

# Compendium of good practices on the use of open data for Anti-corruption:

Towards data-driven public sector  
integrity and civic auditing







**Compendium of good practices on the publication and reuse of open data  
for Anti-corruption across G20 countries: Towards data-driven public sector  
integrity and civic auditing.**

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Directorate of Public Governance  
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## FOREWORD

This Compendium on good practices on the publication and re-use of Open Data for Anti-corruption across G20 countries was prepared by the OECD at the request of the G20 Anticorruption Working Group (ACWG), which adopted the Compendium in April 2017. The Compendium serves to support the implementation of the 2015 G20 Open Data Principles for Anti-corruption. It seeks to contribute to the work of the G20 building on the achievements of previous G20 Presidencies, and the focus on digitalisation of the 2017 German Presidency.

The Compendium aims to raise awareness among high-level policy makers and public officials from G20 countries on the benefits of the digital transformation of the public sector institutions (a process that includes open data initiatives) for good governance, national productivity, economic development and social innovation.

It mainly draws upon the information collected by the OECD through the survey administered across G20 countries for the purpose of this Compendium. Public officials from G20 countries in charge of policy areas such as anti-corruption, public procurement, open data and customs provided information for the compendium. These include officials from Argentina, Brazil, China, France, Germany, India, Indonesia, Italy, Korea, Mexico, Russia, Spain, Turkey, the United Kingdom and the United States.

The practices included and discussed in this Compendium, identified through the above mentioned survey, illustrate the use of open data as a driver for stronger efforts to fight corruption. They are meant to show how open data principles can be embedded in concrete initiatives. Additionally, the analysis also builds on the broader work of the OECD in different policy domains (e.g. public sector integrity, open data and public procurement). For example, information gathered through previous data-collection exercises has been used to illustrate countries' trends related to the publication of public sector information and government data.

This document is divided in to three main sections. Section 1 presents a general discussion on the potential benefits of open data for greater public sector transparency and performance, national competitiveness and social engagement. Section 2 briefly discusses the availability of public sector information across different policy domains arguing that such availability paves the way for more publication of government data as “open by default”. Section 2 also underlines the challenges G20 countries may face to promote public value creation through open data across different policy domains for improved good governance (e.g. increasing public sector integrity, transparency, strengthened efforts to fight corruption). The results and good practices on the publication and reuse of open data for anti-corruption in G20 countries are presented and discussed in Section 3.

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## SECTION 1. INTRODUCTION

### **Exploring the linkages between open government data and the fight against corruption**

This section briefly discusses the relevance of Open Data as a key public good which can reinforce anti-corruption efforts by strengthening transparency, increasing trust in governments, improving public sector integrity and accountability by reinforcing the rule of law through dynamic citizen participation and engagement and multi-stakeholder collaboration. It debates how the exponential progress in the use of digital technologies, coupled with the unprecedented increase in the amount, sources and quality of available data, provide the right environment and necessary tools to promote the accessibility, availability and re-use of open data in the fight against corruption. Hence, this section builds on the assumption that open availability, quality and interoperability are all essential prerequisite to enable the data re-use that produces value (Ubaldi, 2013). This is in line with the position expressed in the Anti-Corruption Open Data Package produced to support the implementation of the International Open Data Charter to support efforts to fight corruptions. The document highlights that “open data can play a key role to dismantle corruption networks, if governments secure its availability and interoperability” (Open Contracting Partnership, Open Data Charter, Transparencia Mexicana, 2016).

This section clarifies how Open Data can help prevent, detect, investigate, prosecute and reduce corruption. For example, considering the paramount importance of transparency in the anti-corruption agenda, the section argues that the availability and use of open data can foster an active collaboration that reinforces anti-corruption efforts from four different perspectives: transparency and accountability, government performance, national competitiveness and social engagement.

### **Increasing transparency and accountability**

Open data can help prevent and tackle corruption by shedding light on government activities, decisions, and expenditures, and by increasing levels of accountability, allowing citizens and government to better monitor the flow and use of public money within and across borders. Open data can facilitate this for example by:

- showing how and where public money is spent, which provides strong incentives for governments to demonstrate that they are using public money effectively;
- making existing information easier to analyse, process and combine, allowing for a new level of public scrutiny;
- allowing advanced search, analysis and understanding of public procurement processes;

- modifying corruption-prone environments within the public sector (that allow public servants to engage in corrupt behaviour with impunity), and preventing regulatory capture, conflict of interest, and lobbying and revolving door opacity; and,
- enabling cross sector collaboration among governments, citizens, and civil society and private sector organisations in the design of policies to prevent corruption and increase government integrity.

### **Improving government performance**

Open data can help increase government performance by enabling decision-makers to design better policies for anti-corruption and follow up on their effective implementation. Not only Open Data allows the provision of incentives to avoid illegal acts by increasing the odds of exposing governmental misconduct, but it can help discover and dismantle corrupt activities by facilitating critical information, tools and mechanism for judicial enforcement, and for media and society to detect the abuse of entrusted power for private gain.

Furthermore, Open Data can support co-operation and collaboration among governments which can increase the impact of national efforts and policies. When combined and compared, Open Data can be used to monitor the flow of public funds not only domestically but also across borders, for example. This can help tracking the management of revenues from specific industries, such as extractive industries, and to work together internationally to jointly tackle global issues relevant to the fight against corruption, e.g. better manage the trafficking risks, illicit trade.

Finally, Open Data can allow to link anti-corruption efforts across policy areas. By overcoming a stove-piped approach to initiatives conceived and implemented in individual policy areas – e.g. transparency, conflict of interest – synergies can be spotted leading to better results.

### **Increasing national competitiveness**

Open data can help create significant economic benefits for the private sector by providing companies with real-time information on the business environment of a specific country to strengthen their investment decisions, based on evidence, and assess risks and opportunities in a specific market or sector.

At the same time, private sector organisations play a key role in the construction of more open, transparent and less corrupt business environments. When regulated, the publication of key datasets related to, on the hand, business ownership or the management of public funds by private organisations and, on the other hand, disclosure of interests by civil servants can reduce the risk of conflicts of interest and nepotism. As a result, this can contribute to balance the conditions on which market-entry new businesses compete versus long established businesses with stronger links with public sector organisations.

### **Expanding social engagement**

Through Open Data stakeholders can be invited more openly into a participative and empowering relationship with the government in a number of matters which are part of the overall democratic process. Open Data can indeed provide a platform to increase social participation and enhance co-responsibility in areas such as public procurement, political financing standards, judiciary and law enforcement, public

officials' integrity, fiscal and budget transparency, planning and land use, dispute and conflict resolution, as well as broader public policy and decision making.

### **Example of concrete application of open data in policy areas**

#### ***The case for OGD in Public procurement***

Public procurement, i.e. the purchase by governments and state-owned enterprises and entities of goods, services and works, is one of the largest government spending activities, representing on average up to 13% of GDP in OECD countries, and up to 29% of general government expenditure. At the same time, public procurement is a government function involving millions of contract awards each year, and often considered by societies in many countries around the world as an area prone to corruption and budget deficit risks, causing inefficient public spending and subsequent discontent with governments (Fazekas, M.; Czibik, A). This greatly matters for decreasing levels of public trust.

The matter is that even if governments produce large amounts of administrative data describing public procurement contracts and tenders, these data are often incomplete (as they do not cover all procurement stages e.g. including payments and delivery of services), fragmented in numerous government departments, or have been left largely unused for research and policy purposes up until recent years. The rise of Open Government Data and Big Data movements have caused growing expectations on how applying a Big Data approach to spur open government data re-use, i.e. combining diverse data sources, can contribute to unlock a whole new world of insights for policy making and research. This can potentially contribute to higher public sector performance resulting in improved public spending and better quality of public services. This is why the Open Government Data movement regards the availability of high quality administrative data provided as open data together with the application of big data analytics to strengthen their interpretation, as an indispensable condition to support a more efficient use of public resources and to foster more accountable governments.

The application of big data analytics techniques to public procurement data can indeed provide a number of opportunities for sounder policy making, stronger oversight of governments' activities and for the assessment of governments' performance (e.g. in terms of public spending or organisational behaviours).

Some of the advantages include, for instance:

**Assessing organisational behaviour:** Linking open data on multiple transactions over time (such as data on individual tenders, organisations, local governments' programmes, government programmes) can help better follow patterns in organisational behavioural patterns, decisions, investments, etc.

**Embedding new performance indicators in policy making:** Linking public procurement data with other administrative datasets, such as national company registries, can provide new sources of evidence and statistics to measure governments' performance (see Box 1). New performance indicators can be developed by combining qualitative and quantitative methods to describe public sector transparency, administrative capacity, and quality of government on various analytical levels. These indicators can be based on hard and objective data produced by government administrative systems rather than on perception-based surveys which are often widely used in this domain. Being able to rely on high quality

open government datasets can allow calculating indicators in real-time which allows for timely policy interventions (e.g. halting payments to a company accompanied by high corruption risk bidding patterns).

**Using market analytics to detect collusive behaviours:** Governments increasingly use public procurement data in an innovative way to detect collusion among suppliers and punish anti-competitive behaviour (Fazekas, M.; Czibik, A). Signs of collusive behaviour can be detected by analysing price-related variables like bid distribution characteristics; specific bidding patterns like bid rotation or bid suppression; or market structure-related variables such as market concentration. Constructing co-bidding networks of public procurement bidders allows for differentiating healthy competition from potentially collusive bidding. Co-bidding clusters where most firms bid with all the others and many different firms win contracts suggests healthy competition on the face of it. Instead, a firm winning many contracts while it bids with companies which always lose and only bid with this firm suggests a cartel formation. In countries (such as Korea, Sweden, and Hungary) where informants and whistle-blowers are of limited use a big data analytics approach is helpful to spot collusive behaviours and support law enforcement.

**Holding governments accountable and safeguarding public spending:** Many recent developments show that many are being created by civil society organisations with aim to hold governments accountable for their efficiency and transparency in public spending. These websites make a different use of government procurement data, from the one made by official procurement portal. The latter are normally intended to fulfil legal obligations on publishing administrative notices, whereas the portal built using open government procurement data are meant to make these data available in a format that provides an easy access for those who want to reuse them and a simple understanding (e.g. through visualisations) for those who want to interpret them. For example not only data are published on each contract, but through data analysis and interpretation (e.g. based on data correlations, data mash-up, data linkages), suspicious tenders can be identified and red flags for potential corruption risks can be raised.

Several types of users can benefit out of these portals: suspicious citizens who can check how projects are being managed and funded in the area of their interest; investigative journalists who can spare time when gathering information on some public procurement cases; potential suppliers who can explore new public procurement markets (Fazekas, M.; Czibik, A); public oversight bodies using these new source of data to investigate specific situations. Particularly when similar websites are available for a critical mass of countries, they can enable cross country comparison so that authorities and companies can be compared to other organisations or market average regarding the number or value of their contracts. This can be an essential contribution to international collaboration among the G20 countries, and beyond, and can nourish the international open data ecosystems.

Yet, several challenges remain to be addressed to reach the necessary critical mass of high quality open government data with regard to public procurement. Valuable data analysis crucially hinges upon linked data allowing for a comprehensive assessment of each public procurement tender, throughout its various stages. Hence, linking procurement notices (e.g. call for tenders and contract award notices) of the same tender is imperative (Fazekas, M.; Czibik, A). Unfortunately, tenders usually don't have an official, unique identification number which appears on all related notices. By implication, notices must be matched to each other either using internal reference IDs, or using approximate methods which limit the value of the analysis.

**Box 1. DIGIWHIST: Enabling the ecosystem to use government data to hold governments accountable**

An ongoing Horizon2020-funded research project led by the University of Cambridge, called DIGIWHIST, which benchmarks, standardizes, and republishes public procurement data across Europe provides key performance indicators directly relevant for policy making.

The purpose of DIGIWHIST is to measure the risk of institutionalized grand corruption in public procurement. This type of corruption aims to allocating the public contract to a favored bidder by avoiding open and fair competition while also avoiding detection. Hence, such corruption necessarily results in restricting access to public resources to the many while granting privileged access to a few in spite of explicit rules and accepted norms against such behavior.

DIGIWHIST focuses on the development of new “risk indicators in public procurement” – to be included in a tender-level Corruption Risk Index- referring to the following elements of the procurement procedure:

1. the tender: restricted access to contracts, e.g. by using tailored tender conditions,
2. the contracting authority: political control of the bureaucracy, e.g. politically motivated appointment of executives,
3. the suppliers: signs of risky businesses, e.g. tax haven registration, or politics-dependent market success
4. political connections: direct/indirect political connections of contractors, e.g. same person owning the supplier and evaluating tenders

Additionally, from a perspective of human capacities and skills, in most countries public procurement data were not produced with the purpose of using it in statistical analysis, so even the simplest operations – like aggregating the contract values of a contracting authority over time – requires programming skills. The data need to be downloaded, extensively cleaned and restructured before one can start analysing the data.

Finally, more substantial problems may occur regarding the legal context of public procurement. Often, national laws need to be thoroughly understood in order to interpret the data correctly. Additionally, depending on diverse national legislation, only a fraction of the whole procurement cycle is covered by publicly accessible announcements. In Europe, for instance, completion reports are not public in most countries, while it is not obligatory everywhere to publish contract award notices . This is crucial particularly if comparing across countries or across time.

***A changing data ecosystem on extractive industries***

The oil, gas and mining sector has the potential to generate large revenues across a range of resource-rich developing countries. Data on the sector in the public domain has been limited and of variable quality until recently. This is now rapidly changing as a result of the emerging role of movements advocating for transparency and open data. Nevertheless, while new disclosures have led to an explosion of data, this has not yet been matched with a comparable growth in robust analysis using it. Actors in the international development community postulate that governments and civil society tasked with monitoring and advising officials could do lot better if they had more reliable and more detailed data. They claim that particularly in developing countries with important extractive industries, governments could do better in getting fair deals

with mining companies, enforcing these deals, and trying to equally use and redistribute to their societies the revenues they generate.

Yet, the type of data to be analysed, and its level of disaggregation is critical for the analysis' results (Mihalyi, D.). Additionally, granular data at the project level is often still only available through proprietary fee based services. However, new efforts have recently emerged to improve the standardization of this data, supported by new transparency and open data legislations leading to higher data disclosures.

The importance of international data standardisation in the context of extractive industries is particularly relevant to enable cross-country comparison. Limitations at the moment exist due to the fact that countries use different data to describe the sector's value: some look at the value added from the extractive sector as a proportion of GDP, other as data on the total resource revenues, some other use data such as resource production values, rents and reserves, etc. Additionally, some of these datasets arise from sector aggregates which can mask or hide the intricacies of this sector. For example one mine could be generating large rents and paying little taxes, while another being barely able to recover operating costs. It is often difficult to understand how revenues are lost through underpayment of tax obligations. This is why there has been a greater interest in the last decade from the Open Government Data and transparency communities to increase the data granularity .

The changing norms and rules around transparency and open data are leading to new data in the following areas: project level payments; contracts; costs (to understand how much profit the industry generates); value of natural resources revenues (e.g. understanding how much a barrel of oil costs is a data-intensive activity as it may depend on a number of variables including quality, transportation costs, etc).

Therefore, Improving the availability, quality and comparability of open data concerning national resources revenues is critical to spot corrupted behaviours and influence policy making in this context. Open data analysis can help spot possible illicit financial flows associated with extractive industries (Kar and Spanjers, 2014; AU/ECA, 2015), opacity of certain parts of the values chain leading to allegation of corruptions, as well as help governments get good and fair deals. For example, it is challenging to determine whether tax regimes and contractual terms enable governments to realize the full value of their natural resources while ensuring the necessary capital formation by the investor company. The availability of terms of a deal as open data to be analysed using financial modelling techniques and the availability of large amounts of project level data can support a much more solid assessment and also help advising policy makers on hypothetical future projects and contracts, based on estimation of future resource revenues under various scenarios.

Questions remain to be addressed to solve the “data challenge” in this domain, including the lack of data on project by project revenues and on costs, which remain a major source of uncertainty to the analytical results. Yet, one should not forget that availability of more granular comparable data on natural resource revenues, and related costs, is critical compared to other sectors. For instance, the uniqueness of each extractive project fundamentally alters the size and timing of rents it may generate, depending on cost and revenue profile associated to project.



## **SECTION 2. PAVING THE WAY TOWARDS THE USE OF OPEN DATA FOR ANTI-CORRUPTION ACROSS G20 COUNTRIES**

Open government data (OGD) is public sector information (PSI) that has evolved to adapt to the digital world and to the needs of national open data ecosystems. PSI is “information, including information products and services, generated, created, collected, processed, preserved, maintained, disseminated, or funded by or for a government or public institution” (OECD, 2008). When deconstructed, information is transformed into different data components which, depending on its level of granularity, increase users’ capacities to perform an in-depth analysis and create new knowledge. When these data is provided in “open”<sup>1</sup> and machine-readable formats by public sector institutions, open government data is created.

OGD “can be freely used, re-used and distributed by anyone, only subject to (at the most) the requirement that users attribute the data and that they make their work available to be shared as well” (Ubaldi, 2013). The overall goal is to enable a broad and extensive use of government data by anyone – anywhere - without legal or technical limitations (e.g. copyrights, proprietary formats), within the framework and observance of the requirements set by security, and data privacy and protection regulations.

In line with most OECD member countries, G20 governments have gradually embarked on the definition and implementation of OGD policies. Open data policy goals rest on the recognition of the contribution of open data to deliver overarching values (social, economic and improved governance) as well as sector-specific results (e.g. Management of issues associated with crime, climate change, transport). Yet, using open data as a policy lever to create sector, or policy specific, impact requires understanding how to link open government data related actions with the broader and more complex policy-making process.

The following subsections discuss a non-exhaustive description of different policy domains which are related to the use of open data for anti-corruption. While it does not go into a detailed description of these policy topics, it aims to provide the reader with a set of basic conditions that should be in place in order to ensure the effective implementation of open data for anti-corruption initiatives, describing the state of such conditions across G20 countries wherever possible. The section highlights that, while most G20 countries have made advancements across different policy domains such as open government and public procurement, achieving data-driven public sector integrity will depend on their ability to understand open government data as an element that, on the one hand, is influenced by a broader policy, institutional and regulatory context; and, on the other hand, could and should be embedded as an element of other overarching policies by default.

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1. “Open means anyone can freely access, use, modify, and share for any purpose (subject, at most, to requirements that preserve provenance and openness).” Source: Definition by Open Knowledge International. Available at: <http://opendefinition.org/>.

### Setting the basics: From public sector information to open government data

At its origin, open government data policies are the result of the evolution of right to information, transparency and open government strategies and regulations. While the right to information movement centres on the public right to access government information from a human rights perspective, the open government data movement mainly centres on the economic, social and good governance value of government data (Ubaldi, 2013).

From this perspective, it is important to understand that using open data for anti-corruption requires building a policy, legal and institutional environment that favours the development and implementation of open government data initiatives. In many cases, this may draw upon the availability of public sector transparency and open government efforts already in place. In some countries, moving from public sector information to open government data would require carrying-out a deep assessment of a) the institutional ethos across public sector institutions (e.g. transparency versus secrecy culture), and b) the existent legal and regulatory framework on public sector transparency.

A culture of openness across public sector institutions and a propitious legal context are precursory and necessary building blocks to make feasible moving from the publication of PSI to the publication of OGD on specific policy areas. The availability - and breadth - of freedom of information (FOI) acts, open government and public sector transparency policies set the foundations for the publication of open government data on a later stage. In this line, with the exception of Saudi Arabia, **most G20 countries have enacted freedom of information acts** that provide a legal backbone for the right of citizens to freely access proactively published PSI or file and monitor PSI access requests (when not protected by class or harm tests) (See Figure 1). For instance, the Indian Government developed the Right to Information (RTI) On-line Web Portal [rtionline.gov.in](http://rtionline.gov.in) to facilitate the process of requesting, monitoring and appealing (when denied) PSI access requests by Indian citizens (See Box 2).

#### Box 2. India: The RTI Platform

RTI Online is a direct result of India's efforts to foster transparency drawing upon the mandates established by the 2005 Freedom of Information Act. The platform offers a Government-to- Citizen (G2C) as well as Government to Government (G2G) service-based and centralized web portal to better manage and monitor PSI access requests received by public sector institutions.

This digital government tool intends to benefit citizens by easing the process to request access to PSI and appeal with such an access is denied. The platform enables users to track the status of access requests and appeals anytime and at any stage, and pay fees on-line when needed. At the same time, it aims to help public sector institutions to provide citizens with appropriate information under the provisions of the 2005 FOI Act.

The RTI Platform also aims to help public sector institutions to better manage and monitor PSI access requests. The objective is to improve internal processes, spur organisational efficiency, and reduce overhead costs in terms of time and money (e.g. the system allows associated public authorities to exchange PSI access requests among them based on the provisions of the 2005 FOI act). The platform was conceived having two key principles for digital transformation in mind:

#### **Digital Inclusion:**

The portal supports Hindi and English, and offers the possibility for requesters to attach documents as an effort to enable disabled citizens to file requests (e.g. citizens not enabled to communicate due to physical

**Box 2. India: The RTI Platform (continued)**

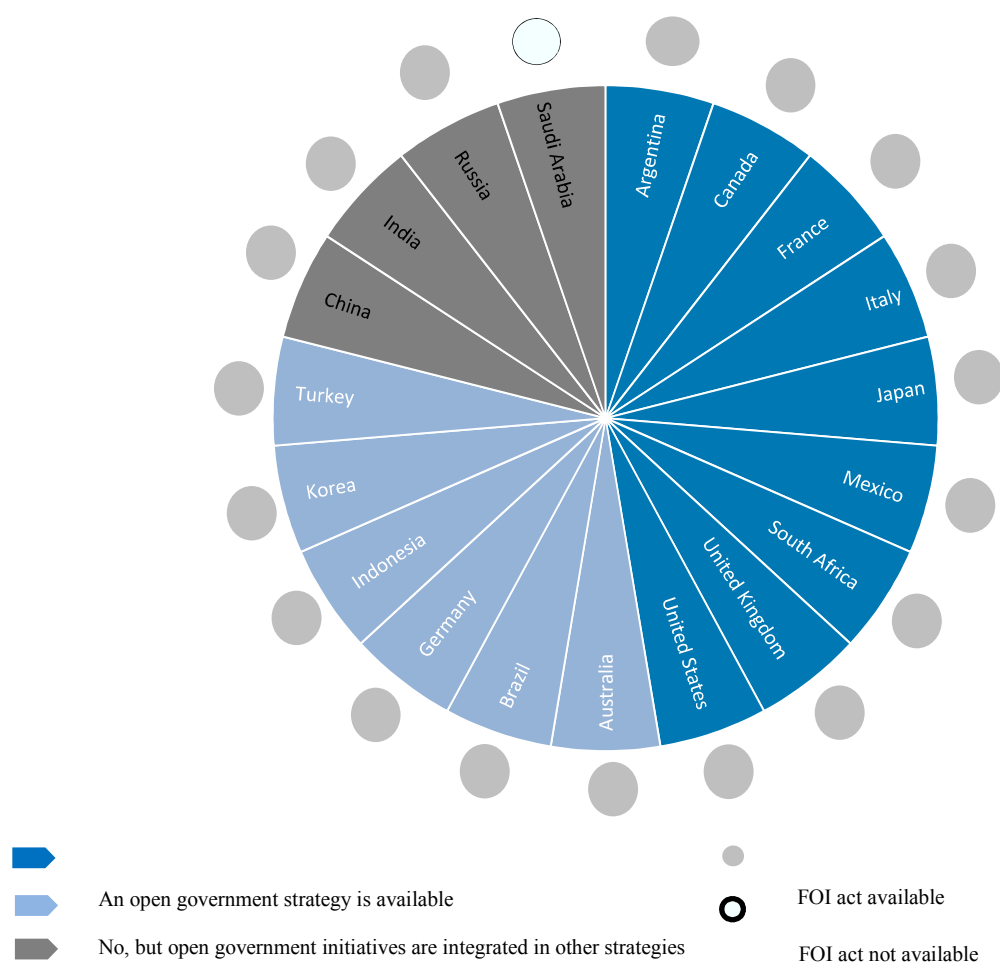
disabilities). The platform is aligned with Digital India Programme’s goals by empowering the common citizen, and creating a modern digital government infrastructure.

**Digital by default:**

The RTI online system strictly advocates paperless work across organisations. The training manual is provided in digital form and accessible to all stakeholders. The RTI platform was conceived as an information management system that is capable of storing, digitizing, distributing and cataloguing RTI information.

Source: OECD based on text and information provided by the Indian Government

**Figure 1. Availability of FOI acts and national open government strategies across G20 countries (July, 2016)**



Information not available  
 Notes: (1) **Argentina:** FOI Act: A FOI law bill presented by President Macri on April 2016 was under discussion in the Argentinian Congress by July 2016. The Law was approved by the Argentinian Congress in September, 2016. (2) **China:** FOI Act: People’s Republic of China Open Government Information Regulations (OGI Regulations)

Source: OECD with information from 2016 OECD Open Government Survey; OECD Survey on Open Government in Latin America and Open Government Partnership.

Yet, the breath of transparency laws and regulations could act either as a lever for greater public sector accountability and integrity or as barrier. For instance, the availability of specific legal mandates stating the responsibilities of *private entities managing public funds* to open up this information for public access (e.g. as observed in **Argentina<sup>2</sup>, Australia, France, Italy, Korea, Mexico, Turkey and the United Kingdom**) (OECD, 2011) (See Table 1) builds a basis for the later publication of this information in open formats. Thus the lack of such a mandate limits the disclosure of this information by private actors therefore leading to opaque private-public arrangements. As a result, the possibilities of access and re-use these data and build more transparent public-private relationships are diminished. A culture of openness reflected by the publication of government information by public sector institutions (either by law or routinely) and, when feasible, by private sector organisations, is crucial to draw upon such an information as a basis to build a critical mass of valuable open government data. At the same time, by July 2016, **15 out of 19 G20<sup>3</sup> countries had either a national open government strategy** in place or integrated open government initiatives in other strategies.

While in some G20 countries, transparency has been at the core of governments' ethos since many years, the creation of multi-national cooperation fora such as the Open Government Partnership (OGP) has played a key role to provoke a new wave of open government strategies that place digital technologies, user-driven services and citizen engagement at the core of public sector transparency. Since 2011, 14 out of 19 G20 countries have joined the OGP<sup>4</sup> (while others have joined and left). Open data initiatives have been a regular component across the OGP national action plans of G20 countries that embed open data as a key element of open government and transparency policies. For instance, **in Spain**, the development of the Transparency Portal of the central government was included as a strategic component of the First and Second Spanish OGP Action Plans.

### **Framing open data: A brief policy context across G20 countries**

Effectively drawing upon open data as an instrument to fight corruption requires *fostering, aligning and framing* the publication of open government data within the goals of other policy domains directly related to transparency and anti-corruption (e.g. open public contracting and extractive industries).

In this light, public sector reform agendas could contribute to create a favourable policy environment to link the use of digital technologies and government data as a driver of public sector integrity. For instance, in **Spain**, the ambitious reform of the public administration that has been implemented by the Centre of Government since 2012 opened a window of opportunity to further connect the digital government, open data and public sector integrity agendas with public sector reforms (OECD, 2014).

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2 . Information provided by the Argentinian Government. FOI Act (Law 27275, Section 7).

3 . The G20 is integrated by 19 countries and the European Union.

4 . Argentina, Australia, Brazil, Canada, France, Germany, Indonesia, Italy, Korea, Mexico, South Africa, Turkey, United Kingdom and the United States.

**Table 1. Proactive and routine disclosure of information by central government (2010)**

Selected G20 countries

	Budget documents	Annual ministry reports, including accounts	Audit reports	Commercial contracts over a stipulated threshold	List of public servants and their salaries	Private entities managing public funds
<b>Argentina</b>	⊙ <sup>1a</sup>	n.a.	⊙ <sup>1b</sup>	⊙ <sup>1c</sup>	⊙ <sup>1d</sup>	●
<b>Australia</b>	⊙	●	⊙	⊙	○	●
<b>Brazil</b>	● <sup>2b</sup>	● <sup>2a</sup>	● <sup>2b</sup>	⊙	● <sup>2b</sup>	n.a.
<b>Canada</b>	●	●	●	●	○	n.a.
<b>France</b>	●	●	○	○	○	●
<b>Indonesia<sup>3</sup></b>	●	●	●	●	●	●
<b>Italy</b>	●	●	●	●	●	●
<b>Japan</b>	⊙	○	⊙	⊙	○	n.a.
<b>Korea</b>	●	●	●	●	○	●
<b>Mexico<sup>4</sup></b>	●	●	●	●	●	●
<b>Russian Federation</b>	●	○	○	○	●	n.a.
<b>Spain</b>	●	●	●	●	○	n.a.
<b>Turkey</b>	●	●	●	○	●	●
<b>United Kingdom</b>	⊙	⊙	⊙	⊙	⊙	●
<b>United States</b>	⊙	⊙	⊙	⊙	○	n.a.

● Required to be proactively published by FOI law

⊙ Not required by FOI law, but routinely published

○ Neither required nor routinely published

n.a.: Information not available.

Notes: (1) Argentina: 1a. The Secretary of the Treasury under the Ministry of Economy publishes on-line disaggregated budget information on a yearly basis. According to the Federal Regime and Fiscal Responsibility Act (LRF) approved by law 25917 (2004), the central government, the provinces and the Autonomous City of Buenos Aires are required to publish a quarterly report on the implementation of the budget, including public debt and the number of public officials. 1b) Information published through the central public procurement platform [www.comprar.gob.ar](http://www.comprar.gob.ar). 1c) Information published through [www.sigen.gob.ar](http://www.sigen.gob.ar) & [www.agn.gov.ar](http://www.agn.gov.ar); and, 1d) Declaration of Interests (Declaraciones Juradas Patrimoniales,). Information published only by senior-level officials (e.g. President, Congressmen, Ambassadors, director level and above civil servants). Data for salaries is annual.

(2) Brazil : 2a. Data updated with information from OECD 2013 Survey on Open Government Policies in Latin America. 2b. Data updated with information provided by the Brazilian Government.

(3) Indonesia: Information updated with information from Indonesia's FOI Act: Law 14/2008 about Freedom of Information, Article 7, 9, 10, 11, 12, 13, 14, 15, 16, and 18.

(4) Mexico: Information updated with information from Mexico's FOI Act; Ley General de Transparencia y Acceso a la Información Pública, Article 23; Oficial Gazette (Diario Oficial de la Federación, DOF); 4 May, 2015.

(5) Italy, Mexico, Turkey and the United Kingdom publish salary information for some public servants, such as managers who earn at the top of salary scales.

(6) Data collected through OECD surveys. Data are not available for China, Germany, India, Indonesia, Saudi Arabia, and South Africa.

Source: Adapted from OECD (2011), Government at a Glance 2011, OECD Publishing. [http://dx.doi.org/10.1787/gov\\_glance-2011-en](http://dx.doi.org/10.1787/gov_glance-2011-en) with information from OECD 2010 Open Government Survey and OECD 2013 Survey on Open Government Policies in Latin America.

In **Mexico**, the Centre of Government (through the Coordination of the National Digital Strategy) has implemented a cross-cutting National Open Data Policy since 2013 that has enabled to connect open data with different policy sectors. The Mexican Government has drawn upon the 2015 Anti-corruption Reform (which provided greater audit faculties to the Mexican Supreme Audit Institution) to establish the National Anticorruption System (*Sistema Nacional Anticorrupción*), a cross-agency mechanism with the objective to facilitate institutional co-ordination to fight corruption inside public institutions. The Anti-corruption reform has provided a favourable policy framework for the implementation of open data initiatives for anti-corruption in the country (OECD, 2016).

Public sector institutions in Mexico are implementing open data initiatives as a result of these transparency and anti-corruption public reforms in line with the goals of the Mexican Open Data Policy. **Mexico's** Tax Administration Service (*Servicio de Administración Tributaria*, SAT) has been proactive in providing incentives by adopting a *name-and-shame* approach to fight corruption and financial fraud. The SAT publishes on its website and in the Official Gazette (*Diario Oficial de la Federación*, DOF) the list of taxpayers that simulate business activities and issue fake invoices in order to cover inexistent financial and business operations.

The SAT also publishes online the details of taxpayers in irregular situation due to enforceable, cancelled or condoned tax debts that carry a conviction for tax crimes or appear to be missing. While information is not yet available as open data, the SAT is gradually publishing its data on the Mexican central OGD data portal and it is currently developing its institutional open data portal. These one-way efforts also open a window of opportunity for the development of a more holistic approach for the fight against fraud and corruption in the country drawing upon the digital transformation of the broad public sector in Mexico (including open government data *and* data-driven public sector initiatives).

In **Indonesia**, the central government developed the *National Strategy on Prevention and Eradication of Corruption (Stranas PPK* in Bahasa) in 2012. The strategy draws upon a number of preceding official documents including President's Instruction No. 5/2004 on the Acceleration of Corruption Eradication, and the annual National Action Plan on Prevention and Eradication of Corruption (RAN PPK). In this light, the *Stranas PPK* has been developed to serve as a roadmap to achieve the goals of the aforementioned national plan against corruption.

The Stranas PPK includes six core objectives related to 1) prevention of corruption; (2) law enforcement; (3) legal framework harmonization; (4) international cooperation and recovering of assets result of corrupt activities; (5) education as a lever to build an anti-corruption culture; and (6) development of a reporting mechanism to monitor the implementation of anti-corruption measures.

The above mentioned objectives include specific elements that highlight the contribution of open data and an open government culture to the fight against corruption. Long-term (2012 – 2025) and mid-term (2015 – 2019) systematic and consolidated targets are set for all six core objectives of the strategy, which are then derived into annual actions to be executed by central ministries, agencies and regional governments.

The Indonesian Government has also been working on developing a National Integrity System and a strategy in cooperation and with the sponsorship of GIZ (the German development cooperation agency) (GIZ, 2016). One of the outcomes of this bi-national cooperation is the Anti-corruption Clearing House (ACCH), an anti-corruption one-stop-portal created by the Indonesian Government that provides a single window for citizens to access a diverse range of resources on anti-corruption efforts such as publications, news and statistics.

The examples above show how, on the one hand, open data could be incrementally embedded as an element of public reforms and anti-corruption policies and, on the other hand, open data policies could include, depending on the national context and policy priorities, strategic actions to be taken by

governments in order to achieve greater public sector integrity and accountability. These cross-cutting actions should aim to ensure the proactive publication of PSI as *open data by default* wherever possible in order to foster the reuse of OGD to achieve greater citizen engagement and civic auditing.

**Box 3. Lesson learnt: Mexico, Indonesia and Spain.**

An effective policy implementation requires clear institutional governance and the availability of institutional leadership. In Indonesia, the role of the Corruption Eradication Commission (KPK) has been crucial to facilitate communication and coordination among stakeholders for the implementation, first, of anti-corruption policy reforms and, second, to explore the possibilities of linking public sector integrity and open data strategies. Communication between the KPK and the Office of the President (in charge of the implementation of the open data policy) will remain a critical factor for the success of the open data for anti-corruption initiatives and link both agendas.

In Mexico, the Coordination of the National Digital Strategy (CEDN) is in charge of developing and implementing the national open data policy in the country in cooperation with the Ministry of Public Administration (SFP). The CEDN is a body inside the Office of the President of Mexico (*Presidencia de la República*) which ensures high-level political support for open data in the country whereas the SFP act has an implementation lever role across the broad public sector. At the same time, the recent publication of anti-corruption reforms in the country have opened a window of opportunity to draw upon the leadership of the CEDN and the SFP on areas such as digital government and open data thereby connecting these policy domains to anti-corruption policy goals.

In Spain, the role of the OPERA (Office for the implementation of the Reform of the Administration) has been crucial to coordinate the Spanish Government's efforts to coordinate the reform of the Spanish public sector from the Centre of Government, and to provide high-level political support and impulse to transparency, digital government and public sector integrity strategies in the country.

Source: OECD

***Public sector integrity***

Synergies between open government data and anti-corruption are observed, for instance, on the level of disclosure and public access to public official's declaration of private interests. For instance, the proactive publication of this information enables its reuse to mash it, where available, with private companies' information on beneficial ownership (the latter, following the recommendations of instruments such as the *G20 High-Level Principles on Beneficial Ownership Transparency*).

Mashing-up companies' and public sector officials' information reduces the risk of nepotism, conflict of interest (See box 4) and corruption on public procurement processes. From this perspective, data analysis and mashing-up by public sector institutions, civil society organisations or investigative journalists can contribute to prevent, identify and penalise corrupt acts. This is possible by shedding further light on such risks on a simplified and more efficient fashion drawing upon the digitisation and digital transformation of the public sector and a more digitally-skilled and data-literate populace.

**Box 4. Conflict of Interest: The definitional approach of the OECD Guidelines**

A "conflict of interest" involves a conflict between the public duty and private interests of a public official, in which the public official's private-capacity interests could improperly influence the performance of their official duties and responsibilities.

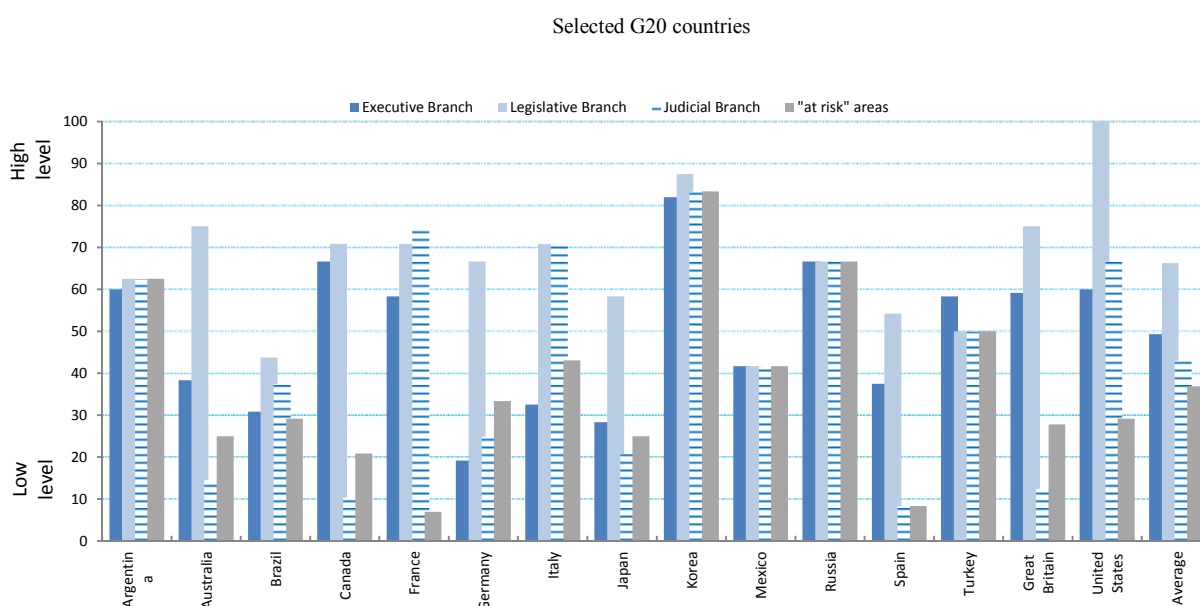
#### Box 4. Conflict of Interest: The definitional approach of the OECD Guidelines (continued)

On this basis, a “conflict of interest” involves a situation or relationship which can be current, or may have occurred in the past. Defined in this way, “conflict of interest” has the same meaning as actual conflict of interest. For example, a senior official who personally owns shares in XYZ corporation, while that company is in the process of competing for a contract to supply the official’s agency with services, can be said to have either a conflict of interest, or an ‘actual’ conflict of interest if the official concerned is involved in any aspect of decision-making in relation to the contract.

Source: Text from OECD (2003) Managing Conflict of Interest in the Public Service: OECD GUIDELINES AND COUNTRY EXPERIENCES. OECD Publishing. Available at: <https://www.oecd.org/gov/ethics/48994419.pdf>

Yet, the scenario above requires first of all ensuring the disclosure of private interests by public officials. **Among selected G20 countries**, on average, the highest levels of disclosure are observed in the legislative branch (Lower and Upper House legislators), followed by the Executive branch (including top decision makers to civil servants), the Judicial branch (prosecutors and judges), and officials working on at-risk areas (tax and customs officials, procurement agents and financial authorities) (See Figure 2).

Figure 2. Level of disclosure and public availability of private interests across branches of government, 2014



Notes: **Private interests:** Assets, Liabilities, Income sources, Income amount, paid outside position, non-paid outside position, gifts and previous employment.

Data collected through OECD surveys. Data not available for China, India, Indonesia, Saudi Arabia and South Africa.

**Argentina:** Data based on information provided by the Argentinian Government (2017) **Australia:** Data regarding tax and customs officials refer to tax officials. Data regarding financial authorities refer to employees of the Australian Prudential Regulation Authority (APRA) and board members of the Australian Securities and Investments Commission (ASIC). **France:** Different rules on public availability of the declared information apply according to the positions and the declared information, the detailed rules of which are specified in law n. 2013-97 on transparency in public life. **Germany:** The rules for political appointees depend on their legal status. Gifts above a certain amount need to be approved or are prohibited and the thresholds differ depending on the officials' position. Previous employment, assets and liabilities (declaration of sound financial circumstance) of tax customs officers have to be disclosed before taking office. **Mexico:** Data on legislative branch and judicial branch are from 2012. **United States:** Prosecutors are not under judicial branch. **United Kingdom:** relevant previous employment of Ministers and senior civil servants are declared and may be made public where relevant to their current post.

Source: Adapted from OECD (2015), Government at a Glance 2015, OECD Publishing, Paris. [http://dx.doi.org/10.1787/gov\\_glance-2015-en](http://dx.doi.org/10.1787/gov_glance-2015-en) with data from OECD (2014), Survey on Managing Conflict of Interest in the Executive Branch and Whistle-blower Protection, OECD, Paris.



At the Executive branch level, practices on the disclosure of selected private interests by civil servants and top decision makers among selected G20 countries are heterogeneous (See Table 2). For instance, in **Germany** (which ranked 10<sup>th</sup> in 2015 among 168 countries assessed by Transparency International’s Corruption Perception Index), the disclosure of information on assets, liabilities or income sources/amount is not required at the top decision making level (President, Prime Minister, Ministers and Members of Cabinet) while in **the United States** the disclosure of this information by the President and Ministers is required and make publicly available routinely or by request. Evidence shows, on average, that in the Executive branch the level of disclosure is related to the level of seniority (OECD, 2015). Still, building on the disclosure of such information as a building block to foster open data-driven public sector integrity would require this information to be released in open and machine-readable formats (see Section 3).

**Table 2. Disclosure of selected private interests and public availability of disclosed information by country (2014)**

Selected G20 Countries

		ARGENTINA	AUSTRALIA	BRAZIL	CANADA	FRANCE	GERMANY	ITALY	JAPAN	KOREA	MEXICO	RUSSIA	SPAIN	TURKEY	UNITED KINGDOM	UNITED STATES	
Executive Branch	President	Assets	●	x	⊙	x	●	○	x	x	●	⊙	●	x	●	x	●
		Liabilities	●	x	⊙	x	●	○	x	x	●	⊙	⊙	x	●	x	●
		Income sources	●	x	⊙	x	●	○	x	x	●	⊙	●	x	●	x	●
		Income Amount	●	x	⊙	x	●	○	x	x	●	⊙	●	x	●	x	●
		Outside position: Paid	●	x	⊙	x	○	P	x	x	●	⊙	⊙	x	P	x	●
		Outside position:Non-Paid	○	x	⊙	x	○	○	x	x	●	⊙	⊙	x	●	x	●
		Gifts	●	x	○	x	○	○	x	x	●	P	P	x	P	x	●
		Previous Employment	○	x	⊙	x	○	○	x	x	●	⊙	⊙	x	●	x	●
	Prime Minister	Assets	x	●	x	●	●	○	●	●	●	x	●	●	⊙	●	x
		Liabilities	x	●	x	●	●	○	○	●	●	x	⊙	●	⊙	●	x
		Income sources	x	●	x	⊙	●	○	○	●	●	x	●	⊙	⊙	●	x
		Income Amount	x	○	x	⊙	●	○	●	●	●	x	●	⊙	⊙	●	x
		Outside position: Paid	x	●	x	P	●	P	P	P	●	x	⊙	●	P	●	x
		Outside position:Non-Paid	x	●	x	●	○	○	P	○	●	x	⊙	●	⊙	●	x
		Gifts	x	●	x	●	○	⊙	○	●	●	x	P	⊙	P	●	x
		Previous Employment	x	○	x	⊙	●	○	○	○	●	x	⊙	●	⊙	○	x
	Ministers or Members of cabinet	Assets	●	●	⊙	●	●	○	●	●	●	⊙	●	●	⊙	●	●
		Liabilities	●	●	⊙	●	●	○	○	●	●	⊙	⊙	●	⊙	●	●
		Income sources	●	●	⊙	⊙	●	○	○	○	●	⊙	●	⊙	⊙	●	●
		Income Amount	●	○	⊙	⊙	●	○	●	○	●	⊙	●	⊙	⊙	●	●
		Outside position: Paid	●	●	⊙	P	●	P	P	P	●	⊙	⊙	●	P	●	●
		Outside position:Non-Paid	○	●	⊙	●	○	○	P	○	●	⊙	⊙	●	⊙	●	●
		Gifts	●	●	P	●	○	⊙	○	○	●	P	P	⊙	P	●	●
		Previous Employment	○	○	⊙	⊙	●	○	○	○	●	⊙	⊙	●	⊙	⊙	●
	Political advisors / appointees	Assets	●	○	⊙	●	●	x	⊙	○	●	⊙	●	○	⊙	⊙	●
		Liabilities	●	○	⊙	●	●	x	○	○	●	⊙	⊙	○	⊙	⊙	●
		Income sources	●	○	⊙	⊙	●	x	⊙	○	●	⊙	●	○	⊙	⊙	●
		Income Amount	●	○	⊙	⊙	●	x	⊙	○	●	⊙	●	○	⊙	⊙	●
		Outside position: Paid	●	⊙	⊙	P	●	x	⊙	○	●	⊙	⊙	○	P	⊙	●
		Outside position:Non-Paid	○	⊙	⊙	●	○	x	⊙	○	●	⊙	⊙	○	⊙	⊙	●

26 - 2. PAVING THE WAY TOWARDS THE USE OF OPEN DATA FOR ANTI-CORRUPTION ACROSS G20 COUNTRIES

"At-risk" areas	Legislative Branch	Senior Civil Servants	Gifts	●	○	P	●	○	x	⊙	○	●	P	P	○	P	●	●
			Previous Employment	○	○	⊙	⊙	●	x	○	○	●	⊙	⊙	○	⊙	⊙	●
			Assets	●	⊙	⊙	●	●	○	⊙	○	●	⊙	●	●	⊙	⊙	●
			Liabilities	●	⊙	⊙	●	●	○	○	○	●	⊙	⊙	●	⊙	⊙	●
			Income sources	●	⊙	⊙	⊙	●	⊙	⊙	⊙	●	⊙	●	⊙	⊙	⊙	●
			Income Amount	●	⊙	⊙	⊙	●	⊙	⊙	⊙	●	⊙	●	⊙	⊙	⊙	●
		Civil Servants	Outside position: Paid	●	⊙	⊙	P	●	⊙	⊙	⊙	●	⊙	⊙	●	P	⊙	●
			Outside position:Non-Paid	○	⊙	⊙	●	○	⊙	⊙	⊙	●	⊙	⊙	●	⊙	⊙	●
			Gifts	●	⊙	P	●	○	⊙	⊙	●	●	P	P	⊙	P	●	●
			Previous Employment	○	○	⊙	⊙	●	⊙	○	○	●	⊙	⊙	●	⊙	⊙	●
			Assets	○	○	○	⊙	○	○	○	○	●	⊙	●	○	⊙	⊙	○
			Liabilities	○	○	○	⊙	○	○	○	○	●	⊙	⊙	○	⊙	⊙	○
	Upper House Legislators	Income sources	○	⊙	○	⊙	○	⊙	○	○	●	⊙	●	○	⊙	⊙	○	
		Income Amount	○	○	○	⊙	○	⊙	○	○	●	⊙	●	○	⊙	⊙	○	
		Outside position: Paid	○	○	○	⊙	○	⊙	⊙	⊙	●	⊙	⊙	○	P	⊙	○	
		Outside position:Non-Paid	○	○	○	⊙	○	⊙	⊙	⊙	●	⊙	⊙	○	⊙	⊙	○	
		Gifts	○	○	○	⊙	○	⊙	⊙	●	●	P	P	○	P	●	●	
		Previous Employment	○	○	○	⊙	○	⊙	○	○	●	⊙	⊙	○	⊙	⊙	○	
	Lower House Legislators	Assets	●	●	●	●	●	x	●	●	x	⊙	●	⊙	x	●	●	
		Liabilities	●	●	●	●	●	x	●	●	x	⊙	⊙	⊙	x	○	●	
		Income sources	●	●	●	●	●	x	●	●	x	⊙	●	⊙	x	●	●	
		Income Amount	●	○	●	⊙	●	x	●	●	x	⊙	●	⊙	x	●	●	
		Outside position: Paid	●	●	●	●	●	x	●	●	x	⊙	⊙	●	x	●	●	
		Outside position:Non-Paid	○	●	●	●	●	x	●	○	x	⊙	⊙	●	x	●	●	
Judicial Branch	Judges	Gifts	○	●	○	●	○	⊙	P	●	●	P	P	○	P	●	●	
		Previous Employment	○	○	⊙	○	●	⊙	●	⊙	●	⊙	⊙	○	⊙	○	●	
		Assets	●	○	⊙	○	●	○	●	○	●	⊙	●	○	⊙	○	●	
		Liabilities	●	⊙	⊙	○	●	○	●	○	●	⊙	⊙	○	⊙	○	●	
		Income sources	●	○	⊙	○	●	○	●	⊙	●	⊙	●	○	⊙	○	●	
		Income Amount	●	○	⊙	○	●	○	●	⊙	●	⊙	●	○	⊙	○	●	
	Prosecutors	Outside position: Paid	●	⊙	⊙	⊙	●	⊙	●	⊙	●	⊙	⊙	⊙	P	P	●	
		Outside position:Non-Paid	○	⊙	⊙	⊙	○	⊙	●	⊙	●	⊙	⊙	⊙	⊙	○	●	
		Gifts	○	⊙	○	⊙	○	P	P	●	●	P	P	○	P	○	x	
		Previous Employment	○	○	⊙	○	●	⊙	●	○	●	⊙	⊙	○	⊙	○	x	
		Assets	●	○	⊙	⊙	●	○	●	○	●	⊙	●	○	⊙	○	x	
		Liabilities	●	○	⊙	⊙	●	○	●	○	●	⊙	⊙	○	⊙	○	x	
"At-risk" areas Tax and Customs Officials	Income sources	●	○	⊙	○	○	⊙	●	⊙	●	⊙	●	○	⊙	○	⊙		
	Income Amount	●	○	⊙	○	○	⊙	●	⊙	●	⊙	●	○	⊙	○	○		
	Outside position: Paid	●	○	○	⊙	○	⊙	●	○	●	⊙	⊙	⊙	P	P	⊙		
	Gifts	●	○	○	⊙	○	⊙	●	○	●	⊙	⊙	⊙	P	P	⊙		
	Outside position: Non-Paid	●	○	○	⊙	○	⊙	●	○	●	⊙	⊙	⊙	P	P	⊙		

Procurement Agents	Outside position:Non-Paid	○	⊗	○	⊗	○	⊗	●	⊗	●	⊗	⊗	⊗	⊗	○	⊗
	Gifts	○	⊗	○	⊗	○	⊗	P	●	●	P	P	○	P	○	⊗
	Previous Employment	○	○	○	○	○	⊗	●	○	●	⊗	⊗	○	⊗	○	⊗
	Assets	●	x	⊗	⊗	○	○	⊗	○	●	⊗	●	○	⊗	○	⊗
	Liabilities	●	x	⊗	⊗	○	○	○	○	●	⊗	⊗	○	⊗	○	⊗
	Income sources	●	x	⊗	○	○	⊗	⊗	⊗	●	⊗	●	○	⊗	○	⊗
	Income Amount	●	x	⊗	○	○	⊗	⊗	⊗	●	⊗	●	○	⊗	○	○
	Outside position: Paid	●	x	⊗	⊗	○	⊗	⊗	⊗	●	⊗	⊗	⊗	P	P	⊗
	Outside position:Non-Paid	○	x	⊗	⊗	○	⊗	⊗	⊗	●	⊗	⊗	⊗	⊗	○	⊗
	Gifts	○	x	○	⊗	○	P	⊗	●	●	P	P	○	P	○	⊗
Previous Employment	○	x	⊗	○	○	○	○	○	●	⊗	⊗	○	⊗	○	⊗	
Civil Servants	Assets	●	⊗	⊗	⊗	⊗	○	⊗	○	●	⊗	●	○	⊗	●	⊗
	Liabilities	●	⊗	⊗	⊗	○	○	⊗	○	●	⊗	⊗	○	⊗	○	⊗
	Income sources	●	○	⊗	○	○	⊗	⊗	⊗	●	⊗	●	○	⊗	○	⊗
	Income Amount	●	○	⊗	○	○	⊗	⊗	⊗	●	⊗	●	○	⊗	○	○
	Outside position: Paid	●	⊗	P	⊗	⊗	⊗	⊗	⊗	●	⊗	⊗	⊗	P	●	⊗
	Outside position:Non-Paid	○	⊗	○	⊗	⊗	P	○	⊗	●	⊗	⊗	⊗	⊗	●	⊗
	Gifts	○	⊗	P	⊗	⊗	P	P	●	●	P	P	○	P	●	⊗
	Previous Employment	○	○	○	○	⊗	○	○	○	●	⊗	⊗	○	⊗	●	⊗

- P Prohibited
- Information is disclosed and publicly available online or print
- ⦿ Information is disclosed and publicly available upon request
- ⊗ Information is disclosed and not publicly available
- Disclosure is not required
- x Not applicable (e.g. the country does not have such positions)
- .. Data are missing

Note: (1) Argentina: Based on Argentina's requirements for civil servants' declaration of assets (Declaraciones Juradas Patrimoniales Integrales, DJPI) (Law 26,857) (2) All other countries: Data collected through OECD surveys. (3) Data not available for China, India, Indonesia, Saudi Arabia and South Africa.

Source: Adapted from OECD (2015), Government at a Glance 2015, OECD Publishing, Paris. [http://dx.doi.org/10.1787/gov\\_glance-2015-en](http://dx.doi.org/10.1787/gov_glance-2015-en) with data from OECD (2014), Survey on Managing Conflict of Interest in the Executive Branch and Whistle-blower Protection, OECD, Paris.

### Public procurement

**Public procurement** is another important policy domain where the application of open data principles and practices can have a significant impact on strengthening the fight against corruption. The OECD has been actively working to help members and partners to embed the use of new technologies in public procurement policies and practices in order to lever public sector integrity as part of broader efforts to fight corruption. OECD instruments - such as the *2014 Recommendation of the Council on Digital Government Strategies*, the *2015 Recommendation of the Council on Public Procurement*, and the draft *2016 Recommendation on Public Integrity* - exemplify the complementarity of these areas; which have been, at the least, reinforced by the *G20 Anti-corruption Open Data Principles*.

Principles of transparency and citizen engagement and empowerment are not a unique feature of open data policies. The *2015 OECD Recommendation of the Council on Public Procurement* highlights, for

instance, “the need of providing an adequate level of transparency of the public procurement system in all stages of the procurement cycle”<sup>5</sup>, and “foster transparent and effective stakeholder participation”<sup>6</sup> to “assure and adequate level of scrutiny”. Previous instruments such as the *2009 Principles for Integrity on Public Procurement* also underlined the need of “empower civil society organisations, media and the wider public to scrutinise public procurement”<sup>7</sup>. Similar principles are also present within the framework of digital government strategies<sup>8</sup>, a key policy domain that complements the goals of public procurement and integrity drawing upon digital technologies and their adoption and use by public sector institutions.

On-line public procurement platforms have been put in place by countries to a) better manage public procurement systems; and, b) shed light to public procurement processes and public-private arrangements. As a result, governments have set a foundation to empower citizens and businesses by ensuring their access to information on the whole government procurement process; thereby enabling them to follow the money and make public sector institutions and civil servants accountable for their decisions. This contributes to a better business climate that draws upon businesses’ and citizens’ trust in public-private relationships and partnerships.

For instance, as in many other G20 countries, the **Turkish** Public Procurement Authority (PPA) has put in place an electronic public procurement platform<sup>9</sup> (EPPP). The EPPP (one of the eleven primary projects of the Turkish digital government strategy) has the objective of making available for public access information on public tenders and public contracting, thereby moving from the provision of paper-based procurement information to the digital publication of procurement information such as tender data, tender documents (includes addendums and clarifications), contracting authority data, tender notices, contract information, complaints on tender procedures, and rulings of PPA Board (minutes and rulings)<sup>10</sup>. While to date the platform does not provide public procurement information in open and machine-readable formats, it contributes to a better understanding of which procurement information is being disclosed by G20 countries through digital platforms – a crucial precondition to identify areas of opportunity where open data principles could be rooted by default.

By 2010, public procurement information (e.g. contracts and evaluation criteria) was being disclosed **by selected G20 countries** across the whole procurement process (pre-tendering, tendering and post-award phases) (OECD, 2011). For instance, information on contract awards was being published in G20 countries such as **Australia, Brazil, Canada, Italy, Japan, Korea, Mexico, Spain, the United Kingdom and the United States**. Yet, when the procurement process is disaggregated by stage, evidence for 2011 showed that countries more frequently made information available about the pre-tendering and tendering phases than during the post-award phase (OECD,2011) (See Table 3). While in 2010 open data policies were not

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5. Principle 2

6. Principle 6

7. Principle 10

8. Principles 1 and 2 of the OECD *2014 Recommendation on Digital Government Strategies*

9. <https://ekap.kik.gov.tr>

10. Information provided by the Turkish Government.

widely spread, these earlier procurement practices paved the way towards the implementation of open data initiatives within this policy domain (e.g. open contracting data).

Yet, according to the results of the OECD 2014 Survey on Public Procurement, this trend has remained the same as OECD countries (which include selected G20 members) still focus on the publication of information related to the pre-tendering and tendering phase. For instance, by 2014, ex post contract management was mandatory and published in e-procurement systems **only in the United States and Turkey**; not mandatory but provided in **Germany, Italy, Japan and Korea**; and not provided in **Australia, Canada, France, Mexico, and the United Kingdom** (OECD, 2015).

**Table 3. Public availability of procurement information at the central level of government (2010)**

	Pre-tendering phase				Tendering phase			Post-award phase		
	Laws and policies	General information for potential bidders	Selection and evaluation criteria	Contract award	Specific guidance on application procedures	Tender documents	Procurement plan of anticipated tenders	Justification for awarding contract to selected contractor	Contract modifications	Tracking procurement spending
Argentina	●	●	●	●	●	●	●	□	○	○
Australia	●	□	□	●	□	□	●	■	□	○
Brazil	●	●	●	●	■	●	○	■	●	●
Canada	●	●	■	●	●	■	○	■	●	○
France	●	●	●	□	●	□	□	■	●	■
Germany	●	●	□	□	○	□	○	○	○	○
Italy	●	●	●	●	●	●	●	■	●	■
Japan	●	●	●	●	●	●	●	●	●	■
Korea	●	●	●	●	●	●	●	●	●	●
Mexico	●	●	●	●	●	●	●	●	□	●
Spain	●	●	●	●	●	●	●	●	●	○
Turkey	●	●	●	●	●	●	□	■	■	●
United Kingdom	●	●	○	●	●	○	●	□	○	○
United States	●	●	□	□	□	□	□	○	■	□
● Always	14	13	9	11	10	8	8	4	7	4
■ Upon request	0	0	1	0	1	1	0	6	2	3
□ Sometimes	0	1	3	3	2	4	3	2	2	1
○ Not available	0	0	1	0	1	1	3	2	3	6

Source: Based on OECD (2011), Government at a Glance 2011, OECD Publishing. [http://dx.doi.org/10.1787/gov\\_glance-2011-en](http://dx.doi.org/10.1787/gov_glance-2011-en) with information from OECD 2010 Survey on Public Procurement.

The scenario above poses a challenge for exploiting the benefits of open data for public contracting, as stated in the *G20 Anti-corruption Open Data Principles*, and to adopt and implement international open data instruments such as the Open Contracting Data Standard (OCDS) which calls for the publication of public procurement information as open data concerning the *whole* procurement process (See Chapter 3).

### ***Other policy areas: Extractive Industries and Customs***

Other areas of opportunity are those related to extractive industries and customs management. On the one hand, extractive industries (e.g. oil and mining) are also a potentially highly sensitive in relation to corruption (e.g. manipulation of the contract/permit granting process and conflicts of interest). In 2016, building on the analysis of country cases, the *OECD Report on Corruption in the Extractive Value Chain* found evidence of risks of corruption in any stage of the extractive value chain and large-scale (grand) corruption involving high-level public officials in the awarding of mining and oil and gas rights. In addition, decentralisation policies could complete such a scenario by leading to mismanagement by local governments due to cultural and social arrangements that favours clientelism and patronage and their lack of institutional capacities to manage the sector (OECD, 2016a).

For instance, in **Indonesia** a modification of multi-level governance arrangements between the central and local governments provided the latter with the authority to grant mining management permits (GovInsider, 2016). The Corruption Eradication Commission (KPK) developed a digital government strategy and created the MINERBA Platform - in cooperation with the Ministry of Energy and Mineral Sources - to address potential overlaps between national and local governments' activities during the permit granting process. The Platform has the objective of facilitating multi-level coordination and the management of mining permits between the Ministry and local governments which, as a consequence, enables a better control and monitoring of mining activities (legal and illegal) at the local level; thereby paving the way towards greater public transparency of the extractive industries in the country and, in the medium term, to the publication of this information as open data in line with similar efforts across the government (See Box 5).

#### **Box 5. Extractive Industry Transparency Initiative: Indonesia**

The Extractive Industry Transparency Initiative (EITI) is a global standard for transparency in government revenues from extractive industries launched in 2002. The initiative requires governments to report their revenue from the extractive sector and for companies of the same sector to report their payments to government in the form of taxes, royalties or payments in kind. An independent auditor assesses these two reports, which are published online. A multi-stakeholder group composed of government institutions, extractive industry private sector firms and civil society organisations governs the Indonesian chapter of EITI. Indonesia became an EITI candidate in 2010, and was declared compliant by the EITI International Board on 15 October 2015.

EITI Indonesia has amassed a considerable amount of valuable data concerning the country's extractive industries. To improve transparency and accountability, the initiative has been working to open up its data through the national Open Data Portal. The national chapter is currently developing a new data portal, allowing the initiative to publish data in open formats. Through this portal, Indonesian citizens will be able to produce visualisations of the data. This tool is expected to improve the understanding of the data in a context of limited data skills.

*Source:* OECD Open Government Review of Indonesia (forthcoming).

On the other hand, customs-related corruption is estimated to cost World Customs Organisation members at least USD 2 billion in customs revenue each year (OECD, 2015c). For this reason, G20

countries have put in place measures to ensure corruption in this domain which, if not controlled, could contribute to the propagation of other risks such as illicit trade, tax evasion and terrorism. For instance, **Korea** developed and implemented an electronic customs clearance system known as UNI-PASS in order to reduce face-to-face contact between customs officials and clients; thereby reducing the risk of bribes and corruption. Nonetheless, the evidence of available practices meshing custom administration initiatives and open data is still limited.

**Box 6. Lessons learnt: The context for the publication and use of open data for anti-corruption**

Building a more solid basis to foster greater data-driven public sector integrity requires preconditions such as:

- The understanding of open data as an overarching policy and as an element of a broader legal, social and policy context that should be propitious not only to publish PSI as OGD but to its re-use to generate impact.
- The willingness and leadership of the Executive, Legislative and Judiciary branches to support and regulate the publication of public sector information and open government data by public sector institutions, public officials and private companies (e.g. regulations, decrees, laws, guidelines);
- The identification of the opportunities brought by public sector reforms to align open data policies and digital government initiatives to broader policy goals and to link these policy areas to national policy priorities.
- The proactive publication by government institutions of public sector information in open and machine-readable formats by default for transparency, anti-corruption, accountability and integrity purposes (value-specific data publication) in line with international open data principles;
- The availability of law enforcement institutions and accountable public sector institutions, private sector organisations (e.g. private sector contractors receiving public funds), public officials and politicians at all levels,

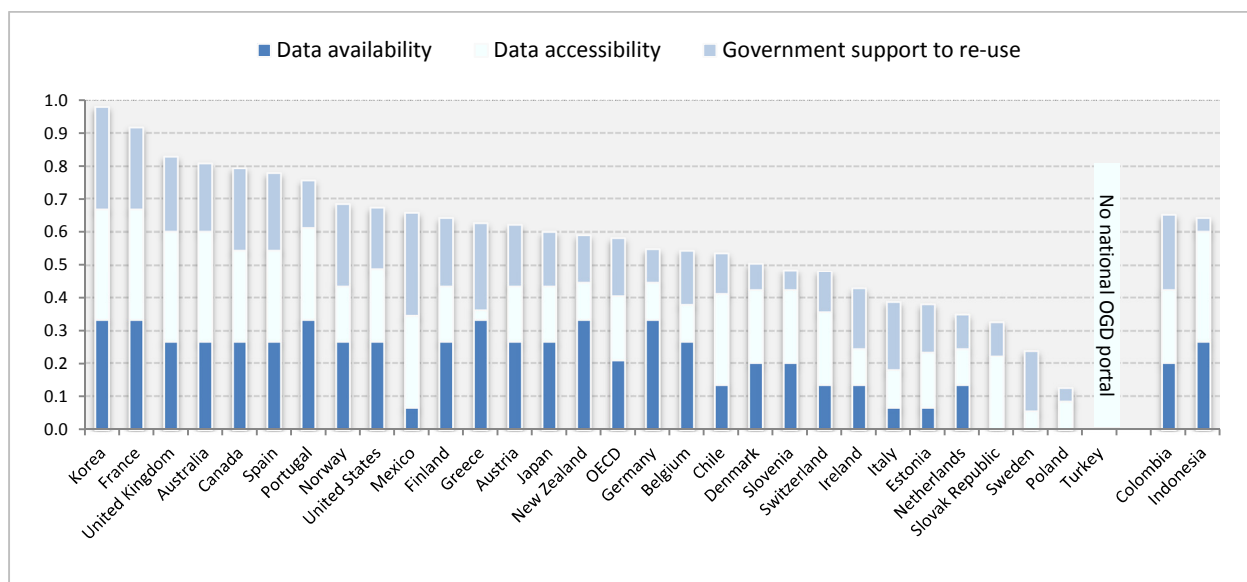
*Source: OECD*

### SECTION 3. PRACTICES IN THE USE OF OPEN DATA FOR ANTI-CORRUPTION IN G20 COUNTRIES

The following section presents a set of good practices provided by G20 countries illustrating the synergies between open data and anti-corruption agendas showcasing how these synergies can be leveraged to provide additional mechanisms for governments to prevent and/or tackle corruption. A total of 14 G20 countries provided information for such purpose: Argentina, Brazil, China, France, Germany, India, Indonesia, Italy, Korea, Mexico, Russia, Spain, Turkey, the United Kingdom and the United States.

The rationale used to present the country practices centres around the four areas of analysis discussed in Section I: Transparency and accountability, government performance, social engagement, and national competitiveness. It is based on the OECD work and expertise on open data, drawing upon the analytical framework laid in the *OECD Working Paper on Open Government Data*, which frames the methodology underlying the *OECD Open Government Data Survey*, and the calculation of the *OECD OURdata Index*. The latter benchmarks efforts made by governments in OECD and partner countries to foster the design and implementation of Open Government Data policies and initiatives, around three composites: data availability and accessibility, and governments' support to increase data re-use by stakeholders (See Figures 3 and 4). This analytical framework is complemented by the guidelines included in open data international policy instruments such as the G20 Anti-corruption Open Data Principles and the International Open Data Charter (ODC) (See Box 7).

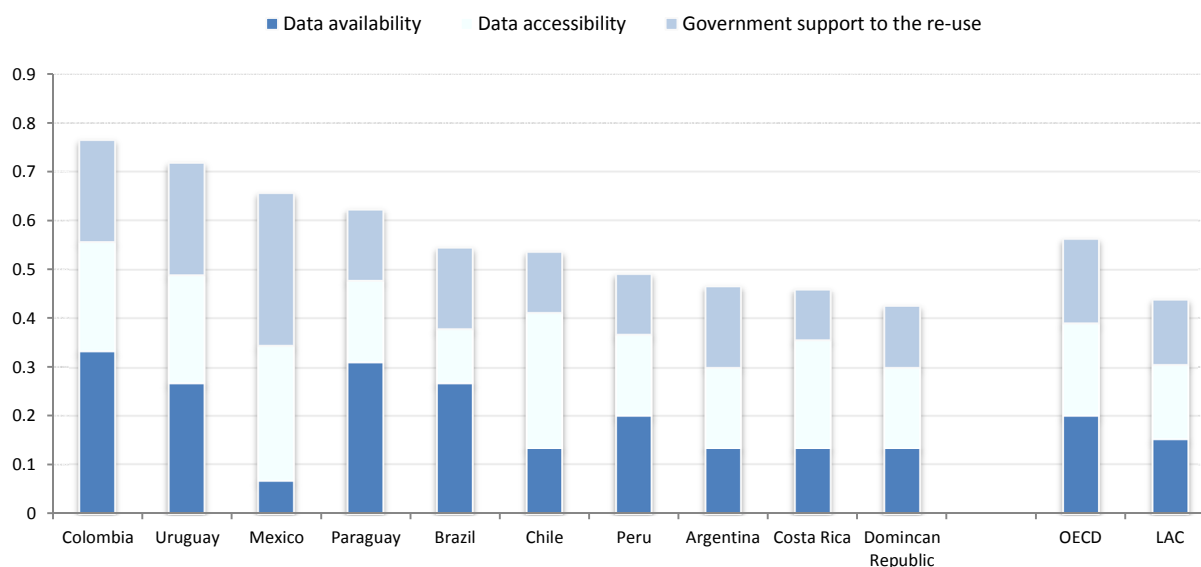
**Figure 3. OECD OURdata Index: Open, Useful, Re-Usable Government Data (2014)**



Note: Data for the Czech Republic, Hungary, Iceland, Israel and Luxembourg are not available. Information for Indonesia collected in 2015 based on the responses provided by the Indonesian Government to the 2014 OECD Open Government Data Survey.

Source: Based on OECD Government at a Glance 2015.



**Figure 4. OECD OURdata Index: Latin American and Caribbean Countries (2016)**

Note: Data for Chile and Mexico refer to 2014 rather than 2016.

Source: Adapted from OECD (2016b), Government at a Glance: Latin America and the Caribbean 2017, OECD Publishing, Paris, with data from OECD Survey on Open Government Data 2.0. Available at: <http://dx.doi.org/10.1787/9789264265554-en>

#### Box 7. The International Open Data Charter: Paving the way on the use of open data for Anti-corruption

The international Open Data Charter (ODC) is a multi-stakeholder initiative aimed at bringing greater coherence and collaboration among open data initiatives across the world. The Open Data Charter was set up as a Global Multi-Stakeholder Action Network with two types of leading members: Stewards and Lead Stewards whose members freely decide to integrate different working groups according to their interests. The ODC has been adopted by 16 countries (including six G20 countries: Argentina, France, Italy, Korea, Mexico and the United Kingdom), and by 25 local governments around the world.

Currently, an Anti-Corruption Open Data Sector Package is being developed by the International Open Data Charter, through its Technical Working Group, co-Chaired by the Government of Mexico and Omidyar, and in close collaboration with other governments, experts, and civil society organisations. It aims to prevent, detect and deter corruption by identifying priority datasets and standards to prevent and tackle corruption, as well as use cases, and tools to guide governments and organisations wishing to use Open Data as an input to fight corruption.

By following open data principles, the development of the package is following an open and collaborative process. As a result, the Anti-Corruption Package was opened for a transparent and inclusive participatory process during the “Open Data: Enabling Inclusive, Sustainable and Robust Growth” side event at the G20 Leaders Summit held in Antalya, Turkey, on 14 November, 2015.

Source : Information provided by the Mexican Government.

The presentation of national practices takes into account the instruments and analytical frameworks mentioned above aiming to showcase good practices for **the publication and use of open data for anti-corruption *stricto sensu***. Table 4 presents a non-exhaustive list of elements that have been considered to

assess national practices. These have been filtered based on their relevance to each of the four areas of analysis described in Section 1, and to the fashion in which such practices **embed open data principles**.

Central open data policies (i.e. strategies describing the availability of a central open data policy) or access to information policies (i.e. exclusively focused on public sector information (PSI) disclosure) were not considered as specific examples of the use of open data for anti-corruption. However, central open data policies were used - wherever relevant, - to highlight best practices at the policy making and implementation level drawing on the OECD OGD analytical framework.

**Table 4. Open data for Anti-corruption: Analytical framework for assessment (on going work)**

OECD Open Data Project /OUR data Index/ODC/G20 OD4AC	Institution in charge of coordination / implementation.	Centre of Government (CoG) Central level institution (e.g. Ministry) Local level institution	
	Policy governance	Link between initiatives and central open data policies Central anti-corruption strategies Sectoral programmes Silo institutional initiatives	
	Funding	CoG Own institutional funds International organisations Other public sector institutions (i.e., trusts)	
	Regulated entities	Generic	<ul style="list-style-type: none"> <li>- Central/local</li> <li>- Executive</li> <li>- Parliament</li> <li>- Judiciary</li> <li>- Public sector institutions</li> <li>- Private sector organisations</li> <li>- Political parties</li> </ul>
	Data availability	Overarching data categories and taxonomies	<ul style="list-style-type: none"> <li>- Open budget data</li> <li>- Declaration of interests (Assets, Gifts, etc.)</li> <li>- Public sector expenditure/finance</li> <li>- Open Contracting and Procurement (biddings, contractors, penalties, etc.)</li> </ul>
	Sector-specific data categories and taxonomies (non-exclusive)	<ul style="list-style-type: none"> <li>- Disaster relief funding</li> <li>- Development cooperation/funding</li> <li>- Government/Private Contributions/grants/donors to political parties</li> <li>- Private sector management of public funds</li> <li>- Private sector sponsorship to government</li> <li>- Companies' beneficial ownership</li> <li>- Trade (Customs)</li> <li>- Extractive Industries (oil, gas, mining)</li> <li>- Environment</li> <li>- Urban planning/use permits</li> <li>- Crime records</li> <li>- Energy</li> <li>- Commercial data, etc.</li> <li>- Project-specific public contracting data (major events and infrastructure projects)</li> </ul>	

**Table 4. Open data for Anti-corruption: Analytical framework for assessment (on going work) (continued)**

OECD Open Data Project /OUR data Index/ODC/G20 OD4AC	Accessibility and reliability	Comparability	<ul style="list-style-type: none"> <li>– National guidelines for data disclosure</li> <li>– International standards for data disclosure</li> </ul>
		Semantics and interoperability	<ul style="list-style-type: none"> <li>– Multi-language</li> <li>– Metadata</li> <li>– Formats (CSV, GIS, JSON, etc.)</li> <li>– Granularity</li> <li>– Data labels/tags/identifiers</li> <li>– Glossaries</li> <li>– APIs</li> <li>– Data documentation</li> </ul>
		Proactive disclosure and reliability	<ul style="list-style-type: none"> <li>– Open-by-default</li> <li>– Cyclic (yearly, quarterly, etc.) (validity and update frequency)</li> <li>– Event-driven and/or project-specific (procurement, public interest, major events)</li> <li>– Comprehensive</li> <li>– Traceability and licensing</li> </ul>
	Value co-creation and data reuse	Demand-driven data disclosure and prioritisation	<ul style="list-style-type: none"> <li>– Demand consultation</li> <li>– Web-based data requests</li> <li>– Feedback</li> <li>– CDO contact information</li> <li>– Voting buttons (e.g. to prioritise APIs)</li> </ul>
		Collaboration	<ul style="list-style-type: none"> <li>– Hackathons/ Code events</li> <li>– Data mash-up events</li> <li>– Multi-stakeholder consultative councils</li> <li>– Data-driven journalism/activism</li> <li>– Data labs</li> </ul>
		Data Crowdsourcing	<ul style="list-style-type: none"> <li>– Data provision by non-governmental stakeholders (i.e., online portal)</li> <li>– Mobile platforms for data exchange</li> </ul>

Source: OECD.

### **Paving the way: Greater public sector integrity and government accountability through the publication of open government data**

Making open government data (OGD) available for public access and re-use in a timely and proactive fashion is at the core of open data policies. Among the G20, **United Kingdom and the United States** have been trend-setters in adopting open data policies. Spain was also a pioneer in adopting an open data policy in 2007. These countries have been followed progressively by many other governments such as France and Mexico. Gradually, G20 members have put in place central open data policies and/or have developed initiatives aiming to apply a whole-of-government approach to open data.

The evolution from PSI to OGD has led to the publication of open data laws (e.g. **Korea**<sup>11</sup>) or to the inclusion of open data definitions and principles in FOI acts or other regulatory instruments to mandate the publication of PSI as open data in line with the governments' interest of drawing upon open data as a mechanism to create public value.

<sup>11</sup> Act on Promotion of the Provision and Use of Open Data. For more information: [www.data.go.kr](http://www.data.go.kr)

For instance, in 2015 **Mexico** amended its Mexican FOI act to include the concept of “open data”, coherently with the Open Data Executive Decree (OECD, 2016). **Italy** has included a definition of open data in the Code for the Digital Administration<sup>12</sup>. In **Spain**, while the FOI act does not make a direct reference to open data, it foresees that newly available public sector information accessible on-line will have to be made available as clear, structured, understandable data and preferably in reusable formats (OECD, 2014). However, these mandates are complemented with the 2015 regulation on the reuse of public sector information<sup>13</sup> which establishes an open by default principle to the publication of government data by public sector institutions in Spain. Some G20 countries have provided high-level political support to open data policies through the publication of *Open Data Executive Decrees* (e.g. **Argentina**<sup>14</sup>, **Brazil**<sup>15</sup>, **France**<sup>16</sup>, **Mexico**<sup>17</sup> and the **United States**<sup>18</sup>) thereby spurring the development of open data initiatives across public sector institutions. In Spain an Open Data Executive Decree has also been approved and is currently under revision (October, 2016)<sup>19</sup>.

In some cases, these decrees prioritise the publication of specific data categories in order to fight corruption and conflicts of interest inside government institutions. For instance, in January 2016, **Argentina**'s President Mauricio Macri passed an Executive Decree mandating central ministries to develop institutional open data plans by September/October 2016, in accordance with the policy framework for open data developed by the Chief of Cabinet Office and the Ministry of Modernization. The Decree is framed within a broader open data initiative at the central level which has involved the Ministry of Modernization, the Chief of Cabinet, and key partners such as the Anticorruption Office and the Ministry of Finance.

The Decree acts as mechanism to foster the development of institutional open data plans and the Argentinian central open data portal, and defines categories of public sector information to be prioritised by the central government for their publication as open data to fight corruption in the country, including:

- Structure of Executive Branch
- Salaries and asset disclosure of senior level authorities at the Executive Branch
- The salaries of all civil servants and public sector employees

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12. Codice dell'amministrazione digitale. Article 68. For more information: <http://www.normattiva.it/uri-res/N2Ls?urn:nir:stato:decreto.legislativo:2005-03-07;82!vig=>

13. Law 18/2015, de 9 de julio. For more information: [https://www.boe.es/diario\\_boe/txt.php?id=BOE-A-2015-7731](https://www.boe.es/diario_boe/txt.php?id=BOE-A-2015-7731)

14. Presidential Decree 117/2016. For more information: <http://servicios.infoleg.gob.ar/infolegInternet/anexos/255000-259999/257755/norma.htm>

15. DECRETO N° 8.777, DE 11 DE MAIO DE 2016. For more information: [http://www.planalto.gov.br/ccivil\\_03/\\_Ato2015-2018/2016/Decreto/D8777.htm](http://www.planalto.gov.br/ccivil_03/_Ato2015-2018/2016/Decreto/D8777.htm)

16. Decree 2011-577 26 May 2011. For more information: <https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000024072772&categorieLien=id>

17. DECRETO por el que se establece la regulación en materia de Datos Abiertos. For more information: [http://www.dof.gob.mx/nota\\_detalle.php?codigo=5382838&fecha=20/02/2015](http://www.dof.gob.mx/nota_detalle.php?codigo=5382838&fecha=20/02/2015)

18. Executive Order -- Making Open and Machine Readable the New Default for Government Information. For more information: <https://www.whitehouse.gov/the-press-office/2013/05/09/executive-order-making-open-and-machine-readable-new-default-government>

19. Decreto 1495/2011, de 24 de octubre. For more information: [https://www.boe.es/diario\\_boe/txt.php?id=BOE-A-2011-17560](https://www.boe.es/diario_boe/txt.php?id=BOE-A-2011-17560)

- Salary scales applicable to different public employment regimes
- Budgetary credits
- All procurement procedures, include in the Electronic Public Procurement System
- Access to information requests
- All lobbying meetings held by members of Executive Branch

In **Brazil**, former President Dilma Rousseff published an Executive Decree in May, 2016 establishing the Brazilian national open data policy. Among other objectives, the policy aims to improve government-to-government data sharing practices towards greater public sector efficient, increase citizen engagement through digital technologies, improve digital public service delivery and foster private and public sector innovation. The Decree provides a definition of open data while establishing an institutional governance for policy coordination led by the Ministry of Planning Development and Management (Ministério de Planejamento, Desenvolvimento e Gestão MP) through the National Open Data Infrastructure (INDA). The INDA acts as a multi-participatory, transparent, collaborative and democratic governance mechanism, composed by public agencies and private sector representatives. The Ministry of Transparency, Oversight and Office of the Comptroller General is given the responsibility to monitor the open data policy in the country.

The Decree, establishes that each federal government body must develop an Open Data Plan, conducting an internal survey and inventory of the available databases and prioritizing, in a defined timeframe, the availability of databases in an open format. As observed in the Argentinan case, the Brazilian decree has equally identified public sector information categories to be necessarily prioritised for their publication in open and machine-readable formats, including:

- Civil servants in managerial and directive positions in state-owned enterprises and subsidiaries
- Data from the Integrated Financial Management System (Siafi)
- Information on the corporate structure and ownership of companies collected by the National Register of Legal Entities
- Public procurement information collected through the Integrated General Services Administration (Sistema Integrado de Administração de Serviços Gerais, Siasg)
- Cadaster and registration information related to the control of the execution of parliamentary amendments.

The Brazilian **Ministry of Transparency, Oversight and Office of the Comptroller General** (CGU) has also released, by virtue of the Decree, data on state-owned companies' directors and managers. At the same time, the Brazilian Ministry of Finance should release the registry of businesses' beneficial ownership. By releasing those data, the Brazilian Government aims to reduce the risk of conflict of interest result of the potential relation and partnerships between private sector organisations and civil servants.

**Box 8. Lessons learnt: High-level policy support for the focalised publication of open government data**

- The experiences of Argentina and Brazil and other G20 countries show that while high-level political support is key to foster the development of open data initiatives across public sector institutions, the clear definition of specific mandates prioritising the publication of specific public sector information as open data contributes to governments' efforts to link data publication with fight to corruption.
- The above enables to align data publication with anti-corruption policy goals. For instance, the publication as open data of civil servants' disclosure of assets and their activities in managerial and directive positions in state-owned enterprises and subsidiaries (Brazil); and the publication as open data of information on all lobbying meetings held by members of Executive Branch in Argentina.

Source: OECD

***Releasing open government data: Who does what?***

Building institutional capacities for data management inside public sector institutions at the central and, if feasible, at the local level, is a key condition to achieve greater publication of open data through central, sectorial or institutional *open data portals* (See Table 6). Nonetheless, it is equally relevant to increase institutions' capacities to define and implement forward-looking open data strategies which may depend on the availability of leadership positions and clear roles within public sector institutions.

For instance, in 2015 the White House in the **United States**, welcomed the first-ever U.S. Chief Data Scientist and Deputy Chief Technology Officer for Data Policy. Yet, the same year, several Federal Agencies, including the Department of Commerce, the Environmental Protection Agency, and General Services Administration, followed the same approach thereby adding Institutional Chief Data Officers and Chief Data Scientists to their institutional rosters<sup>20</sup>.

In **Korea**, the 2013 Open Data Law makes a distinction between the Institutional Chief Data Officer ("officer responsible for the provision of public data") and data managers ("working-level employees), therefore contributing to the definition of and distinction between managerial/strategic roles and administrative/technical roles. Strategic responsibilities include the overall co-ordination of, and support for, open government data policies, and the co-ordination and alignment of central open government data policies with institutional policies, plans, etc. Administrative/technical responsibilities are related to open data management, disclosure, use, quality, etc. (OECD, 2016).

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20 . Information provided by the US government.

**Box 9. Lessons learnt: Institutional Chief Data Officers for sector-specific value creation**

While national chief data officers (CDO) are in charge of translating international and national open data policy goals into strategic policy guidelines and actions, and of coordinating central bodies towards a synchronised and well-structured policy implementation, chief data officers within specific public sector institutions (ICDOs) are in charge of translating those policy goals, guidelines and standards into well-structured public management processes and strategies. ICDOs act as change drivers and open data evangelists inside public institutions. Their role is key to move from centralised government-user co-operation (lead by central policy coordinating agencies) to a more proactive and direct approach that enables closer and more direct collaboration with stakeholders, aligned to sector and value-specific goals.

In general, the Institutional Chief Data Officers should:

- be involved in, and in many cases responsible for, activities along the data management value chain.
- connect their strategic objectives to organisational governance (e.g. using open data to a more efficient public service delivery and institutional results) while linking the former with broader policy goals (e.g. protect the public interest and create value).
- identify and exploit the potential value of open government data disclosure for sectorial, policy and institutional objectives
- focus on helping the organisation get more value and insights from the data it collects
- be an evangelist for the increased use of data in specific sectors/ policy contexts (e.g. elevating the awareness and discussion internally regarding the importance of well-run data operations, supporting organisational culture change, and championing and evangelizing a data-driven culture)
- provide data governance and data management services to the organisation (e.g. spanning divisional silos, setting and implementing central standards and guidelines in the process)
- collaborate with other institutions to set common goals and standards for data, to ensure interoperability across public sector institutions and so that users, suppliers and the whole ecosystem can understand open government data once published
- engage on a regular basis with developers and data users to understand their data needs and to obtain feedback on the open data strategy and initiatives at the institutional level.

Source: Based on OECD (2016) Open Government Data Review of Mexico.

Still, public sector transparency does not create public sector integrity overnight. Moving from transparency-centred open data agendas to the availability of mature open data initiatives that contribute to anti-corruption actions requires the implementation of *focused efforts and initiatives*. For instance, publishing open government data with a value-driven approach, and for sector-specific data-driven initiatives.

**Table 5. G20 members: Central Open Data Portals**

Argentina	<a href="http://www.datos.gob.ar/">www.datos.gob.ar/</a>	Republic of Korea	<a href="http://www.data.go.kr">www.data.go.kr</a>
Australia	<a href="http://www.data.gov.au/">www.data.gov.au/</a>	Mexico	<a href="http://datos.gob.mx">datos.gob.mx</a>
Brazil	<a href="http://dados.gov.br/">dados.gov.br/</a>	Russia	<a href="http://data.gov.ru/">data.gov.ru/</a>
Canada	<a href="http://open.canada.ca/en/open-data">open.canada.ca/en/open-data</a> <sup>1</sup>	Saudi Arabia	<a href="http://www.data.gov.sa/">www.data.gov.sa/</a>
China	--	South Africa	<a href="http://southafrica.opendataforafrica.org/">southafrica.opendataforafrica.org/</a>
France	<a href="http://www.data.gouv.fr">www.data.gouv.fr</a>	Spain	<a href="http://www.datos.gob.es">www.datos.gob.es</a>
Germany	<a href="http://www.govdata.de">www.govdata.de</a>	Turkey	--
India	<a href="http://data.gov.in/">data.gov.in/</a>	United Kingdom	<a href="http://data.gov.uk/">data.gov.uk/</a>
Indonesia	<a href="http://data.go.id/">data.go.id/</a>	United States	<a href="http://www.data.gov/">www.data.gov/</a>
Italy	<a href="http://www.dati.gov.it/">www.dati.gov.it/</a>	European Union	<a href="http://www.europeandataportal.eu/">www.europeandataportal.eu/</a>
Japan	<a href="http://www.data.go.jp/">www.data.go.jp/</a>		

(1) Canada: Open Government Portal.

Source: OECD.

Whereas in **Argentina, Brazil, China, France, Indonesia, Italy, Mexico, and the United Kingdom** a ministry from the central government, or the centre of government office in itself (e.g. a body within the Office of the Prime Minister/President) is in charge of the implementation of initiatives - directly or indirectly - connected to the specific use of open data for anti-corruption, the objectives of these policies and initiatives are diverse thus ranging from overarching goals to sector-specific objectives.

### Open data for more accountable public sector institutions

In **Brazil**, the Ministry of Transparency, Oversight and Office of the Comptroller General (*Ministério da Transparência, Fiscalização e Controladoria-Geral da União*, CGU) supports the Executive in the protection of assets and resources and increasing transparency through the activities that include auditing, implementation of preventive measures, ombudsman activities and disciplinary measures. For such a purpose, the CGU is in charge of managing the Transparency Portal of the Federal Public Administration [www.portaldatransparencia.gov.br](http://www.portaldatransparencia.gov.br) which, together with other reporting instruments, is a core element of the Brazilian federal government's financial reporting framework (OECD, 2013).

Whereas the Brazilian Government has put in place a central open data portal as well ([dados.gov.br](http://dados.gov.br)), the transparency portal has been equally useful to publish open data from different public sector organisations. A similar approach has been taken by **Spain**, where the transparency portal [www.transparencia.gob.es](http://www.transparencia.gob.es) also has a high level of usability and reusability of information in coordination with the Spanish central open data portal [www.datos.gob.es](http://www.datos.gob.es) (See Box 10). Yet, avoiding the development of fragmented and siloed transparency and open data efforts should be at the core of these initiatives in order to create a direct link between transparency and open data at the policy definition and implementation level.



Among others, the Brazilian transparency portal provides open data on<sup>21</sup>:

- Federal transfers to cities: Citizens can monitor if the projects in their cities receive indeed the money and if the project was actually implemented;
- Public servants' background: This data can be used to detect and report problems related to conflict of interests or nepotism;
- Social programs' expenditure: Citizens can report if someone is receiving benefits without meeting the relevant requirements.

#### Box 10. The Spanish Transparency and Open Data Portals

Drawing upon the legal mandates established on the Spanish Freedom of Information Act, the Spanish Government has made available in open formats public sector information public contracts, agreements, conventions, funding and real estate, public aids and public subsidies with the objective of reducing the risk of corruption inside public sector institutions.

The data (provided for public access in the transparency portal) is organised in four main categories:

- Institutional data: Including remuneration of senior officials and authorizations provided to civil servants to exercise private activity after leaving senior public positions.
- Regulations: Including bills, enacted laws and other regulations.
- Contracts, agreements and grants: Including data on public procurement, grants to political parties, subsidies and public properties.
- Budgeting, monitoring and reporting: Including planning and execution and audit reports.

Training courses for civil servants have been organised by the National Institute of Public Administration (INAP) to improve the quality of the data and information published in the portal and ease inter-institutional coordination. Seminars have been equally organised to further engage the private sector and local governments.

At the same time, the Spanish central open data portal [www.datos.gob.es](http://www.datos.gob.es) - launched in 2009 - has also reached a high level of integration with different regional and local open data portals, deploying automatic update processes and also working on metadata interoperability of catalogues. The portal is now referencing around 12.000 data sets including also data on public contracting at the central, regional and local levels of government.

*Source:* OECD with information provided by the Spanish Government

Social welfare is an additional policy area offering great potential to further use OGD as a driver for greater public sector integrity, e.g. in relation to direct benefits transfers.

**India's** Direct Benefit Transfer (DBT) platform provides an example on how the publication of public sector information can bring further light to governments' use and transfer of financial resources to fight poverty. The DBT platform (available at [dbtbharat.gov.in](http://dbtbharat.gov.in)) was created as an on-line tool to support the DBT's Mission in India - currently under the leadership of the Indian Cabinet Secretary at the Prime Minister's Office. Created in 2013, the DBT Mission aims to reduce poverty and inequality in India by

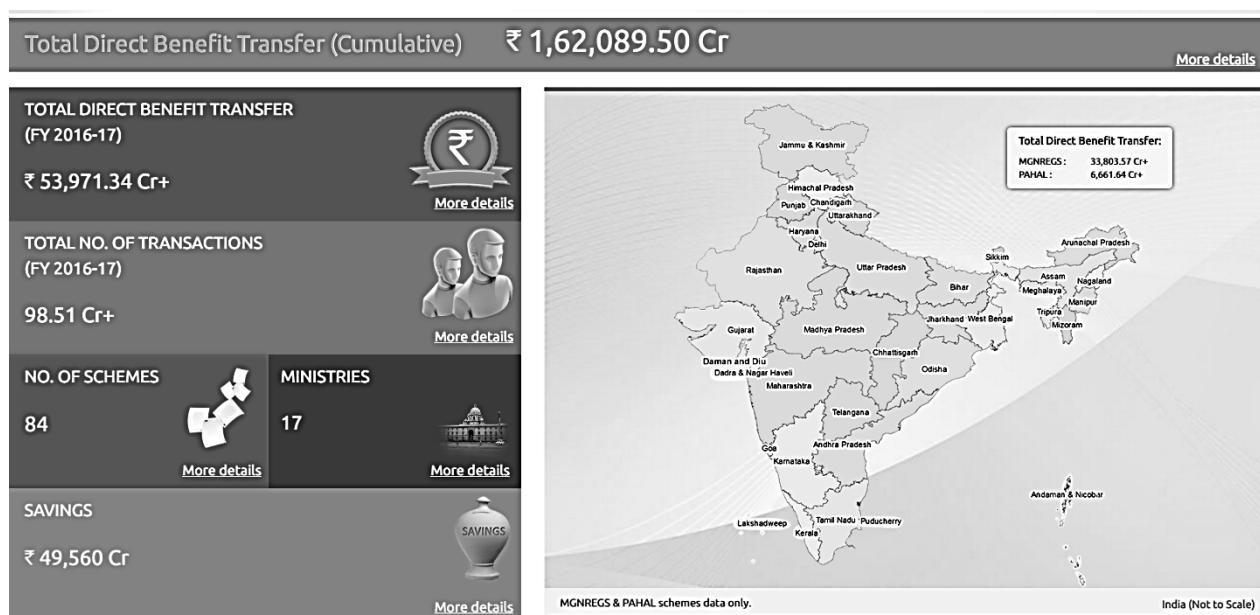
21. Information provided by the Brazilian Government.

“delivering government benefits like wage payments, fuel and food grain subsidies to beneficiaries” on a timely and transparent fashion (DBT, 2016).

The DBT Platform provides general information on the DBT mission, up-to-date financial figures, monthly reports and visualisation tools for users (See Figure 5). The digitalisation of processes (e.g. on-line data exchange mechanisms) and information management (e.g. digitised list of recipients) helps beneficiaries to stay informed on the programme and work of government institutions to improve the overall management process of the DBT Mission.

While there is still room for improvement to fully reap the potential of open data for DBT Mission’s activities, the work of the Mission has built a basis to achieve so. Open data is not directly available on the portal, but the website is connected to the Indian Open Data Portal, which provides some information on direct benefit transfers (namely, two datasets) in open formats (e.g. CSV, JSON, ODS), information on the institutional Chief Data Officer in charge of managing those datasets (name, ministry, job position, email, phone number), the possibilities for users to vote API provision for the datasets, and number of downloads.

Figure 5. India: DBT Platform (Screen shot)



Source: ODB Platform. Accessed 6 march 2017. Available at: <https://dbtbharat.gov.in/>

### Following financial flows: Setting the basis for open budget data and open contracting data.

The field of Open Budget Data is still fairly new, and the literature does not provide a single definition. Nonetheless, there is a general consensus that the “openness” of open budget data does not refer to the openness of the official processes or institutions but indicates the legal and technical accessibility and re-usability of the disclosed official budget data as an enabler of a set of different potential outcomes (including better performance). As such, it is seen as a key enabling component of broader goals and outcomes such as open contracting open budgeting, open government, linked to wider public sector reform objectives like increasing transparency, efficiency, inclusiveness and trust.

**Box 11. Open Budget Data**

Building on definitions most commonly used (e.g. by the Zeppelin University in Germany, the Sunlight Foundation, the World Bank) for the purpose of this work, the OECD defines Open Budget Data as “datasets of financial management in the public sector which are made available to the public online in machine-readable and re-usable formats, without any restriction, i.e. data can be freely used, redistributed and re-used without any legal restriction except for requirements to protect the confidentiality of personal or classified information”.

Source : OECD

Whereas financial transparency normally refers broadly to the availability of data on fiscal policies or results, budget transparency focuses on the disclosure of budget data on government revenues, allocations and expenditures. *Open Budget Data* refers to all phases of the annual budget cycle – i.e. proposal, approval, adjustment, execution (and audit) and expenditures – and “open” indicates the legal and technical reusability of budget, that is it refers to the fact that data is published in such a manner that the public can easily access, analyse and transform it. Hence Open Budget Data refers to data generated and used for planning/formulating, allocating, executing and evaluating/auditing the disbursement of public funds throughout the whole budget cycle. Still, the publication of data on budget allocation or expenditure is not new (OECD, 2016d).

For instance, in **Italy**, the Presidency of the Council of Ministers created the *Data4all* initiative in 2015 (linked to the Italian Open Government Partnership Action Plan) with the objective to define and implement public sector projects that could contribute to a more efficient public sector and better public services. Since its creation, the Data4all initiative has led to the development of different open data activities such as the SoldiPubblici initiative<sup>22</sup> which provides open data (mostly CSV) and data visualisation tools on central transfers to local governments in Italy and local governments’ expenditure. *Data socialisation* (making open data user and citizen-friendly) is one of the key goals of the strategy and, as such, the Italian Government is dedicating resources to develop online visualisation tools to help citizens explore and create value from data. Public interest on the platform was reflected during the first 30 days after launching when the platform received around 1.5. Million queries.

**Box 12. Lessons learnt: Making open data friendly for everyone**

A report from the Open Knowledge International analysed open budget data initiatives across different countries and levels of government finding evidence of the regular use of data visualisation applications in at least 65% of central and local government initiatives to provide and present data on public finances (OKF, 2015). The underline draws upon the fact that budget and finance data might require users to have at least some level of knowledge on these fields. Not in vain, practices such as citizens’ budget have been gaining track around the world as these practices aim to make public finance and budgeting information easier to understand. The overall goal has been to engage national open data ecosystems and data user communities to foster data re-use, co-create and deliver value, and make open data usable and valuable for everyone.

While designing open data initiatives, public sector institutions should acknowledge the broad range of data literacy levels and the objectives of an equally diverse range of data users. Data visualisation tools, where in

**Box 12. Lessons learnt: Making open data friendly for everyone (continued)**

place, are useful tools that, when provided in parallel to documentation on open data, can make open data easily understandable for the average user.

Source : OECD

**Open data and public procurement**

In China, public sector institutions are increasingly working on the development of open data initiatives. While the general work on open government data in the country is led by the Open Data Branch of General Office of State Council, other ministries have put in place their own institutional open data strategies. Among these ministries, the Ministry of Public Finance created an online portal<sup>23</sup> to publish public procurement information (e.g. pre-tendering, tendering, and award). This portal has been equally useful to publish information on **private organisations' negative records that affect their eligibility as public sector contractors**. While it is not clear neither if this information is being published in machine-readable formats nor if this initiative is aligned to a central open data strategy (if available), the growing evidence on the availability of open data initiatives implemented by some Chinese public sector institutions is useful to draw lessons from the Chinese experience. For instance, the need of developing standards could be useful to help public sector institutions to open up government data on a standardised fashion.

**Box 13. Lesson learnt: China**

Inter-institutional coordination is crucial for data collection and centralization before publication. The availability of internal guidelines for data management and publication (e.g. available in a central repository) could contribute to ease this process in order to avoid heterogeneous data descriptions and values or incomplete datasets; thereby contributing to a more structured, standardized and timely data publication by public sector institutions by:

- Developing standards (e.g. data and metadata formats) for the publication of government procurement information and data.
- Establish a data interface between local and central networks for information release
- Facilitate users' search by including key words and tags that link different projects by subject, objective, ministry, etc.
- Work in close cooperation with local government for nationwide implementation in order to reduce late data publication or incomplete, unstandardized and expired data.

Source: OECD with information from the Chinese Government.

Yet, other G20 countries have already taken steps to open up procurement information in machine readable formats. For instance, the Brazilian CGU publishes data on penalisations imposed to public officials as open data through the transparency portal<sup>24</sup>. The Brazilian transparency portal has been equally useful to publish project-specific open data as a result of the organisation of major public

23 . [www.ccg.gov.cn](http://www.ccg.gov.cn)

24 [www.portaltransparencia.gov.br/](http://www.portaltransparencia.gov.br/)

procurement events and large-scale public infrastructure projects (See Box 14). Open data on the 2014 World Cup and the 2016 Olympic Games is available in the portal.

**Box 14. Targeting high-prestige, high-impact and high cost projects: large-scale public infrastructure**

Large-scale infrastructure projects are particularly vulnerable to political capture, corruption and mismanagement. It appears to be a chronic problem both across OECD and emerging economies. Ensuring the integrity and value for money of large-scale public infrastructure is critical for productive and equitable results that build trust in government.

The OECD has been developing systematic support for policymakers on how best to ensure that these high-prestige, high-impact and very costly initiatives deliver on their promises. Drawing on these and other international experiences, the OECD developed the Integrity Framework for Public Infrastructure, which maps out conducts and risks of corruption at each phase of the investment cycle and identifies tools and mechanisms to promote integrity for inclusive, sustainable and efficient public investment. The framework includes examples of good implementation practices from both the public and private sectors. The OECD's approach goes well beyond the procurement phase and addresses corruption risks in the needs definition and selection phase of the infrastructure project in which capture of the project by elites and special interests can take place. High standards of conduct, policies for identifying and managing conflict of interest, strong controls and risk management frameworks and greater transparency are the main weapons in governments' arsenals to combat corruption while ensuring that the competitive processes that keep costs low and quality high remain in place.

*Source:* Text from OECD (2015) Putting an end to corruption. Booklet. Available at: <https://www.oecd.org/corruption/putting-an-end-to-corruption.pdf>

Such a project-specific approach has been taken also by **Italy**. As a result of the Data4all initiative, the Italian Government created [dati.openexpo.it](http://dati.openexpo.it) as a web-based platform providing public sector information and open government data on public procurement and investment for the execution of the Expo2015 in Milan.

The relevance of these project-specific initiatives builds on the capacity (and willingness) of governments to embed an open-by-default principle to the organisation of major public projects (which translate into major public procurement processes); projects that, indeed, are extraordinary to cyclic data disclosure (e.g. annual budgets, quarterly government reports) and then require greater resource investments by governments but that lead to more transparent and accountable public procurement processes.

*The Open Contracting Data Standard*

The practices above pave the way towards the implementation of the Open Contracting Data Standard (OCDS) by G20 countries – as announced by **Argentina, France, Italy, Mexico, the United Kingdom and the United States** (and other 8 non-G20 countries) during the London Anti-Corruption Summit in May, 2016<sup>25</sup>.

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25 . For more information visit: <http://www.open-contracting.org/news/pledge-make-public-contracting-open-default-major-step-fighting-corruption/> and <https://www.gov.uk/government/publications/anti-corruption-summit-country-statements>

The implementation of the Open Data Contracting Standard (developed by the Open Contracting Partnership) aims to foster public sector transparency, and to fight corruption and nepotism on public procurement processes by following an open by default approach during the whole public contracting process. Yet, moving from open procurement information to open contracting data will require an assessment on the current state of e-procurement efforts in each country (e.g. which procurement information and data is being published), in order to adapt their institutional, regulatory and technical context to the requirements that adopting an instrument such as the OCDS requires and embed open data as a mandatory component of the *whole* public procurement process.

Some countries are already taking steps in this regard. For instance, in December 2015, the **Mexican Government** announced its compromise to implement the OCDS for all government contracts, starting with the New Airport of Mexico City. In addition, the Coordination of the National Digital Strategy and the Ministry of Transport and Communications (SCT), in cooperation with other public sector and social organisations, are also working on the implementation of the Open Contracting Data Standard for the development of the Mexican Telecommunication Shared Network – a *public-private partnership* that represents the largest telecommunication investment in the country to date (OECD, 2016). Mexico aims to make Open Contracting a mandatory policy across the whole federal level administration by reforming and/or amending public procurement regulations with the objective of publish as open data, all information related to the whole public procurement process ( planning, tender, award, contracting and implementation). In **Spain**, the National Commission of Market and Competition (*Comisión Nacional de los Mercados y la Competencia*, CNMC) is currently working (October, 2016) on recommendations on the publication of public tender information as open data. These recommendations will be included on the updated version of the Guide on Public Contracting of the Spanish Government, thereby setting a precedent to apply the same approach for all stages of the public procurement process.

Open contracting data has also enabled greater international cooperation. In 2015, a group of five countries (including France, Mexico and the United Kingdom) convened, at the margins of the 2015 Global Anti-Corruption Summit to launch the *Contracting 5 Initiative* in order to ensure the exchange of practices and knowledge on open contracting and build a common shared knowledge-base towards the adoption of the OCDS by a greater number of countries (See Box 15).

The **French government** has developed an ambitious policy concerning public contracting data as a result of an amendment to Article 107 of the French public procurement code (modified by decree) and two subsequent legal modifications that took place in 2017 ( a legal decree defining priority data categories related to public procurement, and a second one concerning the identification buyers' platforms).

The Etalab – the Taskforce for Open Data and Open Government at the Office of the Prime Minister – is driving experimentation at a local level to implement the open contracting data standard with a multi-level and multi-stakeholder approach that involves all the actors engaged in public procurement processes (e.g. suppliers, public administrations, cities). The public procurement transparency policy is driven by the *public procurement dematerialization policy* which must be fully implemented by October 2018.

### Box 15. Contracting 5 (C5)

The Governments of Colombia, France, Mexico, the United Kingdom, and Ukraine created the 'Contracting 5 (C5) Initiative, therefore committing to ensure country-level learning on the implementation of open contracting data as well as international knowledge-sharing to support other countries in the implementation of open contracting, open data and open source tools. The C5 countries held an inaugural meeting and issued the C5 Declaration at the Open Government Partnership Summit held in Paris in December 2016. Through the 'C5', these countries have committed to:

- **Implement the Open Contracting Data Standard (OCDS)** to the fullest extent possible to create a timely, accessible public record for government, business and citizens on how public money is spent across the entire cycle of public contracting from planning to tender to award to implementation of contracts.
- **Foster innovation** through supporting an ecosystem of *open source*, re-usable and shareable tools to improve communication, analysis, *data quality* and *automation* of public contracting information.
- **Contribute to the further development and use of the OCDS** through case studies and analysis of user needs, encouraging extensions and joined up data including with *corporate registries*, joining and encouraging its user community and contributing to its further adoption.
- Document the **lessons learned**, and *measure* the real-world benefits for government, business, and citizens from the adoption and implementation of open contracting for sharing, learning, and improvement.
- **Focus collectively on key user needs and building capacities for opening up, manage and share public contracting information** - such as improving value for money, creating a fair and level playing field for businesses, tracking and improving service delivery and upholding public integrity and deterring fraud and corruption - to shape, share and adopt a common methodology for building capacities and measuring impacts from our interventions to refine and share such methodologies globally.
- Consider, refine and adopt best practices to **engage business and civic organisations** at appropriate points along the entire chain of procurement and to share our approaches, strategies and lessons from C5 countries' efforts to make public contracting more engaging and responsive.
- **Engage other countries** in order to adhere to C5's objectives, including through the International Open Data Charter, Open Government Partnership, the OECD, the G20, multilateral development banks, and other relevant international or sector specific initiatives such as the Construction Sector Transparency Initiative, the Extractive Industry Transparency Initiative and encourage those countries to embrace and implement open contracting principles.
- **Engage international development partners and institutions** in furthering these objectives nationally and internationally including in priority sectors such as infrastructure and healthcare.

*Source:* Information and text provided by the Mexican and French Governments.

International cooperation and stakeholder collaboration is driving digital change also outside G20 membership. In **Ukraine** (a C5 member) the Prozorro platform<sup>26</sup> was created as an on-line public procurement system that has included digital government, open data and anti-corruption principles by design. The platform (created in 2015 in cooperation with Transparency International) was created as a

26 . <https://prozorro.gov.ua>

result of the collaborative work between private, public and social stakeholders in the country with the purpose reforming and fighting corruption in public procurement processes. This was achieved by moving away from the mere adoption of ICTs (e-government approach<sup>27</sup>) towards the understanding of digital technologies as levers to transform business-models within public sector institutions. The platform was equally conceived as a *digital and transforming tool by design*; therefore following principles of public engagement and crowdsourcing while embedding digital technologies such as open source and open contracting data.

#### Box 16. Lessons learnt: Open Budget Data and Open Contracting Data

- If any, the domains of public procurement and budgeting are among those policy areas that have been a priority for policy makers for many years. Investments on these domains have been fostered by governments' efforts to modernise the public sector and increase its productivity through digital government strategies, create a more favourable business climate through more transparent procurement processes, or increase public sector accountability and integrity. Overall, public procurement strategies seem to be a sum of all the latter.

The Open Data Contracting Standard has opened a window of opportunity to embed open data during the whole public procurement process. For this to happen, some G20 countries will have to double their efforts as evidence shows a trend to focus on the publication of information related to the pre-tendering and tendering phase as discussed before. This could have a negative impact on achieving strategic goals of open contracting data policies which call for the publication of contracting data thorough the whole procurement process. For instance to follow-the-money and track the actual expenditure of public resources on the post award phase.

- A project-specific approach to the OCDS could help G20 countries to incrementally adopt its principles and achieve its goals. But succeeding on its implementation will require countries to acknowledge their national open data ecosystems as an amalgam of different actors. All of them, with different levels of data literacy and different goals.
- The impact of the OCDS will depend on the ability of G20 countries to make the data usable and valuable for all stakeholders. This includes data visualization tools that make the data "friendly" for the average data user, the provision of data documents explaining the content
- of the data, and the involvement of key stakeholders from the early stages of the adoption of the standard (e.g. journalists and civil society organisations). This is particularly relevant if G20 countries aim to move away from the OCDS discourse to actual value creation.
- Fighting corruption in the public and private sector through the OCDS will require also establishing and enforcing a comprehensive regulatory framework that make private sector institutions (specifically, public sector contractors) to open up information on how public resources have been spent. This sums to additional anti-corruption measures such as the publication of declarations of interest and beneficial ownership by private sector organisations which could contribute to reducing the risk of nepotism and bribery on public procurement processes.
- The OCDS has also opened a window of opportunity to the further adoption and implementation of

27. While e-government policies mainly aimed to increase the adoption of ICTs by government institutions with a focus on international organisational efficiency, improved back-offices services, and 1-way service delivery, digital government aims to transform the way governments and citizens interact drawing upon the opportunities brought by the digital era and the continuous interaction between and inputs provided by all actors. For more information: <http://www.oecd.org/gov/digital-government/recommendation-on-digital-government-strategies.htm>



**Box 16. Lessons learnt: Open Budget Data and Open Contracting Data** *(continued)*

linked data by governments. This would be useful to “map” and connect other data domains related to public procurement in order to avoid data silos and increase the possibilities of reducing conflict of interests [e.g. linking open data on penalisation imposed to private sector organisations and/or contractors by public sector authorities with other data such as civil servants’ declaration of interests (including private sector activities and business ownership), and private sector’s beneficial ownership data].

Source: OECD

**Fighting conflicts of interest through open data in Argentina and Germany**

In April 2016, **Argentina**’s Ministry of Justice and Human Rights made available as open data civil servants’ declaration of assets which are held and controlled by the Argentinian Anti-corruption Office (*Declaraciones Juradas Patrimoniales Integrales, DJPI*) with the objective of reducing the risk of corruption and illicit enrichment among public officials. In line with the mandates of the Open Data Executive Decree, the Ministry of Justice published on the central portal (in CSV format) the declaration of assets of more than 45 thousand civil servants (current and former). The database, which provides data for year 2014, contains data on civil servants’:

- Job position
- Institution
- Period of activity
- Activity as public sector contractor (if any)
- Assets and debts (start and end of the fiscal year)
- Income and expenditure (consolidated and detailed)

The publication of this data, which is made available on the Argentinian central OGD portal [www.datos.gob.ar](http://www.datos.gob.ar), builds on the 2013 Law No. 26857 which established the obligation of senior officials and civil servants (e.g. President, Congressmen, Ambassadors, director level and above civil servants) to publish online their assets declaration on a yearly basis, and to present a final declaration when leaving their post. Political candidates are equally obliged by this law to publish this information.

Law 26857 set a milestone in Argentina’s efforts to increase public sector integrity in regard to on-line access to public officials’ declaration of assets. Prior to its adoption civil servant’s assets declarations were not disclosed for public access on a proactive fashion (declarations could only be accessed by filing an information access request). The law also differentiates between “public data” (e.g. income, investments, savings) and “private data” (e.g. civil servants’ bank account numbers, car identification numbers, details of partners and under-age dependents).

While the DJPI dataset would still require the inclusion of additional components to make it understandable for the average user (e.g. documentation on the content of the data, working visualisation tools, information on data licensing, validity and update-frequency) and data provision in more advanced machine-readable formats (e.g. including additional formats to CSV), its deployment has paved the way towards a greater use of open data for anti-corruption in the country. By August 2016, the Argentinian Government was working to ensure the actualisation of these datasets. In the short term, the Argentinian Government is working to update the dataset with information for 2015 and, in the medium term, the data

may be reallocated to the open data portal of the Ministry and Justice and Human Rights as an effort to make each central ministry responsible for the management of their own datasets. The portal is part of the compromises acquired by the Argentinian Government as part of its 2015-2017 OGP Action Plan.

The open DJPI data initiative is part of the Open Justice Programme of the Ministry of Justice which aims to promote and adopt a more open approach to the activities of the ministry for greater transparency, accountability, public participation drawing upon digital technologies. For instance, the Ministry has put in place the *Justicia 2020* online platform as an effort to better collaborate with civil society organisations towards a more demand-driven data publication.

**Germany** provides another example of the use of open data for greater public sector integrity. While private sector sponsorship could be useful to achieve government objectives, it also opens a window for an increased external influence on governments' affairs thereby posing a risk for public interest. In 2003, the German Federal Government published a general administrative regulation that promotes activities by the Federal Government through contributions from the private sector (sponsoring, donations and other gifts) and provides the federal administration with basic principles and procedures for using sponsoring from the private sector (OECD, 2003). As a result, the German Government publishes an annual report on sponsoring activities as an element of the strategy to prevent corruption in the public sector

The report has its legal base in the General Administrative Regulation on Sponsoring and it is compiled by the Ministry of the Interior through the Unit for Corruption Prevention and Sponsoring. It is feed with the information provided by German Ministries through a survey, revised by the Federal Court of Audit, and used as a reporting mechanism on corruption prevention which is provided to the German Bundestag. The information included in the sixth report (published in 2015 covering a 24-month period between January 2013 and December 2014) was published as open data by the German Government aiming to facilitate citizens' monitoring of sponsorship activities (BMI, 2015) (see Box 17).

#### **Box 17. Germany: Open Data, private sector sponsorship and data quality**

Drawing upon the German administrative regulation on sponsorship, the Ministry of the Interior in Germany published as open data the information included in the 2015 Report on Sponsorship Activities . The datasets (which are published through the central open data portal [www.govdata.de](http://www.govdata.de)<sup>1</sup> and the German Ministry of the Interior website) provide:

- Biannual aggregated data by Federal Ministry on XLSX and CSV format (January 2011 – December 2012, January 2013 – December 2014) .
- Detailed data on sponsorship contributions above 5,000 euros (also on XLSX and CSV format), including data on:
  - Recipient Ministry, department and unit.
  - Total amount (or its economic value if provided as services/in kind)
  - Name and addresses of sponsor
  - Objective of the sponsorship
  - Type of sponsorship (in kind, cash or service provision)
  - Brief description of the sponsorship project
- JSON formats, to enable a direct machine-machine interaction through open data platforms such as CKAN.

**Box 17. Germany: Open Data, private sector sponsorship and data quality (continued)**

- The license of use (Data license Germany – attribution – Version 2.0), publication and last update dates, tags and period covered by the data.

As a result of the publication of the report and the open data, the Federal Ministry of the Interior regularly receives queries based on the published data, and media and non-government organisations often reflect on the published data or distribute the reports via their networks.

Notes: (1) <https://www.govdata.de/web/guest/suchen/-/details/6-bericht-des-bmi-uber-die-sponsoringleistungen-an-die-bundesverwaltung>  
(2) [http://www.bmi.bund.de/DE/Themen/Moderne-Verwaltung/Korruptionspraevention-Sponsoring-IR/Sponsoring/sponsoring\\_node.html](http://www.bmi.bund.de/DE/Themen/Moderne-Verwaltung/Korruptionspraevention-Sponsoring-IR/Sponsoring/sponsoring_node.html)

Source: OECD with information provided by the German Government.

**Box 18. Lessons learnt: Open data to fight conflict of Interest in the public sector**

- Argentina and Germany provide an example of the publication of open data for anti-corruption with two different approaches: the Argentinian s mostly focused on fighting corruption in the public sector through the availability of civil servants' assets declaration made available as open data (Argentina is ranked among the G20 countries with the highest levels of corruption public perception); The German approach focuses on strengthening its public sector integrity system through open data-driven preventive measures on conflict of interest risk areas such as private sector sponsorship.
- While in both cases the governments publish as open data the information above, the particularities regarding how the data is being provided may show a different level of open data policy maturity in the countries, which is useful to draw lessons from these examples:
  1. the provision of data documentation and metadata is key to improve the understanding of data by users;
 

it is necessary to provide information to users on the validity of data (e.g. release data, time period, update frequency, licence) in order to increase data quality. Data should be published and updated routinely and proactively to ensure user engagement to the portal.
  2. While proprietary formats such as XLS and basic formats such as CSV files enable less advanced data users to understand and reuse the data, the provision of more advanced machine-readable formats facilitate data analysis, re-use and mashing-up by more advanced users. Data publication should aim to reach all these users, equally.
- Asking data users on their data needs is useful to prioritise the publication of open data and better focus efforts of public sector institutions. Putting in place online platforms for such a purpose (like done by the Ministry of Justice in Argentina) helps collecting information on data demand from users on a more efficient fashion building on the cost-effectiveness and penetration advantages of ICTs.

Source: OECD

**Engagement by design: The social factor of open data**

Citizen engagement is a regular element across OECD principles and open data instruments. For such a reason, initiatives aiming to increase public sector integrity should incorporate citizen engagement (including consultation, feedback and collaboration) from the early stages of strategic design.

Engaging potential data users (e.g. citizens, civil society organisations and journalists) is crucial to prioritise the publication of specific datasets, spur their reuse and co-create value. On the one hand,

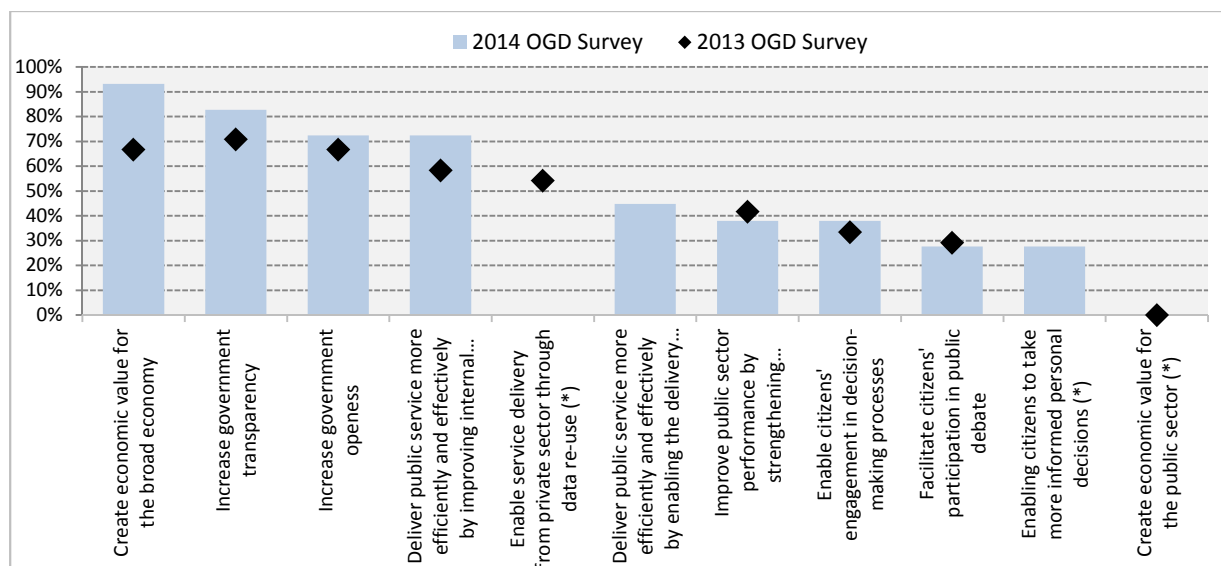
initiatives will have a broader impact when a targeted data disclosure takes place. This means bringing together the objectives of open data initiatives with the disclosure of specific data taxonomies (open by default and following international open data principles); enabling wherever possible the publication of data with a demand-driven approach based on consultation exercises that aim to collect feedback on users' needs.

On the other hand, stakeholders should be reached and engaged by public sector institutions. Spurring data re-use is crucial to create value. Publishing government data is not sufficient, especially if the main goal is to achieve specific objectives (such as greater public sector integrity) as a result of such data release. National open data agendas focused on supporting anti-corruption efforts, stemming from -driven culture, should evolve into dynamic initiatives calling for the active collaboration with citizens, businesses, civil society organisations and a plethora of stakeholders.

Results from the 2013 and 2014 OECD Open Government Surveys (Figure 6) showed that by 2014 greater citizen engagement and participation in decision making and public debate were not ranked among top policy priorities by OECD countries (11 of which are G20 members). This context opened up a window of opportunity for G20 and OECD countries to do better to spur data reuse and, more importantly, to engage data users.

For this purpose, G20 countries like **France, Italy, Mexico and the United States** (among many others) have implemented events to engage data-savvy users (e.g. hackathons, datathons, code sprints or software co-creation events) or, as previously discussed, have taken advantage of other different tools (i.e. data visualisation, conferences and seminars, training data skills' development workshops) to make open data 'friendly' and accessible – therefore valuable - for the average citizen.

**Figure 6. OECD: Top open data policy objectives across OECD countries**



Notes: 2013 Survey: Information for 24 OECD countries. 2014 Survey: Information for 29 OECD Countries.

(\*) Category included only for year shown.

Source: 2013 and 2014 OECD Open Government Data Surveys.

The message is clear: data reuse and stakeholder engagement are at the core of the use of open data as an instrument to fight corruption. Public engagement and participation through a data-driven civic audit are catalysers for the creation of public value and policy impact. Reusing data is crucial to ‘follow the money’ and to reduce the risks of corruption, nepotism and conflict of interest on governments’ activities.

**Box 19. Lessons learnt: User engagement as a core policy component in the United States**

- **Public engagement around open data is a crucial element for success.** The availability of Institutional Chief Data Officers across different federal agencies has been fruitful to foster citizen engagement efforts (e.g. hackathons, data jams, and conferences) in a broad range of policy sectors such as the [2015 Health Datapalooza](#), [Transportation Datapalooza](#), [Third Annual Safety Datapalooza](#), [Mental Health Hackathons](#), and the Accessibility Hackathon.
- **Public engagement can be difficult for some agencies to achieve:** Inter-institutional collaboration and best practice sharing helps agencies to exchange knowledge on how to proceed.
- **Citizen feedback equals citizen engagement:** All datasets should have a public official responsible for their management (e.g. to reply to users ‘queries). Currently, 12 of 24 Federal Agencies in the United States have a transparent, two-way public feedback mechanism where citizens can ask questions/make suggestions to improve datasets.
 

**Deriving value from open data is a multi-stakeholder effort:** A coalition of Open Data supporters and champions both inside and outside government is critical to successfully implement open data initiatives leading to value creation and impact.
- **Open data has a “human dimension”:** Successful open data programs include “the human dimensions” providing a narratives on success, communications skills and strategies, and diverse skills that include—yet are not limited to—data analytics and data science.

*Source:* OECD with information provided by the Government of the United States.

**France, Italy and the United Kingdom** provide examples of initiatives that have followed a focused open data disclosure while embedding stakeholder engagement (including the active involvement of civil servants) from the initial stages of project design. By doing this, countries increase not only the possibilities of greater data re-use but contribute to the construction of a more dynamic open data ecosystem drawing up the closer relationship between data users and public sector institutions.

In **France**, the Etalab created the online platform [www.transparence.sante.gouv.fr](http://www.transparence.sante.gouv.fr) to make public as open data information on the **business relation between private sector contractors and health professionals** such as doctors, nurses, pharmacists, etc. The objective of the initiative is to reduce risks of conflict of interest by making mandatory the disclosure of public data on commercial agreements, business relations, payments, etc. and gifts over a 10 euros threshold.

While the portal is administered by the French Ministry of Social Affairs and Health, the **data is provided by private sector organisations** through online forms or by electronic file provision. Three different online platforms were developed for the purpose of the project: one for information collection from and submission by private sector organisations; a second to make this data available for public access; and a third to allow project managers to supervise the process. A similar initiative is expected to be implemented for the relations between public sector professionals and the tobacco industry within the framework of the new law modernizing the French healthcare system.

Also in 2014, the French Government launched the portal [www.transparence-aide.gouv.fr](http://www.transparence-aide.gouv.fr) as a platform to **publish open data on development aid investments** done by the French Government. The website offers citizens and NGOs the opportunity to monitor whether the projects have been correctly implemented. . It is the result of the success of a first pilot launched in 2013 in Mali as a joint project between the French Embassy in the country and the French Ministry of Foreign Affairs, and it currently provides data for 16 countries. Currently, the Ministry of Foreign Affairs is in charge of controlling the quality and putting the data online.

In **Italy**, efforts to follow-the-money through open data initiatives have been implemented in the domains of **natural risks management** as well. The website [italiasicura.gov.it](http://italiasicura.gov.it) was created to provide citizens with a user-friendly platform to visualise georeferenced data on public investment for natural risk management at the local level (i.e. landslides and floods) including data on disaster risk mitigation and emergency response, relief and reconstruction. Among others, the website provides open data on<sup>28</sup>:

- Access to disaster risk mitigation data (XLS file), including data on community, type of event (e.g. fire, heavy rain), georeferenced JSON values, economic investment, etc.; including a description by field name to help users to understand data.
- Web links to Web map Service data (WMS) on hydro meteorological and landslides hazards.
- Access to Shapefiles (SHP) and the Linked Open Data Platform of the Italian National Statistics Institute through a dedicated SPARQL ENDPOINT<sup>29</sup>: The former useful to create maps, and the latter enable users and machines to “communicate” queries to the territorial database of the institute.

### ***Contributing to a positive business climate and national competitiveness through open data***

**United Kingdom’s** initiative to create a central public register of people with significant control over British companies is another example of the focused use of open data for greater public scrutiny for the benefit of societies and businesses. This reform aims to increase transparency around who ultimately owns and controls UK companies in order to promote good corporate behaviour. In 2015, the Small Business, Enterprise and Employment Act 2015 (SBEE Act) established the legal provisions to create the register of Persons with Significant Control (PSC), meaning those individuals or businesses that<sup>30</sup>:

- i. Directly or indirectly owns more than 25% of the shares in the company;
- ii. Directly or indirectly holds more than 25% of the voting rights in the company;
- iii. Directly or indirectly has the power to appoint or remove the majority of the board of directors of the company;
- iv. Otherwise has the right to exercise or actually exercises significant influence or control over the company.

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28. <http://mappa.italiasicura.gov.it/#/opendata>

29. <http://datiopen.istat.it/sparql>

30. BIS, 2015.

- v. Has the right to exercise or actually exercises significant influence or control over a trust or firm that is not a legal entity, which in turn satisfies any of the first four conditions over the company.

The UK's Companies House has developed an open register which went live in June 2016. The information in the register is open and available free of charge. As part of this strategy, information will be provided also as open data with the objective of reducing the risks of illegal activities and facilitating their identification and sanction when needed.

**Box 20. Lessons learnt: Inter-institutional collaboration and user engagement by design in France, Italy and the United Kingdom**

- Project back-end planning is crucial to ease inter-institutional coordination and data exchange:** Setting an automated data collection process is beneficial to make inter-institutional data exchange more efficient thereby reducing labour-intensive efforts during the data centralization process.

**Test platform with users before launching:** In France, Etalab reached out to citizens to test the architecture of [www.transparence.sante.gouv.fr](http://www.transparence.sante.gouv.fr) thereby providing a citizen-driven approach by design to the portal. Other organisations also were invited to test additional functionalities of the portal. Development iterations and user screens were also organised in the **United Kingdom** during the design and platform testing stages.

**Collaborate with public sector, social and private partners:** In France, working groups were organised with private sector and civil society organisations to discuss on the platform design. In the **UK**, Companies House held customer events at regular intervals across the country, as well as focus groups with key stakeholders. Specific user groups were also established to engage with civil servants in other Departments and law enforcement agencies, users of private sector companies' data and registers and civil society. In **Italy**, the Agency for Digital Italy has established agreements with central and local administrations in order to ensure the regular update of open government data.
- Set data reuse as the ultimate goal of the project:** The relevance of the platform depends on the degree to which the population (e.g. citizens in beneficiary countries and tax payers in France, and users of company information in the UK) take ownership of open data initiatives. Consulting data users is key not only to ensure the usability of the portal but to build user engagement and foster data reuse from the project design stage.
- Consider the implementation of a communication strategy to promote data reuse as an element of the whole project design:** Reaching a broader base of data users requires designing and investing resources on a communication strategy that aim to explain why open data is relevant for the final user. The strategy should highlight the benefits that data reuse may have for users' own goals. All actors should be clear about the gains that may result from investing resources (e.g. time) on publishing open data and/or reusing it.
- Data quality leads to user engagement:** Investing resources on data quality control mechanisms before publication leads to user engagement. Low data quality results on users mistrust of data. Data quality should be managed explicitly and not as an overhead function (e.g. as a complementary activity of the data management process instead of a fundamental element of open government data initiatives).

Source: OECD with information provided by France, Italy and the UK.

### Journalists as partners: Towards a more free data-driven journalism

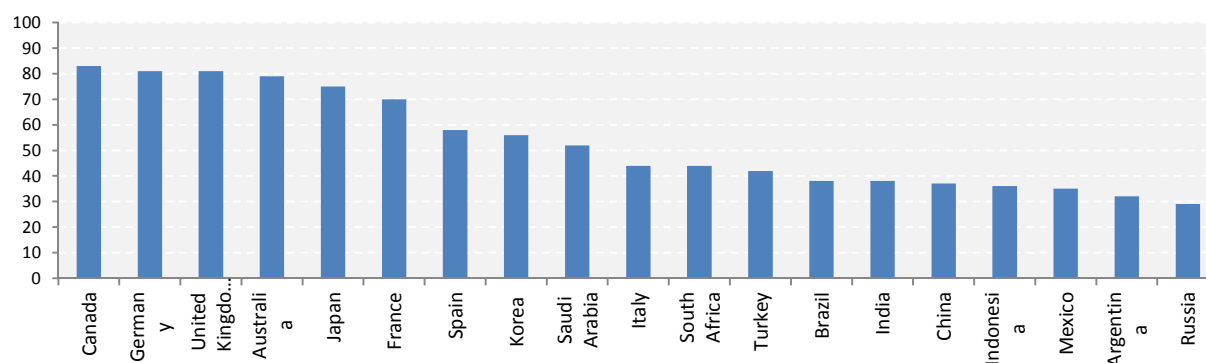
Agreeing on whether the availability - or not - of initiatives on open data for anti-corruption is a measure of government openness, accountability and integrity is relative. If any, the more instruments governments put in place to fight corruption across different policy areas (e.g. public procurement, private

vs. public interest, extractive industries), the more willingness the government shows to either a) construct the necessary conditions to move towards greater public sector integrity (a corrective approach), or b) improve the conditions that have led to low corruption levels in the public sector (a preventive approach). The approach to be taken would depend greatly on the current level of corruption inside public sector institutions and the need of either maintaining good levels of public trust in governments and public sector integrity or, indeed, use open data to restore them.

By 2015, the public perception of corruption across G20 countries was diverse (See Figure 7). Indeed, evidence shows that trust in governments is negatively correlated with the perceived levels of corruption in government (OECD, 2015). While in some countries the absence of specific open data for anti-corruption initiatives might be related to low corruption levels in the public, in other countries the low decreasing levels of public trust open a window of opportunity – and raise a flag – to use open data as an instrument to build greater trust in government with a holistic approach. In other words, acknowledging open data as an element of a broader context that goes beyond the policy-making and political sphere thereby facing, in some cases, complex social challenges for success.

**Figure 7. Corruption Perception Index across G20 countries (2015)**

Public perceived level of public sector corruption on a scale of 0 (highly corrupt) to 100 (very clean)



Source: OECD with data from Transparency International <http://www.transparency.org/cpi2015#downloads>

Publishing open data to fight corruption requires further reaching, coordinating, collaborating and engaging key stakeholders. But such an engagement may lead to further public scrutiny of the activities of governments and civil servants. As a result, this may reduce the willingness of corrupt, unaccountable and inefficient institutions and civil servants to open-up these data and, furthermore, reach and engage key stakeholders such as journalists and the media.

**Box 21. Making use of investigative media**

The role of the media is critical in raising public awareness, promoting integrity and detecting and reporting on corruption. Successful action against corruption is dependent on knowledge and information which can be delivered by media. First, media raises public awareness about corruption, its causes, consequences and possible remedies and thus can foster a culture of integrity. Second, media can investigate, detect and report incidences of corruption, bringing corruption cases into the public sphere and instigating judicial involvement.

The effectiveness of the media, in turn, depends on access to information and freedom of expression, as well as a professional and ethical cadre of investigative journalists. Governments, media owners and journalists have a shared responsibility to ensure that the media can and does effectively contribute to enhance accountability and curb corruption. For the media to fulfil this function, a number of elements should be in place



**Box 21. Making use of investigative media (continued)**

such as freedom of information laws and procedures, effective competition between a plurality of media firms, and sufficient protection of journalists who expose corruption or investigate the interests of powerful private and public sector leaders.

*Source:* Text from OECD (2015c), Putting an end to Corruption, OECD booklet. OECD Publishing. Paris. Available at: <https://www.oecd.org/corruption/putting-an-end-to-corruption.pdf>

Recent international scandals raised the attention of the international community to tax evasion and offshore illegal activities hence showing the impact that multi-national investigative journalism can create. This impact could be fostered by the implementation of initiatives that aim to further engage journalists as watchdogs towards the development of data-driven journalism. This means empowering journalists not only to request and access open government data (if available) but to make them skilled to clean, re-use and mash-up data from governments, public sector institutions, civil servants, and the private and social sector.

At the same time, this means empowering them to publish the results of their own investigative work and, wherever possible, open data. For instance, the publication as open data of the Panama Papers' investigation results, which database contains data on 320 thousand offshore entities and covers a time period of nearly 40 years (ICIJ, 2016). Such a dynamic environment, where all actors publish and consume data, sets an ideal scenario *where governments consume and reuse* data that enables them to make more informed decisions and better perform their work drawing upon the digitisation of their own activities (see Box 22).

These activities (which call for the implementation of specific parallel measures to develop in-house skills and capacities within public sector institutions) are not exclusive to anti-corruption efforts. The recent work of the OECD on digital transformation (including data-driven public sector) and the role it plays in the combat against fraud has been useful to identify further areas opportunity for the digitisation public sector activities. For instance, public sector institutions in OECD countries such as Belgium, France and Spain are already exploiting the potential of digital technologies to prevent and identity fraud in areas such as electronic identification, public finance, social security and employment by bringing in human capital with capacities on data and text analytics. These efforts should be adopted by a broader group of public sector institutions working on or related to the fight against corruption across G20 and OECD countries in order to tackle the negative impact that digitisation has brought by offering new ways of performing and concealing corrupt activities.

**Box 22. Argentina: Open data as an input for governments' anti-corruption activities**

In Argentina, the Ministry of Justice has put in place an initiative to reuse the data published by the La Nacion journal. The portal showcases examples of data-driven journalism and provides as open data the results of the work of the journal.

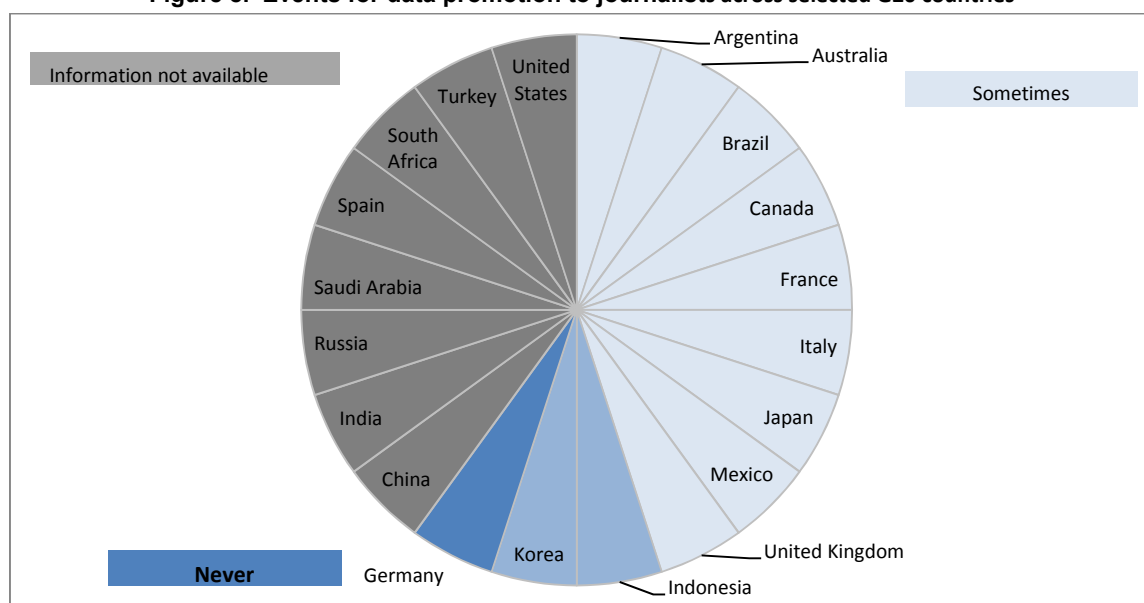
The objective of such an initiative is to draw upon the data-driven journalistic work of the journal in order to use the data as an input for the activities of the Ministry of Justice's Anti-corruption Office (which include the monitoring of the publication of declaration of interest by civil servants). This initiative illustrates the potential of open data not only for non-governmental users and the general population but also the benefits of open data for the anti-corruption activities of the public sector drawing upon the growing role of public sector organisations as data users towards a data-driven public sector.

*Source:* OECD

The OECD Open Government Data Survey has been useful to collect information on the implementation of initiatives by some G20 countries aiming to promote the re-use of government data by journalists. Evidence from the survey indicates that the implementation of such initiatives is not regular and journalists are not a priority user-group for some governments. Only 2 out of 19 G20 countries report **(Indonesia and Korea)** report carrying out such initiatives on a regular basis (See Figure 8) . Nonetheless, countries are increasingly acknowledging the relevance of having journalists as partners for the co-creation of public value. For instance, in October 2016, the Spanish Government organised the International Open Data Conference (IODC) - one of the most recognised open data conferences worldwide – bringing together actors from different sectors to discuss highly relevant subjects for the open data community, including data-driven journalism and open contracting data.

While the scenario may be the result of different conditions, the reality is that empowered and skilled data-driven journalists can provide a threat for corrupt politicians, civil servants and private sector institutions. Such a scenario may lead not only to the lack of compliance for the disclosure of PSI and, as a consequence, of OGD or the low involvement of journalists on open government data initiatives, but to political censorship or - at the least – to journalists’ repression.

**Figure 8. Events for data promotion to journalists across selected G20 countries**



Notes: **Argentina and Brazil:** Based on information collected between 2015 and 2016.

**Indonesia:** Information collected during 2015.

**Australia, Canada, France, Germany, Italy, Japan, Mexico, United Kingdom, Korea, Turkey and the United States:** Based on information collected through the OECD Open Government Data Survey 2.0.(2014)

Source: OECD Open Government Data Survey 2.0.

**Box 23. Indonesia: Indonesia Data-Driven Journalism**

Data-driven journalism aims to contribute to sound, better-informed and qualified news. As a result, citizens (as data producers) and journalists (as data users) can provide data-based inputs and feedback to governments. These inputs can also contribute also to develop data-driven policies and evidenced-based decision-making process (data-driven public sectors).

In 2016, the Association of Indonesian Journalists (AJI) - in collaboration with the Office of President and other related ministries – organised the Indonesia Data-Driven Journalism (IDDJ) event to increase journalists 'awareness on the benefits of using open data as an input for journalism. The initiative aimed to build up data competencies and skills and spur awareness among professionals and college students to lever the open government culture in the country and promote and democratize the use of the central OGD portal.

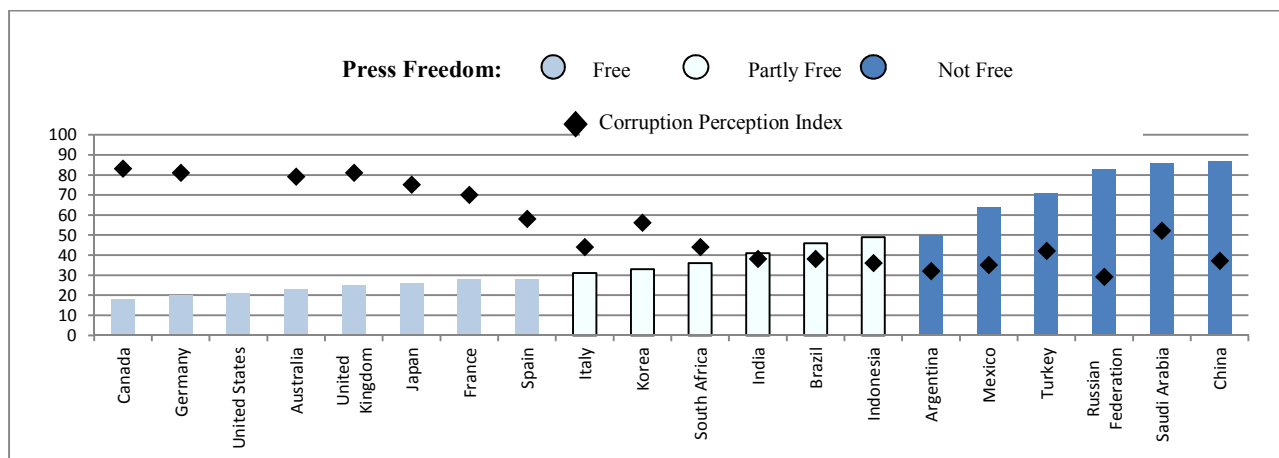
The IDDJ included a series of workshops focused on building knowledge on subjects such as journalism, and open data management and reuse (e.g. discoverability, cleaning, analytics, and visualisation). The IDDJ also hosted a thematic competition around data-driven journalism, thus providing a "learn and practice" platform where journalists could apply the knowledge and skills learnt during workshops. The event was organised at the national and sub-national levels to ensure the fair distribution of knowledge on data-driven journalism across the whole Indonesian society.

*Source:* Information provided by Office of President of Indonesia

The publication of open data does not lead to citizens' empowerment by itself. Empowerment is achieved when support to and cooperation with user groups takes place (e.g. civil society organisations and the media) in order to make them capable of exploiting the potential of open data for anti-corruption; thereby, when capacities to exert such an empowerment are developed.

Evidence shows that an inverse correlation between corruption perception levels and press freedom across G20 countries (See Figure 9). This may evolve into a paradox created as a result of the implementation of open data for anti-corruption initiatives (including journalists engagement efforts) in environments that do not offer the ideal conditions to, actually, create an impact as a result of data-driven investigative journalism. For this purpose, it is also necessary to ensure the existence of coherent a political, legal, social and institutional context where a) users (such as journalists) can actually freely exert the power of making governments, civil officials and private sector organisations accountable for their actions without the risk of repression or censorship; and, b) where public institutions are independent and objective enough to investigate and prosecute public officials at all levels once corrupt activities (e.g. nepotism, conflicts of interest and embezzlement) are brought to light.

Figure 9. Press Freedom and Corruption Perception Index across G20 countries (2016)

**Notes:**

(1) **Corruption Perception Index:** Perceived level of public sector corruption on a scale of 0 (highly corrupt) to 100 (very clean).

(2) **Freedom of the Press:** Total press freedom score from 0 (best) to 100 (worst) based on three subcategories (legal environment, political environment and economic environment).

Source: Created by the OECD with data from Freedom of House, Freedom of the Press, Scores for 2016 <https://freedomhouse.org/report/freedom-press-2016/table-country-scores-fotp-2016> ; and Transparency International, Corruption perception Index 2015 <http://www.transparency.org/cpi2015#downloads>

The protection of basic rights such as freedom of speech and freedom of press is a crucial precondition to create impact from data-driven journalism. The flourishing of investigative data-driven journalism requires putting in place measures that ensure and enforce the protection of journalists and freedom of press - and the availability of politicians and governments who are willing to do so. Without such an environment, the implementation of open data initiatives that aim to reduce the risks of conflict of interest, increase the transparency of public contracting or the development of data-driven journalism will face unpropitious conditions for success, particularly once corrupt activities have been brought to light as the result of social and media scrutiny.

## CONCLUSION

Transparency and public sector accountability have been at the centre of the political and policy making discourse since many years. Not in vain, countries have embarked in the definition and implementation of open government and transparency policies. By doing this, governments aim to show to their constituents their willingness to be more accountable for their activities, more transparent on the way decisions are taken inside public sector institutions and less opaque on the way arrangements are done with the private sector. At the same time, technological developments and the digital era provide to citizens new ways of holding governments accountable and to shed light on their activities drawing upon digital technologies.

Public sector information has evolved to open government data. G20 countries now face the challenge not only of being more open but digitally driven. This means moving away from traditional approaches for policy and decision making drawing upon a new digital government-citizen relationship that is based on collaboration and co-creation of public value.

In this line, “using” open data for anti-corruption is a broad concept comprising not only the publication of timely, accurate and quality data in a proactive fashion. It means, on the one hand, publishing as open data valuable high-quality government information in machine-readable formats which can be then accessed, consulted and re-used by skilled users (e.g. data scientists), non-expert users (e.g. citizens and civil society organisations with different levels of technical competencies, and machines (e.g. through machine-to-machine automated communication).

On the other hand, the “use” of open data for anti-corruption is also applicable to governments’ use and re-use of open data produced either from other public sector sources or external non-governmental actors, which means spreading across the public sector the application of big data analytics techniques. For such a purpose, a sense of urgency should be developed drawing upon the value of open data as an instrument that governments (as data users) have at hand to increase public sector integrity and accountability.

Government datasets should be valuable. Their usefulness depends on the possibilities for users to reuse them to build new knowledge and value, to track and monitor the activities of governments, behaviors of public sector institutions, as well as of civil servants and private sector organisations. At the same time, this would require putting in place specific regulations mandating the disclosure of public sector information as open data for the benefit of the public interest (e.g. public funds managed by private sector organisations). Yet, this may also require building a culture of openness across public sector institutions which, in some countries, may also imply fighting a deep-rooted culture of institutional secrecy. Moreover, some G20 countries may still need to build data literacy inside public sector institutions in order to better understand basic concepts around open data.

In general terms, G20 countries have succeeded to pave the way for a greater use of open data for anti-corruption. However, the different levels of open data policy maturity observed across G20 countries (which group trend-setter and less advanced countries in terms of open data) are translated into the availability - or absence - of specific open data initiatives aiming to fight corruption.

The most relevant country examples show that in those countries specific actions have been taken to make publicly available valuable government datasets in machine-readable formats (e.g. declarations of interests, sponsorship, beneficial ownership, public contracting). These initiatives aim to strengthen public sector integrity and reduce the risks of conflicts of interest and corruption; thereby building more transparent and accountable public sector institutions and public-private relationships. In some cases, these initiatives are the response of governments to a public trust deficit in the public sector and corruption scandals (i.e. a reactive approach) or have been put in place as mechanisms to prevent corruption and reduce the risk of conflict of interest. More forward-looking countries have identified the potential of open data for their own oversight processes; therefore building capacities to reuse external open data as a mechanism to improve civil servants' compliance to specific regulations.

But there is still a long way to go. Greater government openness means greater public scrutiny. Governments should further engage with specific user communities in order to increase public trust enabled by analysis drawing on open data re-use. For this to be possible, user communities should be engaged regularly and during all stages of the implementation of open data initiatives. This in order to identify their data needs and, moreover, to obtain their feedback on the value and quality of those datasets being published. As partners, governments and data users should collaborate closely and share the responsibility of value co-creation. Data users should self-acknowledge the importance of their participation beyond their role as data users. This multi-actor collaboration is, indeed, beneficial to improve the usefulness and quality of those datasets published by government institutions which as a result levers the co-creation of public value.

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## ANNEX: LIST OF COUNTRY PRACTICES FOR ANTI-CORRUPTION PROVIDED BY G20 COUNTRIES

	Name of Initiative	Institution in charge of policy coordination and implementation	Main focus area
Argentina	Disclosure of civil servants' declaration of assets declaration as open Data	Ministry of Modernisation and Ministry of Justice (through the central open data portal).	Publication as open data of civil servants' declaration of assets.
	Use of open data published by the media	Ministry of Justice	Data-driven journalism, data-driven public sector and anti-corruption.
Brazil	Transparency portal	Office of the Comptroller General (CGU)	Open data on public sector finance and expenditure. <b>penalised public officials</b> , etc.
China	Public procurement portal	Central Commission for Discipline Inspection (Ministry of Supervision)	Publication of public procurement information, tendering, contracting, and <b>records of illegibility and lack of credibility of parties involved</b> .
France	Transparence.sante.gouv.fr	French Prime Minister's Taskforce for Open Data and Open Government (ETALAB)	Publishing of databases with information on the <b>commercial relations</b> between <b>health sector</b> institutions and professionals and <b>private sector</b> companies.
	Transparence.aide.gouv.fr		Data-based visualisation of <b>France's north-south development contributions</b> to priority countries.
	OCDS Implementation	ETALAB	Multi-level and multi-stakeholders collaborative implementation of the Open Contracting Data Standard.
Germany	Disclosure of private sector sponsorship as open data	Ministry of the Interior	Private sector sponsorship.
India	RTI Platform	Department of Personnel & Training	Government-to-government and Government-Citizen freedom of Information access requests management platform
	Direct Benefit Transfer (DBT) and open data portal	Office of the Prime Minister – DBT Mission	Transparency and management of financial and in-kind transfers to population. Publication of information on DBT as open data (to be updated and further developed).
Indonesia	Extractive Industry Transparency Initiative	Office of the President/Corruption Eradication Commission (KPK)	Publication of open data on extractive industries
	National Strategy on Prevention and Eradication of Corruption (Stranas PPK)		Diverse efforts aiming to reduce corruption, including open data and open government initiatives.
	MINERBA Platform	Corruption Eradication Commission (KPK) in cooperation with the Ministry of Energy and Mineral Sources	Multi-level management of mining permits
Italy	Soldipubblici.gov.it	Agency for Digital Italy (Ministry of Public Administration)	Databases on public expenditure by local governments.
	Italiasicure.gov.it		Databases and data visualisation on natural risks management, emergency response and relief (e.g., reconstruction).
	Dati.openexpo.it		Databases and data visualisation on expenditures and procurement during the Expo2015 held in Milan in 2015.
Korea	UNI-PASS Customs clearance procedure and electronic data interchange	Korea Customs Service	Automated customs clearance procedures.
Mexico	Contracting 5 (C5) (Five countries)	Coordination of the National Digital Strategy (Centre of Government, Office of the President) and the Ministry of Public Administration	Implementation of open contracting as an effective monitoring tool to promote accountability and increase transparency worldwide by releasing structured, interoperable and reusable data around procurement's whole lifecycle, including planning, tendering, award, implementation and evaluation stages.

<b>Mexico</b>	Implementation of the Open Contracting Data Standard: a) Shared Telecommunications Network; and b) New Airport of Mexico City; a	Coordination of the National Digital Strategy (Centre of Government, Office of the President) and the Ministry of Public Administration	<ul style="list-style-type: none"> <li>Implement the Open Contracting Data Standard within the Shared Telecommunications Network Public-Private Partnership (PPP) process, and help inform the development of the PPP extension to the Open Contracting Data Standard.</li> <li>Applying an Open Contracting Data Standard in the world's 5 biggest infrastructure project, the New International Airport of Mexico City.</li> </ul>
	Open contracting in the energy and health sectors		Implementation of the Open Contracting Data Standard in the First Round of Tenders for oil exploration and extraction, in accordance with the Constitutional Energy Reform. On-going works to implement open contracting in the health sector.
	Federal regulatory reforms to support an open contracting regime		The Ministry of Public Administration will undertake reforms to the federal regulatory framework related to public procurement in responsibility of the executive in order to promote the principles of Open Contracting to include the planning and execution stages.
	Open Contracting Platform (datos.gob.mx/contrataciones)		An Open Source Platform that use open data from the Mexican Government procurement system, CompraNet, in order to analyse performance of public contracting centring on five dimensions: timing, cost efficiency, equality, quality and transparency.
<b>Russia</b>	Central open data portal <a href="http://data.gov.ru/">http://data.gov.ru/</a>	Department of State Regulation of the Economy	Publication of open government data by the central government
<b>Spain</b>	Transparency portal	OPERA (Office for the Implementation of the Reform of the Public Administration)	Publication public procurement, budget and civil servants' open data.
<b>United Kingdom</b>	Data collection and publication on person(s) with significant control (PSC) in a company (beneficial ownership)	Companies House (UK's company registry) - Department for Business Innovation and Skills (BIS)	Companies House publication of beneficial ownership free of charge as open data
<b>United States</b>	Central Open Data Policy (different initiatives)	White House Office of Management and Budget (OMB)	Implementation of different open data initiatives and social engagement activities by public sector institutions
<b>Ukraine</b>	Prozorro platform	Ministry of Economic Development and Trade	Public procurement platform embedding principles of digital transformation and open data.

Source: OECD with information provided by G20 countries.



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