan to open all the data of the city and promote a FOIA (*Freedom Of Information Act*) of the city;

6. Offer free access to the network through Wi-Fi in public spaces;

7. Participate on platforms in order to involve citizens in the deliberations acts and for a plan for digital literacy;

8. *Promote collaboration among citizens* for joint action with the government;

9. Transform public areas in order to encourage new forms of knowledge and cultural action, encouraging their connection with the social dimension and the innovative production system, creating telework centers, co-working, realizing centers of excellence on intelligent communities;

10. Affirm the value of creativity as a lever for change, setting up social networking projects territorial and extra-territorial, creating centers for innovation.

All this can only be achieved if the governments will learn to adopt new tools of listening and new communication methods both in the planning stage, then the implementation phase. In particular, it is essential to enable a continuous process of interaction between government and citizens: this increases mutual trust and above all the ability to intervene in time to reschedule programs.

In a logic of open government, the authorities put at the center of communication and collaboration with citi zens, are open to dialogue and to the direct comparison with the private sector and to the participation in the decision-making process that allows them to focus on the actual needs and requirements of local communities.

An open dialogue is very easy to achieve today (more than 50% of people are talking more online than they do in real life); we all just have to start doing it.

Providing *responses*

We ask for a greater transparency policy, a more open government that treats peo ple as citizens. We want to be informed of government actions, know what is done with our money and we demand accountability.

The Administration must define clear and credible participatory processes through which citizens can contribute to improve all the actions, measures or decisions that they take, thereby improving policies and public services and allowing them to present their own proposals, ideas or initiatives to be dis cussed among all of them through citizen cocreation.

The role of citizen volunteers in provid ing responses to public administration policies should be emphasized.

Therefore, for citizens to want to re spond and for this collaboration to be successful, resulting in practicable outcomes, cit izens need to trust and believe in the process. The process has to be previous ly defined and the rules clearly defined. Critical elements are:

– *The scope of the process*: binding or nonbinding nature and if the pur pose is to inform and hear about cit izens' opinions and to incorporate their responses in decision making.

– *The release of citizens'* answers and the results of opinion surveys that take place through the media and through the website of the city of Zaragoza.

– *The degree of safety in the identity* of the participant when making con tributions to responses with the warning that decisive action will be taken against nonpermitted re sponses.

– *The raising of the right questions:* in this way we will have the responses from the public and therefore we will benefit from their knowledge and we will improve the policies of the administration.

– The planning of all actions that can be performed to energize, enable and encourage citizen participation

from within the community to be closer to their interests.

In this context of stress, this is an op portunity to define participation pro cesses that encourage citizens through the contribution of clear and credi ble answers and to form part of their city thanks to their collaboration in solving problems that arise in their most im mediate environment.

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Control by Society

Transparency can't be touched but it can be built. And you can even believe in it. And, of course, it can be destroyed usually with something as daily as indifference. Its application is not restricted to government but to all activities in our daily lives.

Control by society is the strength that forces the government to be diligent against the forces of complacency and corruption that harass our society and allows governments to focus on solving the problems that really exist.

But as well, it allows us to analyze the effectiveness of what we do outside the self-satisfied areas of government organs. It's true that it is when we have to explain a result outside the area that generates it that we perceive the excellence of its execution.

Transparency can't exist without the possibility of effective societal control. And this must be used, not only as a censor, but also as an instrument for improvement. The current propensity of governments to deny errors and mask reality through words humiliates those administered and makes them desperate.

The future is constructed through learning from errors and anticipating needs. A government cannot disregard control by society in two senses: one, as a force that obliges governments to bring out the best in them and the other as a source of knowledge to avoid future errors.

And I even dare give another: as a way to plan the future.

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Quality
criteria

Social control is a key and necessary feature of open government. It guarantees transparency and it can be developed by means of external quality controls of public services and by means of making public actions and budgets clear to citizens and stakeholders.

Evaluation of public services quality has been related to the implementation of quality management models in public organizations, based on important concepts such as total quality or continuous improvement. These models have resulted in the adoption of common quality standards that have been applied to management systems as well as in the development of public management common strategic areas. Some public administrations have gone beyond and have aimed at being externally certified, getting external recognition such as the one provided by ISO standards.

Nowadays, in the framework of the open government movement, these public services quality audits are not enough. Quality evaluation also needs to take into consideration the citizen perspective and therefore it needs to identify citizens' expectations as well as to evaluate citizens' level of satisfaction with public services. There are several ways to engage citizens in these processes: discussion groups with users, analysis of complaints and suggestions and information provided by public employees based on their experience are only a few examples.

But an open government does not only need to guarantee public services quality. It also has to promote initiatives designed, implemented and evaluated taking into account quality criteria. In the case of those initiatives aimed at being more transparent, there are different ways to assess quality. Thus, for example, Access Info and The Centre for Law and Democracy have designed an index aimed at measuring information access laws and regulations. The index measures 61 indicators grouped in six areas: 1) access rights, 2) scope, 3) information requests procedures, 4) exceptions and denials, 5) appeals and 6) sanctions and promotional activities. Similarly, International Transparency Spain has developed a methodology to measure the level of transparency of different public administrations. The methodology uses up to 81 indicators related to six trans-

parency areas: 1) information about the organization, 2) relationships with citizens and society, 3) economic and financial transparency, 4) procurement transparency, 5) transparency in urban works and 6) indicators related to the new Spanish Law of Transparency. The indicators aim at evaluating the data and information public organizations publish on their webpage.

Open data quality can also be evaluated. Tim Bernes-Lee has suggested a data classification based on the level of openness and usability: from one star (offering data in any format under an open license) to five stars (linking the data and those of other people's, framing them within a specific context). Also, some open data indexes have been developed, one of the more popular being the one by the Open Knowledge Foundation. It assesses the quality of open data portals according to the number and types of data that they offer.

Finally, other projects have been put in place in order to guarantee the quality of open government initiatives. Of particular interest is the recent Spanish system to audit transparency (Sistema Español de Acreditación de la transparencia), a model aimed at helping public administrations to become more transparent.

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Clarity and accountability

Clarity and accountability are fundamental principles of democracy and good governance. They are not novelties born with the open government or government 2.0 movement. Accountability is a fundamental principle of good governance, as stated by the Council of Europe and by the UK Independent Commission on good governance for public services.

The CoE defines as conditions of accountability that decision makers take responsibility for their decisions and that decisions are reported on, explained and can be sanctioned.

Accountability is therefore a key principle of our democracy and by its very nature must be translated into real action (i.e. with implementation and sanctions). It is important as a indirect deterrent of improper behavior.

Open government brought some new aspects that increased its scope, relevance and impact. First, it made accountability possible "without permission". Accountability can today be introduced from the outside with very low costs rather than waiting for government to take the initiative. For instance, government traditionally can increase accountability by publishing the results of its internal customer satisfaction surveys. But today, even individual innovators (with very low investment) can build websites such as PatientOpinion where patients directly publish their feedback about the service received. This external push towards accountability induces government to react and engage, thereby achieving more change in government than traditional centralized accountability that can be more easily controlled. Innovators and third party can also increase the impact of existing accountability measures by making them more visually engaging as for instance with the Openspending.org platform.

Secondly, accountability is continuous in time. No longer are governments called to account for their actions every five years through the elections. Now feedback on the public performance is continuous and real-time. The instant that patients are treated, they provide an evaluation of the service received. And the publicity of this evaluation makes its impact immediately visible.

Thirdly, accountability is much more granular. Typically, government is ac-

countable for the main decisions, the "big choices" of the politicians. Today, it can be accountable for every single decision. For instance, OpenCoesione.it allows citizens to monitor every single spending line in the context of the EU Structual Funds in Italy and citizens can provide feedback on the performance of the individual investment.

Yet, these novelties introduced by open government are not magic. There are risks and challenges.

First, the immediate and total accountability could generate an excess of immediate (and possibly low-quality) feedback that would discourage unpopular but correct decisions and increase the tendency towards short-termism and demagogy. Our democracies are tested with a stable set of checks and balances that already include some degree of feedback but we lack the institutional arrangements to manage a radically greater speed and quantity of feedback.

Secondly, accountability is an indirect deterrent that to stimulate good governance needs to be accompanied by civic participation and attention. Publishing all government expenditures does not lead to better governance if no-one uses and looks at those data. So far, open government has been successful on the supply side but less so on the demand side. Any open government policy should include a dedicated focus on stimulating citizens' attention and participation.

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Assumption and clarification of *responsibilities*

Politicians and civil servants often think of accountability as a purely negative concept. For them, being held accountable often means the same as being criticized. Nobody wants to be held responsible when things have gone wrong. In that case, the responsibility always lies with some other political party, administrative department or level of government. In English, there is even a special term for this behavior: "passing the buck".

Denying responsibility and refusing to assume responsibility are standard techniques for evading accountability. On the other hand, when something has been wildly successful, everybody suddenly starts claiming and assuming responsibility for that success in retrospect in the hope of sharing some of the glory.

Accountability can only work if responsibilities are clearly defined and assigned to specific officials or bodies in advance, before a crisis hits and the "buck-passing" starts.

Also, these responsibilities need to be transparent to those outside the administration for democracy to work. Citizens cannot hold politicians and bureaucrats to account if they do not know who is responsible for doing what.

If the street light outside my house is broken, which department is responsible for fixing it? And what is the exact nature of that responsibility? Is the department just generally responsible for fixing the light or is it specifically responsible for responding to my complaint within 48 hours and then fixing the light within five working days? Who is the head of the department responsible for ensuring that all its civil servants perform the tasks that they individually are responsible for, for example responding to my complaint email?

The more complex a system is, the more difficult is becomes for citizens to pinpoint who is responsible for doing what and thus who they can hold accountable for the outcomes they observe. Multiple regional and local layers of administration, activities involving multiple departments and the fragmentation of state services through privatization or outsourcing to NGOs can make it incredibly difficult to pinpoint responsibility.

Thus, the more complex a system, the more important it becomes to precisely define who is responsible for what and to communicate this information in a way that is easily accessible and comprehensible for citizens.

On a higher level, who is responsible for ensuring that the system as a whole works? For example, the head of the street lighting department may have been assigned the responsibility of fixing broken lights within five days but not given the budget he needs to discharge this responsibility. In this case, he is clearly not responsible for not solving my problem. Who is?

If the bus I take to work arrives late every morning, who is responsible? Is it the municipal department of transport? Or the private company that manages the bus service on behalf of the municipality? Or the office that awarded the tender to that company? Or the minister who decided to launch the privatization program?

U.S. president Truman had a simple answer. He put a wooden sign on his desk that boldly announced to all his visitors that "The Buck Stops Here!" Political leaders can delegate certain tasks or functions to ministries, private companies, NGOs or even individuals but they will always remain responsible for the workings of the system as a whole. In a democracy, the ultimate responsibility for all outcomes lies with the elected political leadership.

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Open
data

Open data are any data that are meant for re-use. They may be your government's accounting data or information on the number and location of drinking water fountains in your city; the diversity is staggering. These data were collected by someone who needed them to perform some kind of task. For example, the government needs to keep track of its accounting so that it can function at all or the municipality needs to have a list of drinkwater fountains to be able to maintain them in working order. Whatever the reason they were generated for in the first place, data become open: when they are then stored on the Internet; documented so that anybody can interpret them correctly; when they are made accessible in a machine-readable format, so that anybody can seamlessly load them into their own computer ready to be crunched; and when they come with an open license, an explicit

authorization by the owner of those data to re-use them freely.

Open data are a wonderful thing because you can do so many things with them. Researchers use them to test hypothesis and make sense of the world; journalists (data journalists!) use them to investigate interesting phenomena beyond the "he said, she said" method; tourists use them to guide their journey; politicians design policy interventions; startups build added value applications on top of them and so create wealth and jobs. Many mobile apps these days are built on top of a bedrock of open data, like all of the public transport journey planners. Like many others, I use open data every day. For my work as a researche, as a citizen who likes to keep himself informed, as a tourist when I travel and so on. "Data are the new oil", business leaders and (some) politicians like to say.

But to be honest with you, none of this is why I am an open data activist. I have become involved in the open data movement because open data produce smarter, more active citizens. I have seen this, time and again: you show a friend how they can access government data, put them on a table, chart them and interrogate them.

Suppose you are looking at budget data. You start with apparently simple questions: is the government spending too much on health care? Is it spending

not enough? How do we know? Within 15 minutes, your friend is deeply engaged and has gone way beyond mere consumption of information: she is now interacting with data, reaggregating them to produce new information. Maybe we should check what this government is doing against what the previous one did or against some other country, she says. Maybe we should look at the data in a less aggregated way: what is driving this expenditure? Is it salaries of doctors and nurses? Is it machines? Or building maintenance? How do we know? Why do we not have more disaggregated data? Let's Google for them.

That's it. She's hooked. There is a certain spark that lights up in the eyes of people when they understand that they have power over data: they can re-use them, reaggregate them, visualize them, compute them or cross them with different data sources. That spark signals active citizenship, the will to go beyond packaged communication, to take issue, to look for the truth and act upon it. And why stop at data? Data are just one of many public assets. Once you have assimilated that attitude, you are a civic hacker. You will demand the same degree of civic ownership and control of any public assets: buildings, parks, aqueducts and networks.

Hacker culture is incredibly influential in modern life. Hackers build and maintain the infrastructure that sus-

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tain us; they accelerate our civilization into a science and technology intensive society that has many of us feeling bewildered and future shocked. We need to assimilate more of that culture to be full citizens of the 21st century. Having small technical and political elites design the world that vast masses of undifferentiated consumers inhabit is not good enough anymore. We need as many builders, makers and doers as we can get. In my experience, the open data movement is far and away the crowd that is best at turning people of any age, educational background and skill into civic hackers.

Of course, we can and should do better. The Italian open data community, where I do most of my hacktivism, is hacking the open data movement itself to be more and more inclusive, with small but important innovation like hackathons for non-developers. We try to maintain a culture of sharing and encouragement for people who move their first baby steps into open data. We throw great parties too.

For now, it feels like we are winning: incredible progress has been made since we started the Spaghetti Open Data mailing list in 2010. Many more data are open. Many more citizens claim proudly the title of civic hacker. I can't predict what will happen to open data but I am sure none of them will ever

go back to being a passive consumer of information and government services. In this sense, we have already won..

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Open distribution licenses

Transparency of the actions of government is central to a healthy democracy and unencumbered access to the laws and regulations that bind societies is obvious. Increasingly, governments are sharing huge amounts of publicly funded research, data and educational materials. The key question is, are public sector bodies sharing this information in a way that is truly useful to the citizens it is meant to serve? And are these government entities maximizing the public's investment by sharing in an efficient and effective manner? In most cases, the answer is no.

In general, governments are moving toward sharing digital information online—from publicly funded research papers to national crime statistics. But public sector bodies need to take into consideration the legal and technical implications of what they post online.

Governments should do more than focus on "open distribution licenses". Distribution implies access but it doesn't go far enough in communicating the legal rights to re-use publicly funded materials. And if citizens don't know their legal rights to re-use publicly funded resources, there will a chilling effect which will result in the content being re-used less, or not at all. This defeats the purpose of investing billions of dollars in government-funded research, data collection and training materials.

That's why for years Creative Commons and other groups have been telling governments that if they wish for their citizens to reap the benefits of the resources they pay for, governments need to attach simple and standardized rights statements to those resources, namely by marking such materials as free to legally re-use in the public domain or under a Creative Commons license. When public sector bodies adopt standardized tools, it reduces the typical transaction costs of having to ask permission because such open licenses communicate these rights in advance. Citizens win because they know they have legal rights to re-use these materials which their tax dollars support. The public sector wins because doing so helps promote the productive re-use of the digital content in order to support the improvement of government services, enable new economic opportunities and join a commons of information that can help solve problems both at home and abroad.

The support for openness in legal reuse of government-funded research, data and educational materials is bigger than simply the "transparency" category. It could just as reasonably be included as beneficial to both "participation" and "collaboration". Open licenses communicate re-use rights to users and enable communities to form and flourish around common pools of content (hello Wikipedia). We should think more broadly about how legal openness can flow across all pieces of the open government ecosystem.

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Open
formats

Within the open data world, format is considered as those specifications and features for representing the information through electronic and machine-processable means. Often, format corresponds with the type of file used to present the information such as, XML and HTML. Structure and storage of the information depends on the format but also the mechanism or protocol of data delivery and access such as Web Services and Application Programming Interface (API) that enable the distribution of information in different final formats such as SOAP, WFS, WMS, etc.
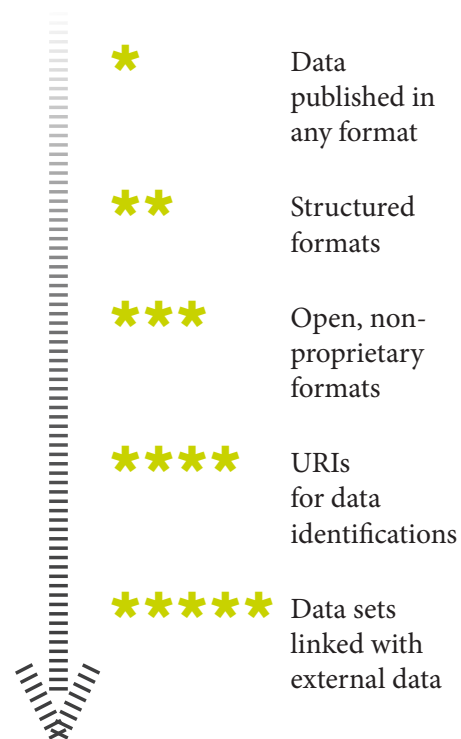
In order to ensure the principle of universal accessibility and non-discrimination of users, it is recommended to use open formats. This is those formats defined by clear specifications with free access for anyone. If possible, open standard and non-proprietary formats, those of common adoption and without trademark and legal restrictions of access, should be selected. Open formats often are those formats that can be accessed and be processed through accessible, reachable tools.

Open Data Five Stars

There is a classification that enables quantifying the quality of open data in terms of technology. This scheme offers five different values, from one to five stars depending on the format used for the representation of the information. This symbolic model is incremental and considers the simplest case—one star—as that information exposed on the web through any kind of format and under open licences, even when information extraction and processing is limited (e.g., scanned documents and represented as PDF images). Two stars are given to those data sets published in structured formats, even though these formats may be proprietary (e.g., spreadsheets in Excel format). Three stars will be assigned if the format is open and non-proprietary (e.g., CSV instead of Excel) and four stars to those data sets identified by URIs (Uniform Resource Identifiers), a kind of persistent web address that enables referring to any data on the Web. The technological excellence—five stars—can be achieved when data is linked with other resources on the web through semantic mechanisms, enabling full interoperability among different and heterogeneous systems with a subsequent more efficient reuse.

★	Data published in any format
★★	Structured formats
★★★	Open, non-proprietary formats
★★★★	URIs for data identifications
★★★★★	Data sets linked with external data

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Interoperability

Interoperability, the ability of systems and/or organizations to work together, is a crucial aspect of modern, cross-border products and services. Systems dealing with open data are no exception to this rule: while a single data set could be useful on its own, the real power of open data is derived from combining multiple data sets in meaningful— and sometimes unexpected— ways.

The European Interoperability Framework (EIF)[1] mentions four levels of interoperability: technical, semantic, organizational and legal. And while the EIF is geared towards pan-European government services, the same model can of course be used in pretty much any project.

Technical interoperability

Combining data from various sources may require some programming skills, especially when data is only available in stylish, human-readable documents that are not meant to be machine-friendly.

And even when data is readily available in open formats, interoperability is not effortlessly achieved: one source may provide CSV files in ASCII, another system could perhaps use web services to deliver JSON files and a third source may produce XML in UTF-8.

However, this diversity in formats should not stop organizations from publishing open data. It is merely a gentle reminder that—just like in any other project—some work needs to be done when processing this data.

Semantic interoperability

More challenging perhaps than connecting the dots at the technical level is achieving semantic interoperability. For instance, when two different sources provide statistics about the average salary in their respective departments, what exactly is meant by "salary" ? Are additional benefits and bonuses included or not ? Is the amount expressed in euro or U.S.dollar ?

The same goes for the often neglected meta-data associated with these data sets. Even the more popular open data portals tend to use slightly different properties and categories, making automated search and retrieval across these portals slightly less straightforward.

The re-use of existing schemas, vocabularies and naming conventions is therefore recommended. At the very least, organizations should provide some basic background information about the data they publish: a short paragraph clarifying the meaning of the data sets goes a long way towards interoperability.

Organizational interoperability

Comes into play when combining similar data sets from different sources. Typical examples include mobile applications accessing city-level services or websites comparing spending habits of various public administrations. Are different regions providing the same data? Are they collecting and updating their data at roughly the same interval? And are these organizations "on speaking terms" when shared data needs to be corrected?

While it is not uncommon for administrations to align their services

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and internal procedures, the public nature of open data can accelerate this process which will ultimately benefit all citizens and companies.

Legal interoperability

It may seem obvious but the number one priority for organizations is to make sure that they are indeed the legal owner of the data they want to publish (and not, for instance, a private entity).

Once this ownership has been confirmed, administrations can choose to publish their data under one of the existing and well-established licenses like the Open Database[2] License or the Creative Commons Licenses[3].

Creating a new license from scratch—regardless how well-intended and open this license may be—or simply releasing data sets under different licenses, can discourage or even prohibit the re-use of said data. Interested parties may not be comfortable with combining data sets without additional legal advice and could very well be faced with incompatible licenses.

Suggested reading

Readers may also be interested in the Spanish National Interoperability Framework[4] , the DCAT5 Application Profile and the LOD2[6] project.

Notes

1 http://ec.europa.eu/isa/documents/isa_annex_ii_eif_en.pdf

2 http://opendatacommons.org/llicències/ODbL/

3 http://creativecommons.org/

4 https://joinup.ec.europa.eu/sites/default/files/NIFO%20-%20Factsheet%20Spain%2005-2013.pdf

5 https://joinup.ec.europa.eu/asset/dcat_application_profile/description

6 http://lod2.eu/

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Reuse

The concept of open government was formulated to respond to the demands of citizens and social agents for a greater participation and involvement in the task of government. If the electronic government aimed at a more agile administration at the service of citizens 365 days a year, then open government goes much further, involving citizens, business people and social agents in the task of government within a collaborative vision. And that implies a change of culture and attitude without precedent, as much for the political leaders as for the executive and administrative structure.

Open government entails a multidirectional vision of the concept:

– Open within the administration itself: sharing information and overcoming the opaque barriers between departments.

– Open to other administrations: sharing information and resources.

– Open to entrepreneurship and enterprises: strengthening open innovation and the coproduction of services.

– Open to social agents, reinforcing their involvement in a government for citizens and with citizens: *We Government*.

Consequently the deployment of open government is a task of wideranging action which affects all levels of administration. In order to be efficient when sharing information at all levels, but even more so to strengthen the collaboration and coproduction of services, it is necessary to display the initiatives, facilitating the reuse of both data and resources:

– **Data reuse.** The opening and publication of data has two objectives: the consultation of this information to respond to transparency requirements but foremost to ease the use of this information for other agents: administrations, social agents and entrepreneurs to create new services and companies to exchange information. That can only be possible if the information is published with the aim to be reused, in open formats and in structures which facilitate it.

– **Resources reuse.** The open government implies cooperating and sharing with other administrations and with the enterprises and business agents. This requires deploying the resources from a reusing perspective: they must be reusable for other administrations and, therefore, able to reduce the effort of being integrated into new services designed by the entrepreneurship and the enterprises. It has, accordingly, double return, as it reduces the effort of other administrations and of other agents.

Reuse is not a new concept as it makes sense from the point of view of efficiency but unfortunately it has not been widely used. It is at the local level that it has had a more noteworthy trajectory but more from the point of view of providing a service for a group of municipalities as is the case of the "Diputació de Barcelona".

Open government policies require a firm and clear commitment of all the administrations in reusing data and resources so as to facilitate—as well as be transparent—the collaboration of the different agents in the coproduction of services.

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Revaluation of data

I return my data, please?

If, thanks to the Data Protection Law, we citizens are protected against third parties, conceding our data only to those we personally authorize, I cannot understand why such data is never returned to us. And I am not referring to the data of my neighbours, nor that of companies, nor the big data kept by administrations.

Having completed the international open data debate, such data having been re-evaluated and journalists, civil society and re-users having had access to it, I believe the moment has come to innovate.

We are used to defending the fact that we can open anonymous data for re-use, and also public administration data for transparency. Once the big (and the open) data have been discussed, it is time to talk about small data. By small data I mean personal and individual data that we generate and others save or consume.

I refer to my own data and that of each one of us. That is because they are mine and they belong to me. I have contributed to generating them and I want to have access to them to be more efficient and autonomous, to save myself administrative processes, to be free and more intelligent and especially to be able to make my own decisions.

Who does the data of my activities on the social network belong to? And those I generate through emails I send? And those the hospital keeps in its archives? And those of my telephone line? And those my bracelet gathers when I go out running?

Sometimes I can consult them in applications or on the bill. Some companies even give you a PDF while others visualize them for you. However, generally I cannot download them in a re-usable format. Then, if I cannot manage them, nor mix them, nor re-use them all these data do not help me to make trustworthy decisions. I can only live through invitation.

It is not necessary to highlight the value and the benefits that all these data offers us if it is well analysed. However, no citizens can cross them or re-use them for their own use although –I insist– it is their own data.

Some people will ask themselves if it is much better to offer such data already elaborated but the answer is always negative. Because objectivity does not exist, liberty indeed should exist, without third party filters (if one wishes so).

This would finally open, totally, the door to the birth of new business models for businesspeople or companies which could offer citizens these pre-cooked dishes (if they so wish) but elaborated with their own ingredients, their own quantities and even their own recipes. What I am saying is that it is not necessary for each one of us to learn to program nor even understand the databases but for sure we recuperate our own data to be able to make personalized decisions that now seem impossible.

In this future of open access to our own identity, each one of us will be able to generate so many good decisions that will really contribute to companies and administrations being more efficient, to cities being more intelligent and above all to citizens now being not only smartcitizens indeed, but also free.

Nagore de los Ríos

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