Open Government
The global context and the way forward
HIGHLIGHTS
2016
The OECD’s work on open government

The OECD has been at the forefront of an evidence-based analysis of open government reforms in member and non-member countries. The OECD Open Government Project provides countries with a sequence of analysis and actionable support. This includes:

- Open Government Reviews
- Capacity building seminars for public officials and civil society
- Regional networks to exchange common challenges and good practices

What are OECD open government reviews

OECD Open Government Reviews support countries in their efforts to build more transparent, accountable and participatory governments that can restore citizens’ trust and promote inclusive growth. They provide in-depth analyses of open government policies and initiatives, and coupled with actionable recommendations, they help to further embed the principles and practices of open government within policy-making cycles and to evaluate their impacts.

What is the purpose of this highlights

This highlights presents selected key facts, findings and recommendations of the Report *Open Government: The Global Context and the Way Forward*. The Report is based on the responses of more than 50 countries to the 2015 OECD Survey on Open Government Co-ordination and Citizen Participation in the Policy Cycle, as well as on the findings of the OECD Open Government Reviews. In addition to all OECD countries which answered to the Survey, thirteen countries from Latin America (including the two OECD member countries Chile and Mexico) submitted their answers, as well Indonesia, Jordan, Lithuania, Morocco, Philippines, Romania and Tunisia. The global diversity of the responding countries allowed the authors of the Report to draw conclusions on regional differences and provide a solid evidence base for the analysis of open government reforms. The OECD Survey is a direct response to the request to collect better data on the design and implementation of a single open government strategy and initiatives made by OECD member countries and non-member economies that participated in the OECD Open Government Forum, held in Paris on 30 September 2014.

The report *Open Government: The Global Context and the Way Forward* includes the following chapters:

1. Developing a single and comprehensive open government strategy
2. Creating an enabling environment for an open government strategy
3. The Monitoring and Evaluation of open government strategies and practices
4. The role of citizens and civil society in open government reforms
5. Citizen participation: Doing it right
6. Open Government: The way forward
Developing a single and comprehensive open government strategy

FROM AN INTRINSIC TO AN INSTRUMENTAL VALUE OF OPEN GOVERNMENT

Countries are increasingly acknowledging the role of open government reforms as catalysts for public governance, democracy and inclusive growth. The OECD Report underscores how open government principles are changing the relationship between public officials and citizens, making it more dynamic, mutually beneficial and based on reciprocal trust. It moreover finds that open government initiatives are a tool to achieve broader policy objectives, rather than as an end to itself.

Objectives of countries' open government strategies

CREATING A SINGLE DEFINITION OF OPEN GOVERNMENT, INCORPORATING EACH COUNTRY’S CONTEXT

Over the years, evidence suggests that a government is open when it follows the principles of transparency, accountability and participation. Arising from this, the OECD defines open government as “a culture of governance based on innovative and sustainable public policies and practices inspired by the principles of transparency, accountability, and participation that fosters democracy and inclusive growth.”

The Report finds that 51% of all the surveyed countries have a single definition for open government. Out of these countries, 30% have created their own definition.

Defining open government: Open government can mean different things to different stakeholders and policy makers, and what it entails is influenced by political, social and cultural factors. Therefore, the definition of open government may vary and reflect the countries’ priorities. To successfully implement open government initiatives, it is important to have a single definition that is fully recognised and acknowledged by the whole public sector as well as communicated to, and accepted by, all stakeholders.
OPEN GOVERNMENT STRATEGY: STREAMLINING SCATTERED INITIATIVES TO ACHIEVE BETTER RESULTS

Open government initiatives should not exist in isolation. It is indeed a critical policy area for the achievement of a number of different policy outcomes in diverse domains. Open government reforms should thus be conceived as a whole-of-government approach to ensure the widest possible impact and its multidimensional and transversal nature needs to be acknowledged.

Based on a single country-tailored definition of open government, countries could align the multitude of scattered initiatives to develop a comprehensive open government strategy. Such medium- to long-term, comprehensive and coherent national open government strategy is a powerful tool for providing a clear direction to the entire government at all levels and to its public administration in general. It is also fundamental for measuring the performance of open government actions and initiatives.

The Report found that in 47% of countries there is a single national open government strategy. However, 76% of the countries that stated having one were actually referring to the Open Government Partnership (OGP) Actions Plans. While these plans serve as a crucial implementation tool for a variety of unconnected initiatives, only a single national overarching strategy can ensure that the benefits of open government principles and practices are streamlined, coordinated and linked to the overall objectives in all relevant areas.

Open government reforms should be conceived under a single whole-of-government national strategy to ensure coordination and the widest possible impact. In fact, the open government strategy should not be seen in isolation as it is critical for the achievement of a number of different policy outcomes in domains such as public sector integrity and the fight against corruption, digital governance, public service delivery, public procurement, etc. The full-fledged national open government strategy should be based on policy principles, seek to achieve long-term outcomes, identify medium-term outputs, and include concrete short-term initiatives to achieve them, as shown in the OECD framework for an open government strategy.

Availability of an open government strategy

Nearly all countries surveyed (96%) that have developed an open government strategy have done so using an inclusive and participatory approach. The very high degree of involvement of organised civil society and NGOs helps to ensure that the strategy leads to an improvement of the citizens’ situation and targets the expressed concerns of citizens. Only two countries indicated that they included local governments in the development of an open government strategy. In order to reach its full potential, an open government strategy requires an inclusive process and needs to have the "buy-in" from key actors, both within and outside government. In order to ensure such support, it is important that all relevant stakeholders, particularly citizens and NGOs, participate in the development of the national open government strategy.
The OECD defines open government as “a culture of governance based on innovative and sustainable public policies and practices inspired by the principles of transparency, accountability, and participation that fosters democracy and inclusive growth.”
Creating an enabling environment for an open government strategy

A national open government strategy can only become effective if supported by an appropriate enabling environment. Its success depends on a solid policy and legal framework to set the rules, frame the boundaries and provide rights and obligations for both governments and stakeholders. Since such a strategy cuts across different but interrelated policy areas, the active role of the Centre of Government is also needed to provide leadership and effective policy co-ordination. Finally, successful implementation of open government strategies and initiatives depends on adequate human and financial resources, coupled with the strategic use of digital government and public sector innovation tools.

A ROBUST LEGAL FRAMEWORK FOR OPEN GOVERNMENT REFORMS

A robust legal framework for an open government strategy and the various initiatives provides the necessary foundation in which these reforms are firmly rooted. It offers legal certainty for governments and citizens alike to work together and initiate necessary policies. Such robust legal framework equips citizens with the mechanisms and the protection needed to voice their opinion and bring in suggestions free from fear of oppression.

Open Government reforms can among others be rooted in:
- National Constitutions
- Law on access to information
- Law on citizen participation
- Law on national archives
- Law on transparency
- Soft laws (regulations, directives, circulaires etc.)
- Law on transparency

A significant number of national Constitutions contain provisions on open-government-related principles underlining the long tradition that they have in most countries, regardless of the surging global open government movement.

The law on Access to Information forms the backbone of open government reforms. The right to access public sector information is the cornerstone of an open and inclusive government and a crucial element to reduce corruption and deepen trust among citizens and their governments.

OPEN GOVERNMENT STRATEGY CO-ORDINATION BY THE CENTRE OF GOVERNMENT

The open government strategy and its initiatives are at the core of the achievement of a number of different policy outcomes, and it constitutes a transversal axis of different but interrelated policy areas. Effective policy co-ordination and implementation requires horizontal and vertical inter-institutional support to develop enough capacities to sustain the implementation of open government strategies into cross-cutting initiatives. In order to ensure proper implementation, the open government strategy needs to remain linked with the activities of what the OECD called the Centre of Government (CoG).

Findings from the Report reveal that the great majority of countries (85%) have an office in place for the horizontal co-ordination of open government initiatives. While such office is indispensable to ensure efficient co-ordination, its room for manoeuvre highly depends on the location of the Office. Experience from OECD countries shows that institutions within the CoG have been identified as the leading institutions in charge of the co-ordination of the open government strategy. The location of this office in the CoG provides the office with greater political influence and strategic guidance. Especially when it comes to linking the open government reforms to greater strategic policy goals, the proximity to the Centre of Government could be highly beneficial.
The offices in charge of co-ordinating the open government strategy and initiatives typically have different functions, from developing the open government strategy to evaluating its impact. The great majority of these offices (80%) are responsible for developing an open government strategy. In contrast, only one-fifth of all respondent countries’ offices, assign financial resources for the implementation of the open government strategy. Another noteworthy finding is the divide between the mandate to monitor the implementation of the open government strategy (84%) and the mandate for evaluating its impact (52%).

**Responsibilities of the co-ordinating office**

<table>
<thead>
<tr>
<th>Responsibility</th>
<th>OECD27</th>
<th>ALL45</th>
</tr>
</thead>
<tbody>
<tr>
<td>Develop the open government strategy</td>
<td>90%</td>
<td>90%</td>
</tr>
<tr>
<td>Assign some financial resources for its implementation</td>
<td>62%</td>
<td>64%</td>
</tr>
<tr>
<td>Coordinate the implementation of Open Government Initiatives</td>
<td>90%</td>
<td>90%</td>
</tr>
<tr>
<td>Monitor implementation</td>
<td>90%</td>
<td>90%</td>
</tr>
<tr>
<td>Evaluate impact</td>
<td>80%</td>
<td>80%</td>
</tr>
<tr>
<td>Communicate the reforms</td>
<td>80%</td>
<td>80%</td>
</tr>
</tbody>
</table>
TRANSLATING THE OPEN GOVERNMENT STRATEGY INTO FEASIBLE REFORMS: THE IMPORTANCE OF HUMAN RESOURCE MANAGEMENT

Evidence shows that human resource and civil servants’ capacity related topics are among the three most cited challenges in implementing open government initiatives. It is thus essential to design interventions to increase the awareness, understanding and capacity of public officials so that they are perceived as essential investments in the success of open government initiatives.

In fact, many countries indicate some use of official information channels to inform public servants about the existence of open government initiatives through, for example, internal circulars, training seminars, publication in official gazettes or on line.

Developing capacities of civil servants

To move from passive awareness to affect a culture change, principles and values of openness need to be identified, discussed and reinforced at every possible opportunity. This means including them not only in vision documents and high-level strategic government priorities, but also public sector values statements and civil servant competency frameworks. A majority of countries report including open government principles in values frameworks, however only one-quarter includes such principles in competency frameworks, performance agreements and/or accountability frameworks.

Promoting the implementation of open government initiatives through human resources management

To include in the HR competency framework, by including open government principles and practices in public officials’ performance agreements and/or evaluations, and accountability frameworks, by requiring officials to regularly report publicly on progress made in implementing open government principles and practices, by requiring officials to regularly report internally on progress made in implementing open government principles and initiatives, and no specific actions have been taken so far.
These kinds of findings illustrate an implementation gap: while many governments have declared open government principles as aspirational statements, few appear to be seriously integrating them into direct human resource management systems.

**FUNDING OF OPEN GOVERNMENT INITIATIVES**

Adequate funding is vital for efficient and sustainable implementation of open government reforms and for supporting open government priorities. Countries must ensure that funding sources are as clear and consistent as possible, appropriate recipients are identified to support the government’s open government reforms’ goals, and that funds are spent on both implementation and coordination. To achieve this, countries must ensure that funding amounts, sources and management responsibilities for open government initiatives are designed jointly with a country’s open government reforms’ priorities and not added without strategic considerations.

**Challenges to implement open government at the national level (selection)**

<table>
<thead>
<tr>
<th>Challenge</th>
<th>OECD</th>
<th>All 53</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of or insufficient communication/awareness of the benefits of open government reforms among public officials</td>
<td>60%</td>
<td>80%</td>
</tr>
<tr>
<td>Lack of or insufficient financial resources</td>
<td>50%</td>
<td>60%</td>
</tr>
<tr>
<td>Lack of or insufficient human resources</td>
<td>40%</td>
<td>50%</td>
</tr>
<tr>
<td>Lack of trust (between government and citizens / NGOs)</td>
<td>30%</td>
<td>40%</td>
</tr>
<tr>
<td>General resistance to change/reforms in the public sector</td>
<td>20%</td>
<td>30%</td>
</tr>
</tbody>
</table>

**Sources of funding for the implementation of open government initiatives**

<table>
<thead>
<tr>
<th>Source of Funding</th>
<th>OECD</th>
<th>All 53</th>
</tr>
</thead>
<tbody>
<tr>
<td>Funds are allocated by a single central institution in charge of funding all or most of open government projects</td>
<td>90%</td>
<td>90%</td>
</tr>
<tr>
<td>Funds are allocated by the institutions responsible for implementing each project</td>
<td>80%</td>
<td>80%</td>
</tr>
<tr>
<td>Funds are provided by the private sector</td>
<td>70%</td>
<td>70%</td>
</tr>
<tr>
<td>Funds are provided by the EU</td>
<td>60%</td>
<td>60%</td>
</tr>
<tr>
<td>Funds are provided by donors or multilateral organisations (i.e. UN agencies, World Bank, IADB, ADB, etc.)</td>
<td>50%</td>
<td>50%</td>
</tr>
<tr>
<td>No specific funds are provided</td>
<td>40%</td>
<td>40%</td>
</tr>
</tbody>
</table>
The monitoring and evaluation of open government policies and practices

Monitoring and evaluation (M&E) systems are indispensable to elaborate sound and robust public policies. Solid M&E mechanisms ensure that public policies are achieving the intended goals and objectives, help to identify challenges affecting the implementation of public policies and provide responses to overcome them based on lessons learned from previous successes and failures on similar policy areas. Both are equally relevant to provide legitimacy for the use of public funds and resources. It can moreover provide stakeholders with an evidence base in the accomplishment of governments’ objectives. Therefore, the relevance of monitoring and evaluation for public policies can hardly be overestimated, as it is part and parcel of evidence-based policy making and can serve both learning and accountability purposes.

A LARGE NUMBER OF COUNTRIES MONITOR THEIR OPEN GOVERNMENT INITIATIVES…

Most countries identified that their main mechanism to monitor open government initiatives are the normal monitoring activities of each public institution indicating that, to a large extent, open government initiatives are treated as “any other” activity of the government. While this points to a certain degree of mainstreaming of open government initiatives, it also brings certain difficulties for a whole-of-government approach to open government, as the Centre of Government might not be aware of the implementation status of ongoing initiatives.

The divide between monitoring and evaluation of open government initiatives

[Diagram showing monitoring and evaluation of open government initiatives]

…AND ALMOST HALF ACTUALLY EVALUATE THE IMPACT OF OPEN GOVERNMENT INITIATIVES

Of the countries that evaluate open government initiatives, a large majority (69%) confirms that evaluation takes place through the normal evaluation activities of individual institutions. As for the monitoring, all OGP members indicated that their evaluations refer to the OGP assessments (self-assessments and Independent Reporting Mechanism). Similarly, as in the case for monitoring, not all OGP member countries consider the OGP assessments as an evaluation mechanism, as several of them indicated that they do not evaluate. As an alternative mechanism, about one-third of the countries carry out citizen and stakeholder surveys to evaluate and a similar number of countries rely upon independent assessments conducted by non-governmental organisations (NGOs).
Approaches to monitor open government initiatives

- Through a single institution/office in charge of monitoring all open government initiatives of the Government (OECD 30%, ALL 48%)
- Through an ad hoc monitoring mechanism (OECD 40%, ALL 50%)
- Through the normal monitoring activities of each public institution involved in open government initiatives (OECD 70%, ALL 80%)
- Through OGP assessments (self-assessment and IRM, if your country is part of OGP) (OECD 30%, ALL 48%)

Approaches to evaluate open government initiatives

- Through an ad hoc evaluation mechanism focusing on impacts (OECD 17%, ALL 26%)
- Through the normal evaluation activities of each public institution involved in the Open Government Strategy (OECD 90%, ALL 100%)
- Through surveys of among citizens and stakeholders (OECD 70%, ALL 90%)
- Through surveys among public officials (OECD 80%, ALL 90%)
- Through government conducted studies on the impact of open government initiatives in specific areas (OECD 50%, ALL 60%)
- Through independent assessments conducted by NGOs (OECD 60%, ALL 70%)
- Through independent assessments conducted by private companies (OECD 40%, ALL 50%)
- Through the OGP assessments (self-assessment and IRM) (OECD 30%, ALL 40%)

The confusion between monitoring and evaluation and the prevailing gap between monitoring the open government strategy and initiatives and evaluating them need to be addressed. This difficulty in collecting evidence on the impact of open government strategies is also due to the absence of internationally recognised principles of what open government strategies and initiatives are and entail, which prevents countries from identifying robust and comparable indicators to evaluate them. Finally, communicating the results of monitoring and evaluation is crucial to maintaining the momentum of open government reforms and people’s confidence in them.
The role of citizens and civil society in open government reforms

Governments around the world are recognising the need to introduce open government reforms to better deliver on the demands of their citizens including on economic, environmental, political and social development. This is not, however, something that can be achieved by government reformers alone. The Report highlights that the involvement of citizens and civil society is critical to developing, securing and implementing open government reforms and that reformers inside and outside governments must build broad coalitions to achieve change.

The OECD’s 2001 guiding principles on open and inclusive policy making stressed the need to effectively involve citizens. Especially in times of declining trust in public institutions, countries face the challenge to re-think their relationship with its citizens and introduce more effective participation mechanisms. In order to do so, countries could develop a citizen participation strategy and align it to the single strategy on open government. Similar to the findings from the single strategy, more than half of the countries have however not yet developed an overarching document focusing on citizen participation.

Availability of an overarching document focusing on citizen participation

The involvement of citizens and civil society is critical to developing, securing and implementing open government reforms. Collaborative relationships between government and civil society reformers are needed to develop, secure and implement open government reforms, but engagement especially at the later stage of the policy cycle is currently the exception rather than the norm. Although the majority of governments presented in this Report involve citizens and civil society to some extent in the policy cycle, in all but a few cases this more closely resembles consultation rather than collaboration.

Some governments continue to approach their relationship with civil society as zero sum, concluding that they must restrict civil society in order to bolster their own power. This is neither a sustainable nor an effective approach to governing. Rather than seeing the roles that civil society plays as a threat to its position, governments can benefit by responding positively and building a constructive relationship that acknowledges the value that civil society brings.

Upon the foundations of a thriving civil society and a constructive state-society relationship, good engagement principles and practice can be applied to involve citizens and civil society in developing and implementing the open government strategy. But beyond this, reformers inside and outside governments must form partnerships and build broad coalitions to achieve change, including through mobilising, supporting and engaging with citizen movements.
Involvement of citizens in the policy cycle at sector level

**CHALLENGES TO EFFECTIVELY INVOLVE CITIZENS THROUGHOUT THE POLICY CYCLE**

In relation to specific policy areas at the sector level, the Report found that there seems to be some scepticism from governments as to the interest and capacity of citizens and civil society to engage in policy development. Some 50% of ministries of health and 57% of ministries of finance identified the lack of or insufficient citizen interest to be one of their five main challenges for involving them in the policy cycle. Similarly, 47% of ministries of health and 35% of ministries of finance identified the lack of or insufficient capacity of non-governmental (NGOs and private sector) stakeholders involved within their five main challenges.

Main challenges to implementing citizen participation in the policy cycle (CPPC) initiatives at the sector level

- **Ministry of Finance**
- **Ministry of Health**
Citizen participation: doing it right

Greater citizen participation in the policy cycle (CPPC) is at the core of an open government and has to be an integral element of countries’ move towards openness across all branches of the state. Effective participation creates renewed attention to the mechanisms through which governments are going beyond the role of a simple provider of services towards a greater partnership with all relevant stakeholders, including the private sector, academia and independent state institutions.

In past decades, the relationship between governments and citizens was characterised by a mere sharing of information with citizens. Recent initiatives stress the active two-way dialogue among the government. In this new vision of the public sector, citizens are no longer passive receptors of government information, to the contrary, governments and citizens engage in a joint construction of value.

While recognising that many intermediary forms of participation exist, the OECD has developed a typology to map the different existing relationships between citizens and governments. They vary from the basic provision of information, which is the weakest form of participation, to full engagement forms such as co-production, co-delivery and co-evaluation, which involves a balanced share of powers among stakeholders. Each of these modalities of participation has different objectives and impacts. From information to co-decision, an increasing level of citizen involvement and influence on policy making can be noted and the influence citizens exert on policy making rises.

The imaginary ladder of participation practices: Levels of stakeholder participation

<table>
<thead>
<tr>
<th>Information</th>
<th>Consultation</th>
<th>Engagement</th>
</tr>
</thead>
<tbody>
<tr>
<td>● Make information and data available to other parties</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● Make targeted audience more knowledgable and sensitive to specific issues</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● Encourage stakeholders to relate to the issue and take action</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● Gather comments, perception, information and experience of stakeholders</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● No obligation to take stakeholders’ view into consideration in final outcome</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● Provide opportunities to take part in the policy processes</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● May entail that participants have an influence over decision making</td>
<td></td>
<td></td>
</tr>
<tr>
<td>● Can include elements of co-decision / co-production; balanced share of power among stakeholders involved</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>


According to the Report, in the ministries of health and finance, the general public is among the stakeholders which participates the least in CPPC activities. Both sectoral ministries see the “lack of interest to engage” as the key factor explaining the relatively low participation of some actors followed by the “lack of information”. Strikingly, 70% of finance ministries pointed to a “lack of interest” of the general public and 25% of the ministries of health saw “negative factors associated with citizen participation” as the driving force impeding participation.
Group participation in its different forms (ranging from simple access to information, to consultation and engagement) is a key part of an open government and should take place at all stages of the policy cycle. When designing and implementing citizen participation initiatives, countries need to be clear about their objectives, define the correct scale, identify the appropriate stakeholders, choose the right mechanisms and tools, and inform stakeholders about the possibilities to engage as well as about the eventual outcomes. Countries must also develop a solid foundation for participation initiatives by building an adequate institutional framework and providing the capacities needed by civil servants to implement them. This may include the identification or creation of an office in charge of the overall co-ordination of participation initiatives, an overarching policy document to define their characteristics, and the provision of incentives for public officials to organise them and for citizens to take part in them. Greater efforts need to be made to evaluate citizen participation initiatives and analyse their costs and benefits, under which conditions they provide the best added value and, last but not least, their limitations in terms of representativeness and contribution to the democratic life of the institutions that implement them.
Open government: the way forward

OPEN GOVERNMENT: A TOOL FOR AN EFFECTIVE IMPLEMENTATION OF THE UNITED NATIONS SUSTAINABLE DEVELOPMENT GOALS (SDGS)

The approval of the United Nations’ Sustainable Development Goals (SDGs) in September 2015 provided an important occasion to explore how countries’ multi-lateral reform and development initiatives, such as those in the areas of open government, can support and advance the ambitious aims of the SDGs.

As a set of interconnected policies areas and initiatives, which rely on the capacity of governments to develop and implement multi-dimensional and multi-sector initiatives, open government strategies have paved the way and built national skills that will help ensure the successful design and implementation of the UN Sustainable Development Goals.

By promoting the principles of accountability, participation and transparency, open government strategies and practices can inform both the substance of SDGs implementation (by directly contributing to the achievement of the goals) as well as to the process by which countries pursue the SDGs throughout the policy cycle (namely, during their design, implementation, monitoring and evaluation). Engaging citizens, civil society organisations and the private sector as partners in the policy cycle helps ensure that their needs are identified and responded to, thereby leading to higher user satisfaction.

MOVING FROM AN OPEN GOVERNMENT TOWARDS AN OPEN STATE

Countries are increasingly acknowledging that open government initiatives should not be seen as an endeavour that the executive takes on in isolation. Findings from the OECD Open Government Reviews, as well as the Report, show that some countries are pioneering in mainstreaming open government principles beyond the executive branch and are moving towards a truly holistic approach to their efforts to foster transparency, participation and accountability which also includes the legislature, the judiciary, independent state institutions as well as sub-national governments thereby moving towards what the OECD defines as an “Open State”.

The OECD “Open State” approach
Eventually, the concept of an open state should reflect the prevailing cultural difference in the state structures and ensuring sufficient room for countries to determine their own approach towards its implementation. While, it is clear that the different branches of the state are and should be independent from each other, the open state is about converting transparency, participation and accountability into the guiding principles of the entire country, making them part for the culture of citizens and all public servants.

OPEN GOVERNMENT AT THE LOCAL LEVEL: BRINGING PUBLIC POLICIES CLOSER TO CITIZENS

Regions and cities are the place where citizens and policies meet. The most iconic examples of open government initiatives have been created not by national governments, but by cities, regions or provinces. This is perhaps not surprising, since local governments are most of the time, responsible for the tangible and basic public services, ranging from road maintenance to education, and from sanitation to policing, forming the most immediate relationships between government and citizens.

In fact, municipalities and their representatives are meant to play a key role in open government reforms as they tend to be in more frequent exchanges with their citizens and their needs as well as their wishes and visions of local and national policies. This position makes of local government a perfect ally to participate in the elaboration of a national open government strategy. In the initial phase of the elaboration of the policy, with a bottom-up approach, local governments can ensure that the aims of the strategy reflect the reality and challenges on the ground, which can favour proper implementation and finally attain the national policy goals.

Furthermore, when looking at the participation of other members of this mechanism to coordinate open government at the national level, a limited number of local governments are part of. This reflects the limited role of sub-national actors although they are key players in the implementation phase. Furthermore, bringing the national and sub-national governments together in such a mechanism would expose policy makers at the national level to innovative approaches that have been implemented traditionally at the local level. As such, this mechanism could offer a forum to share good practices among regions, provinces and cities and at the same time offer mutual learning between sub-national and national levels on open government initiatives.

Due to their proximity with citizens, smaller size and focus on tangible issues, local governments play a crucial role in shaping people’s perception about the quality of government. Their position makes sub-national governments a perfect ally to participate in shaping the priorities of the national open government agenda. In addition, sub-national governments offer a wider potential to engage citizens actively through various mechanisms and tools. However, the challenges they face for implementing open government are numerous, including limited awareness of the benefits of open government, limited resources and low levels of involvement in national decision-making processes.
OPEN GOVERNMENT AND THE MEDIA

The open government principles play an important role in improving the design and delivery of public policies and services. A critical component in achieving the principles, furthermore, rests on supporting a media "ecosystem" — based on freedom of expression, freedom of information and strong, independent and diverse media organisations. These organisations should be able to disseminate information, advocate for public needs, and scrutinise and hold leaders accountable.

Through these actions, a well-functioning media ecosystem can support good governance and democracy, primarily by helping to promote the following open government principles:

- **Transparency**: By collecting and disseminating information about governments' performance, for example by reporting official statements or investigating unknown subjects, traditional and social media promote the transparency of the public sector and enable citizens and private actors to make informed political or economic decisions. In addition, journalists are among the most common users of access to information (ATI) provisions and freedom of information laws, thereby playing a key role in overcoming the challenges posed by lack of government compliance or by complex procedures.

- **Accountability**: Newspapers, television, the Internet and social media are important outlets through which journalists play a watchdog role in fighting both systemic and petty corruption and in holding leaders to account in relation to their constituencies. Enabling this function with appropriate policies and laws is an essential task of any government interested in promoting the values of good and democratic governance.

- **Participation**: In an environment in which citizens are free to voice their concerns in public or through traditional or social media, it is easier for governments to become aware of their opinions on policies and public services. Based on this direct exchange, policy makers are able to design and implement the policies according to the citizen’s needs.

Results from the Report however show that the active role of the media remains limited in developing the open government strategy. In comparison to the other actors involved, they are the least involved stakeholders in the process (12%). Only three countries answered that they involve them in the development of the open government strategy. Media associations and journalists have the potential to improve and create buy-in for such a strategy. The OECD Report recognises the importance of independent and free (traditional and new) media in the promotion of the open government principles of transparency and accountability, and the relatively small role the media plays in setting national open government agendas. A media ecosystem that supports transparency, accountability and freedom of information is both a means for achieving broader open government goals as well as an objective in itself. Governments should therefore integrate a greater role for the media in their national open government strategies by acknowledging and sustaining their efforts to promote open government principles and practices, and their capacity to partner with citizens.

Involving media/journalists in the development of an open government strategy

![Involving media/journalists in the development of an open government strategy](chart.png)
“The path toward transparency, inclusiveness, and accountability is not an easy one, as it entails a paradigm shift that puts citizens at the heart not only of public policies but also of the very functioning of public administrations”.

“It is clear that the systematic collection of data and information on Open Government implementation practices is crucial. This allows countries to benefit from the success stories of others and avoid their mistakes. We will continue to do it, in the open spirit of sharing and mutual learning that has always characterised OECD work.”

Angel Gurría, Secretary-General of the OECD