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eGovernment Transformation

Open Government Philippines and Open Data Philippines

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Republic of the Philippines

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**Open Government Philippines
and Open Data Philippines**

July 2015

Miro Frances Capili



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PREFACE

This report was prepared for the Philippines Open Government Task Force whom contributed insights on the underlying processes, successes, and challenges encountered during the conceptualization and creation of data.gov.ph and other Open Government Philippines events discussed in this document. The author would like to express warmest gratitude for the time, cooperation, and input provided by Secretary Edwin Lacierda from the Office of the Presidential Spokesperson (Task Force Chair, OPS), Undersecretary Richard Moya from the Department of Budget and Management (Task Force member, DBM), Undersecretary Manuel Quezon III from the Presidential Communications Development and Strategic Planning Office (Task Force member, PCDSPO), Ms. Gisela Maria Banaag (Co-Lead Coordinator, OPS), Mr. Gabriel Jess Baleos (Co-Lead Coordinator, DBM), Ms. Joi Marie Angelica Indias (Creatives Lead, PCDSPO), Ms. Ivygail Ong (Outreach Lead, DBM), Mr. Jonathan Cuevas (Technical Lead, PCDSPO), Ms. Gianne Karla Gaoiran (Data Lead, DBM), Ms. Cherie Lynn Tan (Creatives group member, PCDSPO), Ms. Camille del Rosario (Creatives group member, PCDSPO), and Mr. Jan Aurel Nikolai Castro (Developer Evangelist, DBM).

Hanif Anilmohamed Rahemtulla (Senior Operations Officer, Country Management Unit, World Bank Group Philippines) and Kai-Alexander Kaiser (Senior Economist for Governance, Macroeconomics and Fiscal Management Global Practice, World Bank Group Philippines), Rogier J.E. Van Den Brink (Lead Economist and Program Lead for Governance, Macroeconomics and Fiscal Management Global Practice, World Bank Group Philippines) provided valuable comments and key references in writing of the report. The author would like to express the valuable inputs by the reviewers including Claudia Buentjen (Principal Public Management Specialist, Asian Development Bank), Amparo Ballivan (Lead Economist, Development Data Group, World Bank Washington), Enzo De Laurentiis (Practice Manager in the Governance Global Practice, Public Integrity and Openness Unit) and Hannah George (Senior Communications Officer, World Bank).

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TABLE OF ACRONYMS AND ABBREVIATIONS

Acronym/Abbreviation	Expanded Form
API	Application Programming Interface
BoC	Bureau of Customs
CHED	Commission on Higher Education
CKAN	Comprehensive Knowledge Archive Network
CSO	Civil Society Organization
DA	Department of Agriculture
DBM	Department of Budget and Management
DENR	Department of Environment and Natural Resources
DepEd	Department of Education
DILG	Department of Interior and Local Government
DOF	Department of Finance
DOTC	Department of Trade and Communications
DTI	Department of Trade and Industry
EITI	Extractive Industries Transparency Initiative
FDP	Full Disclosure Policy
FOI	Freedom of Information
GFI	Government Financial Institutions
GGAC	Good Governance and Anti-Corruption
GIFMIS	Government Integrated Financial Management Information System
GOCC	Government-Owned and/or Controlled Corporation
GPPB	Government Procurement Policy Board
GWHS	Government Web Hosting Service
IDP	Internally Displaced People
iGovPhil	Integrated Government Philippines Online Project

Acronym/Abbreviation	Expanded Form
JSON	JavaScript Object Notation
KRA	Key Result Area
LGU	Local Government Unit
MMDA	Metro Manila Development Authority
NAMRIA	National Mapping and Resource Information Agency
NAPC	National Anti-Poverty Commission
NARMIS	National Archives and Records Management Information System
NEDA	National Economic Development Authority
NGA	National Government Agency
NGP	National Government Portal
OGD	Open Government Data
OPAPP	Office of the Presidential Adviser on the Peace Process
OPS	Office of the Presidential Spokesperson
PCDSPO	Presidential Communications Development and Strategic Planning Office
PeGIF	Philippine eGovernment Interoperability Framework
PhilGEPS	Philippine Government Electronic Procurement System
PKI	Public-Key Infrastructure
PMO	Project Management Office
TF	Task Force
URI	Uniform Resource Identifier
USAID	United States Agency for International Development
UWCP	Uniform Website Content Policy
XML	Extended Markup Language

EXECUTIVE SUMMARY

Background

The Philippines is one of the eight founding members of the Open Government Partnership (OGP) alongside Brazil, Indonesia, Mexico, Norway, South Africa, United Kingdom, and the United States. The OGP is a global, multilateral initiative that aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. The overarching concept of Open Government recognizes that good governance derives from the principle of transparency by providing an easily accessible, readily usable, and up-to-date online platform of digitized public records.

Open Data is an important component and commitment area of the OGP. Open Data refers to non-proprietary and machine-readable data that anyone is free to use, reuse, manipulate, and disseminate without legal or technical restrictions. Hence, Open Data initiatives across member countries may be viewed as technical frameworks for fulfilling OGP commitments to disclose various forms of government data; maximizing the ease of use and cross-platform sharing capabilities of the Internet and mobile applications; and ensuring few barriers to use for stakeholders such as citizens, civil society organizations, the media, and the private sector.

At the core of Open Data is translating transparency into citizen participation by using information as capital for substantive accountability demands and realizing concrete policy outputs. It aims to promote bottom-up accountability by allowing third parties to identify transparency deficits and assessing public service delivery and expenditure management. Access to information also proves beneficial to government by enhancing its legitimacy and building long-term trust between public officials, government agencies, and governance stakeholders.

Open Government Philippines and Open Data Philippines

On June 20, 2011, the Philippines became one of the eight signatories of the Open Government Partnership. Coinciding with this development, the United States Agency for International Development (USAID)—then overseeing such arrangements for the OGP—nominated the Department of Budget and Management (DBM), through Secretary Florencio Abad, as the frontline agency for crafting and executing the Philippines' commitments to OGP. An Open Government Steering Committee was formed to complete the commitments to OGP.

The Philippines developed its first national Open Government action plan¹, which detailed nineteen initiatives under four broad outcome areas, from June to September 2011. The official implementation date for the commitments set out in the action plan was from January 1, 2012 to December 31, 2012. DBM published its first

¹ National action plans should outline commitments that “stretch government practice beyond its current baseline with respect to relevant grand challenges” and may “build on existing efforts, identify new steps to complete ongoing reforms, or initiate action in an entirely new area” (Mangahas 2013).

self-assessment report in March 2013 and its revised 2014-2016 Action Plan for public comment in January 2014.

The first formal meeting for Open Data Philippines (as a specific OGP commitment area) between DBM, PCDSPO, OPS, and the World Bank took place in the first week of May 2013. This marked the beginning of concrete efforts to devise strategies to meet Open Government commitments and, eventually, a national Action Plan for unifying efforts across government under Open Government and Open Data. In May 2013, an ad hoc Open Data Task Force was formed with representatives from DBM, PCDSPO, and OPS.

The **Open Data Portal** at data.gov.ph is the cornerstone project of Open Data Philippines, and was presented as the country's "ambitious new commitment" during the Open Government Annual Summit held in London in October 2013. The Open Data Portal was officially launched on January 16, 2014 during the Philippine Good Governance Summit. It serves as a unified online platform for hosting data released and published by various government agencies. Six hundred-fifty data files were hosted on data.gov.ph at the time of its launch, organized through dashboards with extensive search functions. Data.gov.ph also features static and kinetic infographics—creative visualizations that make data more understandable and intuitive.

In addition to creating the fully functional Open Data Portal, the Task Force has already hosted the Open Data Workshop, Open Data Boot Camp,

International Open Data Champions Master Class, #KabantayNgBayan Hackathon, and the Open Data @PH Multi-stakeholder Consultative Forum within a span of nine months.

Objectives

This paper aims to 1) document the historical development, key drivers, and milestones of Open Government Philippines and Open Data Philippines, and 2) pose recommendations for moving forward with its commitments. It reviews the composition and formation of the Open Data Task Force and showcases the features of data.gov.ph. The paper then seeks to pose recommendations pertaining to the following areas: 1) Release and Manage Organized, Operable, and Relevant Data; 2) Refine Technical Aspects of Open Data; 3) Institutionalize Open Data within Government; 4) Promote Civic Engagement and Stakeholder Outreach; and 5) Adopt Complementary Metrics and Measures of Success.

The paper also opens a series of reports on the key stages in the development of the program, including implementation and impact evaluation. It was produced in line with the World Bank's commitment to provide technical assistance to the Open Data Philippines ecosystem, and support existing initiatives within a broader good governance framework pursued by the current administration.

I. INTRODUCTION

“Openness inspires trust, which is the foundation of a genuine partnership,” said Benigno S. Aquino III, the President of the Philippines, in a speech delivered at the Power of Open: A Global Discussion in September 2011. Aligned with the self-same principles of freedom and trust, Open Government Data (OGD) refers to non-proprietary and machine-readable data that anyone is free to use, reuse, manipulate, and disseminate without legal or technical restrictions². From a governance stakeholder’s perspective, Open Government Data is a methodological framework for institutionalizing disclosure of various forms of public sector information with few barriers to use by third parties such as citizens, civil society organizations (CSOs), the media, and the private sector.³

Open Government recognizes that good governance derives from the principle of transparency by providing an easily accessible, readily usable, and up-to-date online platform of digitized public records. The initiative is a product of and central to the success of the Open Government Partnership (OGP), of which the Philippines is a founding member alongside Brazil, Indonesia, Mexico, Norway, South Africa, United Kingdom, and the United States. The OGP is a global, multilateral initiative that aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance.⁴

Open Government is more than a methodological framework for institutionalizing the disclosure of various forms of public sector information to third parties with few barriers to use. Ultimately, it provides an empirical basis for both formal and informal discourse, cultivates an enabling environment for citizen engagement, and creates critical stakeholders out of any interested party. It is propelled by the assumption that symmetric information, coupled with the appropriate technologies for organization and dissemination, refines the effectiveness of policy-making and generates new forms of social capital⁵.

The Open Government Data movement, an iteration of Open Government also known as Open Data, refers to the philosophical and methodological approach to democratizing data, enabling individuals, communities and organizations to access and create value through the reuse of non-sensitive, publicly available information. This data is typically available online at no cost to citizen groups, non-governmental organizations (NGOs) and businesses. Some view Open Data as the logical conclusion to a Freedom of Information (FOI) Act already enacted in various countries, encouraging the question: if citizens can and will ask for data, why not simply publish it in the first place (Rahemtulla and Van den Brink, 2012)⁶?

Governments around the world, including the Philippines, continue to produce immense amounts of data from economic and social statistics to program and administrative records, all of which

² How To Note: Toward Open Government Data for Enhanced Social Accountability (Draft), p. 3, paragraph 2

³ How To Note: Toward Open Government Data for Enhanced Social Accountability (Draft), p.3, paragraph 3

⁴ Open Government Partnership website, <http://www.opengovpartnership.org/about>

⁵ Dawes, S. *A Realistic Look at Open Data*. Center for Technology in Government at University of Albany/SUNY.7

⁶ World Bank. (2012). *Philippine Economic Update: Special Focus on Open Government/Open Data*. Manila, Philippines: Hanif Rahemtulla and Rogier van den Brink.

have a traditional development audience. Government is a major source of Open Data. While the day-to-day value of this information comes from its use in specific government programs and services, its societal value derives from unpredicted and flexible uses of available data. Such data can be extremely useful in policy planning and evaluation for a wide set of stakeholders, but have often remain untapped and inaccessible, even among government departments. And while there may be legitimate confidentiality concerns for keeping certain sources closed, the most common reasons behind inaccessibility of data are practicalities and operational costs (Rahemtulla and Van den Brink, 2012)⁷. However, new technologies make it possible to collect, organize, and share data at low costs and in secure ways. These developments enable stakeholders to collaborate around multiple data sources and build services and applications which expose the data in useful ways and help answer pressing development questions.

Open Government Data is quickly gaining traction as a global initiative. The first effort was launched in Washington, DC in 2008, when the Chief Technology Officer of the District of Columbia released more than 30,000 datasets on the District's budget, contracts, crime statistics, and more⁸. US President Barack Obama endorsed a similar initiative at the federal level in 2009, requiring agencies to release open datasets to a designated website, data.gov. The United Kingdom followed with a similar policy through the repository data.gov.uk. Since then, more than a

hundred OGD initiatives have been documented around the world. To date, this movement has been led by the United Kingdom and the United States through pioneering initiatives such as data.gov and data.gov.uk. These initiatives are being replicated across cities, states, and countries such as Kenya and Moldova which are proactively sharing data in the public domain.

Consistent with its reform agenda, the administration issued Executive Order No. 43, Series of 2011, which serves as the overall governance framework of the Aquino government. In pursuing its platform of government entitled A Social Contract with the Filipino People as part of the Philippine Development Plan, the Cabinet was organized into five clusters which would respond to different aspects of governance. The Key Result Area of the Good Governance and Anti-Corruption (GGAC) is to "institutionalize open, transparent, accountable, and participatory governance"⁹ all of which are intended outcomes of Open Data. As mandated, the Cluster shall "promote transparency, accountability, participatory governance, and strengthening of public institutions. It shall also work to regain the trust and confidence of the public in government."¹⁰ Its objectives include:

1. Upholding transparency in government transactions and [the Aquino administration's] commitment to combating graft and corruption;
2. Strengthening of the capacity of government institutions to link their respective

⁷World Bank. (2012). *Philippine Economic Update: Special Focus on Open Government/Open Data*. Manila, Philippines: Hanif Rahemtulla and Rogier van den Brink

⁸How To Note: Toward Open Government Data for Enhanced Social Accountability (Draft), p.3

⁹From the GGAC Action Plan. The full text of may be accessed at:

http://www.competitive.org.ph/files/downloads/Good_Governance_and_Anti-Corruption_Plan_2012-2016_2.pdf

¹⁰From the GGAC Home Page at <http://governancecluster.wordpress.com/>.

budgets with performance outcomes and enabling citizens and civil society to monitor and evaluate these;

3. A professional, motivated and energized bureaucracy with adequate means to perform their public service missions;
4. Improvement of public sector asset and resource management and revenue performance; and
5. Establishing an improved policy and regulatory environment that will reduce the cost of doing business in the country and improve competition.

Open Data aligns with and directly contributes to the thrust of the 2012-2016 Good Governance and Anti-Corruption (GGAC)¹¹ Action Plan, which is currently being revised and updated for the years 2013-2016. The Department of Budget and Management serves as both the Secretariat of the GGAC and Open Government initiatives in the Philippines. DBM then aligned its commitments to the Open Government Partnership with existing GGAC commitments, all of which share the overarching philosophies of transparency and accountability. The GGAC Action Plan entitled “Institutionalizing People Power in Governance to Ensure Direct, Immediate, and Substantial Benefits for the Poor” represents a broad-based plan to escalate the reform process and prioritize mechanisms to expand citizen engagement. Such initiatives range from disclosing greater budget information of national government agencies (NGAs) and local government units (LGUs), escalating accountability to ethical and performance standards, and leveraging technology to improve information management.

The Philippines made nineteen commitments within four thematic clusters upon joining the Open Government Partnership. The four thematic clusters were as follows: 1) Improving Compliance with Transparency, 2) Deepening Citizen Participation, 3) Escalating Accountability, and 4) Technology and Innovation.

1.1. Implementation of the Philippines’ Commitments to the Open Government Partnership

All OGP participating governments are tasked to develop OGP country action plans that elaborate concrete commitments over an initial two-year period. Governments should begin their action plans by sharing existing efforts related to a set of five Grand Challenges, including specific Open Government strategies and ongoing programs¹². Action plans should outline commitments that “stretch government practice beyond its current baseline with respect to relevant grand challenges” and may “build on existing efforts, identify new steps to complete ongoing reforms, or initiate action in an entirely new area” (Mangahas 2013). The five grand challenges are as follows:

1. **Improving Public Services** – measures that address the full spectrum of citizen services including health, education, criminal justice, water, electricity, telecommunications, and any other relevant service areas by fostering public service improvement or private sector innovation.
2. **Increasing Public Integrity** – measures that address corruption and public ethics, access to information, campaign finance reform,

¹¹ A Cabinet cluster formed under the Aquino administration to institutionalize open, transparent, accountable, and inclusive governance. The Governance Cluster is chaired by President Aquino, with its roster of members including the Secretaries of the Department of Budget and Management, Department of Finance, Department of the Interior and Local Government, Department of Justice, Department of Trade and Industry, the Head of the Presidential Legislative Liaison Office, and the Chief Presidential Legal Counsel.

¹² From the Independent Reporting Mechanism Philippines: Progress Report 2011-13 by Malou Mangahas.

and media and civil society freedom.

3. More Effectively Managing Public Resources – measures that address budgets, procurement, natural resources, and foreign assistance.

4. Creating Safer Communities – measures that address public safety, the security sector, disaster and crisis response, and environmental threats.

5. Increasing Corporate Accountability – measures that address corporate responsibility on issues such as the environment, anti-corruption, consumer protection, and community engagement.

The Philippines developed its national action plan from June to September 2011, of which the official implementation date was January 1, 2012 to December 31, 2012. In compliance with OGP requirements, the Independent Reporting Mechanism (IRM) carries out a biannual review of each OGP participating country's activities to inform dialogue around the development and implementation of its commitments. The OGP partners with an independent local researcher to evaluate the progress and implementation of the country's first Action Plan. DBM published its self-assessment report in March 2013, which formed the basis of the IRM report for the Philippines authored by Malou Mangahas from the Philippine Center for Investigative Journalism. The IRM detailed and assessed the progress of nineteen initiatives, summarized in Annex A.

On January 15, 2014, the Task Force published its revised 2014-2016 Action Plan for public comment.

The document “provides the guiding principles, framework, and activities of Open Data Philippines, a groundbreaking Philippine government transparency program.”¹³

1.2. Open Government Data as Part of a Broader Good Governance Framework

The commitments made by the Philippine government to the Open Government Partnership uphold the constitutional right of the Filipino people to information on matters of public concern. Its guiding principles are codified in the Bill of Rights under the 1987 Philippine Constitution: “Access to official records, and to documents and papers pertaining to official acts, transactions, or decisions, as well as to government research data used as basis for policy development, shall be afforded the citizen, subject to such limitations as may be provided by law¹⁴.”

Furthermore, Open Government Data initiatives contribute to a broader good governance framework which continues to inform the policy directives of the Aquino administration. But while the Philippines has shown a strong commitment to publishing Open Government Data, there is a need to complement these initiatives with appropriate legislations, infrastructure, institutions, and human resources to fully realize the vision of Open Government.

In the Philippines, a Freedom of Information legislation remains unsigned. House Bill No. 3237 entitled “An Act to Strengthen the Right of Citizens to Information held by the Government,” was filed in

¹³ <http://data.gov.ph/news/action-plan-open-data-philippines-consultation>

¹⁴ Article III, Section 7.

October 2013. In September 2013, the Senate Committee on Public Information elevated Senate Bill No. 1733, otherwise known as the “People’s Freedom of Information (FOI) Act of 2013,” for plenary consideration. According to the Official Gazette of the Philippines, both bills “follow the proposed FOI Bill approved by President Benigno S. Aquino III, which was transmitted to the previous Congress by the Secretary of Budget and Management.” This draft bill “is a result of a consultative process conducted by an administration study group¹⁵ after careful study of similar legislation in order to balance the government’s legitimate needs for secrecy with the public’s right to know.”

Open Government Data, however, is not a substitute for the Freedom of Information Bill. More appropriately, it could serve as a precursor to the prospective legislation, which aims to democratize public information and recognizes “the right of the people to information on matters of public concern, and adopts and implements a policy of full public disclosure of all its transactions involving public interest¹⁶,” subject to certain restrictions which threaten national security, hinder the function of the state, or compromise individual privacy interests.¹⁷ The Open Government Data framework also provides a robust methodology for implementing the objectives of the FOI legislation. Its expedient passage runs parallel to the Aquino administration’s good governance trajectory and will signify a historic achievement for good governance practices in the Philippines.

Open Government Data seeks to nurture a culture of information sharing within and across government; a framework for information exchange and management aligned with international standards; formulate a comprehensive inventory of government data; a focus on data harmonization and strategic focus on commissioning and purchasing data and services for free release to the public; development of back-end technical systems to support information management (e.g. data repository and data requests management and tracking) combined with front-end systems for information access, sharing, and exchange of data.

1.3. Open Data Philippines as a Complement to Existing Government Initiatives

Insofar as parallel efforts for e-governance are concerned, Open Data was not an entirely new paradigm in the Philippines. Individual agencies have launched separate Open Data portals and programs such as the DBM’s Budget ng Bayan (budgetngbayan.com), Department of the Interior Local Government’s (DILG) Full Disclosure Policy Portal (fdpp.blgs.gov.ph), and the Department of Transportation and Communications’ (DOTC) Philippine Transit App Challenge, among others. However, both back-end processes and key results remained uncoordinated within a single access portal.

At present, each government agency is responsible for collecting and storing data without cross-government standards. A coordination mechanism is

¹⁵ Composed of Communications Undersecretary Manuel L. Quezon III (lead), Secretary Ramon A. Carandang, Presidential Spokesperson Edwin Lacierda, Secretary Florencio B. Abad, and Deputy Presidential Spokesperson Abigail Valte, in coordination with the stakeholders

¹⁶ Proposed substitute Freedom of Information Bill submitted to the Committee on Public Information of the House of Representatives, Section 2, Declaration of Policy.

¹⁷ Restrictions include information that “directly relates to national security or internal and external defense of the State;” or if the information requested compromises the “negotiating position of the government in an ongoing bilateral or multilateral negotiation or seriously jeopardize the diplomatic relations of the Philippines with one or more states” (see Proposed substitute Freedom of Information Bill submitted to the Committee on Public Information of the House of Representatives, Section 6: Exceptions).

absent for documenting web links (or data that is already available in the public domain) to existing Open Government initiatives led by other government agencies. This results in a fragmented network of information which has 1) decentralized development and implementation; 2) no integration framework, 3) no harmonized/standardized format, and most importantly, 4) are for internal use of the agency only.

Some existing initiatives have also failed to provide data in user-friendly formats, thereby limiting the reuse and modification value of information and diminishing the potential of well-executed Open Data projects. Given these points of entry, the Open Government Data plan for the Philippines goes beyond a high-level vision of digitizing paper-based documents and archiving government records online. Rather, it seeks to coordinate existing initiatives by organizing, in a single data catalog, the links to datasets of various government agencies. By integrating parallel disclosure initiatives, it promotes interoperability¹⁸ and recognizes the substantial work devoted by other government agencies to existing Open Data projects. Among others, the key open data systems under the GGAC's Outcome Area 1 (entitled Improved Access to Information) include:

1. **Philippine Government Electronic Procurement System (PhilGEPS)** – An electronic bulletin board and web portal of government procurement bid notices and awards, the system requires redesigning to include additional functionalities and related system integration, configuration, and maintenance services. The

initiative aims to: 1) provide a total e-Government Procurement solution to achieve transparency in all stages of government procurement, (i.e., from procurement planning to project management/contract implementation), 2) ensure that the PhilGEPS is linked with the Government Integrated Financial Management Information System (GIFMIS) for tracking budget and expenditure.

2. **The Official Gazette/National Government Portal** – As the official journal of the Republic of the Philippines, it provides a singular platform for publishing government documents, statements, and announcements. It will also function as the National Government Portal, a unified interface in the form of a one-stop source for information and service delivery.

3. **Extractive Industries Transparency Initiative (EITI)** – This is an international multi-stakeholder initiative that seeks to establish a global standard for transparency in the revenues collected by governments from extractive industries such as mining, oil and gas. Its initiatives for 2014 include: publication and dissemination of the first EITI Report; commissioning scoping studies for EITI implementation; and issuance of press releases and updating the EITI website.

4. **LGU Disclosure Portal** – The Full Disclosure Policy (FDP) forms part of the efforts of the DILG to ensure transparency and accountability among LGUs. The FDP requires local officials of provinces, cities and municipalities to fully disclose particular financial transactions of the LGUs to keep their constituents informed of how the LGU budget is managed

¹⁸ In the context of OGD, interoperability refers to a system through which datasets are organized and shared across various government agencies and/or third party users in readily usable formats.

and disbursed. Financial documents must be posted in at least three (3) conspicuous places and in the FDP Portal. LGUs may also post such in print media and in their respective LGU websites. The Open Data Task Force, with

technical assistance from AusAID and the World Bank, is currently engaging with DILG to ensure that data published through the Full Disclosure Policy Portal (FDPP) is both technically and legally open.

II. HISTORICAL DEVELOPMENT OF OPEN DATA PHILIPPINES

Identifying a single point of nascence within the historical development of Open Data Philippines is a matter of perspective. The first points of contact with the Open Government Partnership varied among the participating agencies—namely the Department of Budget and Management (DBM), Office of the Presidential Spokesperson (OPS), and Presidential Communications Development and Strategic Planning Office (PCDSPO)—both in terms of time of engagement and aspect of OGP.

In June 2011, President Aquino was invited by US President Barack Obama to launch the Open Government initiative along with other high-level ministers and heads of state during the United Nations General Assembly in New York. Then, on June 20, 2011, the Philippines became one of the eight signatories of the Open Government Partnership. Coinciding with this development, the United States Agency for International Development (USAID)—then overseeing such arrangements for the OGP—nominated DBM, through DBM Secretary Florencio Abad, as the frontline agency for crafting and executing the Philippines' commitments to OGP.

DBM felt well positioned to accept the responsibility as it could align forthcoming Open Government commitments with DBM's existing commitments to the Good Governance and Anti-Corruption Cluster, from which it selected key result areas and policy instruments pertinent to Open Government. The

concrete commitments made by the Philippine government to the Open Government Partnership cascaded from and built on an existing Good Governance and Anti-Corruption framework outlined in the Aquino administration's Social Contract with the Filipino People platform of government.

A year later, Presidential Spokesperson and OPS Secretary Edwin Lacierda attended the second International Open Government Data Conference from July 10-12, 2012, at the World Bank Headquarters in Washington, D.C. The conference gathered policymakers, developers, and citizens from around the globe with a keen interest in open government data to share lessons learned, stimulate new ideas, and demonstrate the power of democratizing data¹⁹.

From that point on, OPS was able to interface with representatives of the World Bank who were already engaged with government agencies doing work akin to Open Government. Secretary Lacierda recalled having first encountered Open Data as a policy when he met a representative at the World Bank who had been working with the Department of Social Welfare and Development (DSWD), National Anti-Poverty Commission (NAPC), and Department of Education (DepEd). In dealing with these agencies, however, the World Bank encountered sporadic efforts and inconsistent levels of commitment. At Secretary Lacierda's directive, OPS contacted DBM and, upon realizing that the Office of Undersecretary Moya had already been working on Open Data, volunteered to perform coordination. PCDSPO was engaged shortly after through PCDSPO Undersecretary Manuel Quezon III.

¹⁹ <http://www.data.gov/communities/conference>

The decision to unite these efforts within what is now recognized as a single banner of Open Government Philippines proved to be a crucial entry point for all three agencies, and momentous in the developments that followed. By April 2013, the Office of Undersecretary Moya had already met with the World Bank to discuss various ICT initiatives including the technical aspects of the Open Data portal. Budget data had been provided to the World Bank for initial visualizations, and PCDS-PO already possessed data that eventually led to a preliminary dashboard.

However, the first formal meeting for Open Data between DBM, PCDSPO, OPS, and the World Bank only took place in the first week of May 2013. This marked the beginning of concrete efforts to devise strategies to meet Open Government commitments and, eventually, a national Action Plan for unifying efforts across government under Open Government and Open Data. In May 2013, an ad hoc Open Data Task Force was formed with representatives from DBM, PCDSPO, and OPS. The scope of responsibilities was roughly defined. PCDSPO and OPS would handle technical and design related concerns. DBM, on the other hand, would handle matters pertaining to coordination, data gathering and cleaning, and outreach, since a subgroup spearheaded by Undersecretary Moya determined that DBM had the budget and network of CSOs (through the DBM CSO desk) to perform the last function.

The Task Force also solicited input from the World Bank regarding next steps for developing and executing Open Data Philippines, and on a

broader scale, in fulfilling the Philippines' commitments to the Open Government Partnership. It was suggested that an Open Government License be promulgated to define Open Data and Open Government Data, hearkening to existing licenses (particularly that of the UK). In terms of staffing, the World Bank also suggested that a core data group be formed from several interns led by one staff member from the current working group. The core data group would collect, clean, curate, and process raw data (e.g. make sure all entries in the raw Excel files are formatted properly) before being turned over to the technical group. Other major initiatives suggested included: an inventory of all public domain data, a list of high value data sets, and a reminder to send requests to agencies for key data sets which the working group did not possess at that point.

Within one week, another meeting was called to: 1) finalize the mandate and constitution of the Open Data Philippines Task Force; 2) discuss the constitution of a Project Management Office (PMO) for Open Data; 3) determine priority data sets and key government agencies; and 4) detail the extent of policy and project support to be provided by the World Bank.

The World Bank committed to hosting Open Government and Open Data events (such as the International Open Government Workshop and the Open Data Boot Camp), create helpful linkages through knowledge exchange and international best practices. Undersecretary Moya also requested for World Bank to consider sending individuals from key government agencies to countries which

have successfully launched and maintained Open Data portals (such as the UK, Kenya, and Moldova) to acquaint themselves with the experiences of these key drivers. The World Bank proposed possible activities to be hosted by the Outreach group, including:

1. **An International Government Data Workshop** – A two-day workshop to be hosted by the World Bank which will bring together government agency champions and international experts to promote and develop an ecosystem around Open Government Data. It will aim to illustrate how Open Data initiatives can be linked to existing efforts in e-governance and leverage existing Open Government initiatives at the national and local levels in the Philippines. It will also showcase achievements and strategic plans in the Philippines and discuss the latest global developments in Open Government Data;
2. **An Open Data Boot Camp** to train selected members of the media, CSO, and academic community in using Open Data and Open Data Tools.

3. **A Government Hackathon for Open Data** – An event assembling teams of application developers, designers, and programmers to develop mobile and web applications which demonstrate how government data can be creatively presented to, used intuitively, and maximized by the public. This activity came to fruition as the #KabantayNgBayan, a two-day hackathon from November 16 to 17 during which an estimated 150 app developers and designers collaborated to produce new apps for civic awareness of topical issues, public service delivery, and government spending. The three applications adjudged to be the best will be uploaded in the data.gov.ph and will be showcased in the Open Data launch.

The Task Force then set out to identify preliminary high value data sets adapted from the Group of 8 (G8)²⁰ Charter on Open Data signed by G8 leaders to “promote transparency, innovation and accountability”²¹ for immediate production of key visualizations and select government agencies as immediate data sources and priority attendees of the Open Data Master Class in June. The initial list of key datasets included (Table 1):

²⁰ The **Group of Eight (G8)** is a forum for the governments of eight of the world’s largest national economies based on nominal GDP, and with higher Human Development Indices than others in contending spots. Its members include the UK, the USA, France, Italy, West Germany, Japan, Canada, and Russia.

²¹ The full text of the Open Data Charter and Technical Annex may be found at:

<https://www.gov.uk/government/publications/open-data-charter/g8-open-data-charter-and-technical-annex>

TABLE 1

High reuse
value datasets

Source:

Adapted from
the G8 Charter

DATA TYPE	SOURCE
Budget data	DBM, DOF, individual agency level
Disaster- and risk-related data	NDRRMC, Office of Civil Defense (OCD)
Procurement and contract data	PhilGEPS, GPPB
Public service delivery and performance data (e.g. public facilities, hospitals, public schools, police stations, government offices, libraries)	DILG, Department of Health (DOF), DepEd, CHED, DSWD; other line agencies
Commodity price monitoring	Department of Trade and Industry (DTI)
Statistical and census data	Philippine Statistical Authority (PSA, the newly unified statistical agency combining the National Statistics Office, National Statistical Coordination Board, Bureau of Agricultural Statistics, and Bureau of Labor and Employment Statistics)
Public transport data (including traffic and accident reports)	DOTC, Metro Manila Development Authority (MMDA)
Disaggregated expenditure, infrastructure, and grant data for education	DepEd, CHED, TESDA
Poverty-related data	NAPC
Trade activity	Bureau of Customs (BOC)
Economic indicators of growth	DOF, Bangko Sentral ng Pilipinas (BSP),
Tourism in-flow	Department of Tourism (DOT)
Crime data	Philippine National Police (PNP)
Weather data	Philippine Atmospheric, Geophysical, and Astronomical Services Administration (PAG-ASA)
Labor and employment data	Department of Labor and Employment (DOLE)
Social service programs data (e.g. Conditional Cash Transfers, KALAHI-CIDSS)	DSWD
Legislative data (e.g. records of proceedings, draft laws under debate, enacted versions of legislations)	Senate, House of Representatives
Geo-mapping	DOST

By June 12, the Creatives team had begun to work on the wireframes and skeleton of data.gov.ph. They drafted metacards and benchmarked Open Data Portals from all over the globe (particularly those of the UK, US, New Zealand, and Australia, the dashboards of which they found comprehensive). The team then collated the findings most relevant to data.gov.ph and ranked according to similarities and information architecture. They drafted flowcharts which reflected their designs, plans, and insights, and presented these to the Task Force to be assessed for technical feasibility. The dashboards were also presented to a focus group of PCDSPO interns for input. In crafting the information architecture for data.gov.ph, the Task Force sought to produce the following considerations which they found relevant and useful: an intuitive and easy-to-use search function, comprehensive and informative dashboards, an aesthetically appealing and easily navigable user interface, infographics and data visualizations, a Community page to galvanize consistent use of the portal, the possibility of translating website content into different languages, and a generally untimidating feel for the entire portal.

By the Task Force's third meeting at the end of June 2013, the wireframe and design of data.gov.ph had already been submitted, the list of Open Data Champions had been drawn up, the proposed calendar for Open Data initiatives from July to October 2013 had been plotted, and various Open Data policy instruments from the UK and US had been cited as models for composing prospective Executive Orders.

During this meeting, the Task Force was able to extensively document the data interface and structure of various dashboards in data.gov.ph (e.g., defining the levels of information embedded within the Procurement dashboard). Crucial policy and process issues were also raised and addressed, which included transmitting data, permitting data clearance, allowing Champions to upload data independently, and designating an institutional business owner for Open Data within government. The need to draft an Open Government License for public sector information similar to the UK's was vocalized. Some issues and remarks were also exchanged in relation to developing an overarching Open Data Policy. Finally, the Task Force outlined the target dates, objectives, action points, and preliminary details for events such as the Multi-stakeholder Consultations, Hackathon, and Open Data Launch.

2.1. The Open Data Task Force

At the helm of the Open Data Philippines Task Force are Presidential Spokesperson Edwin Lacierda (representing OPS), Undersecretary and Chief Information Officer Richard "Bon" Moya (representing DBM), and Undersecretary Manuel Quezon III (representing PCDSPO). The Task Force is divided into four groups: the Policy Group, the Project Management Office (PMO), the Technical Group, the Data Group, and the Outreach Group. The Policy Group is comprised of the Task Force core group (Secretary Lacierda, Undersecretary Quezon, and Undersecretary Moya) and a Project Management Office, which acts as the Task Force's Secretariat and attends to the daily op-

erations of the Outreach, Data, and Technical Groups. Representatives from DBM, OPS, and PCDSPO comprise the PMO, and have been largely instrumental in conceptualizing and creating data.gov.ph. The PMO also includes the Leads of the Data, Technical, and Outreach Groups, as well as two co-coordinators from DBM and PCDSPO. The Technical Group is comprised of representatives from PCDSPO and attends to the technology and creative aspects of the Open Data Portal. The Data Group gathers, reviews, cleans, and curates data sets for the Open Data Portal. The Task Force is seeking to expand the data group, as only one person from DBM currently attends to these concerns. The Outreach Group coordinates with and engages the demand side (e.g. civil society organizations, media groups, ICT groups) for participation in Open Data activities. The DBM also has a CSO Desk Office which provides the Task Force with connections to third party stakeholders.

2.2. Successes of the Open Data Task Force

The National Government Portal is the preliminary online infrastructure of Open Government Data. It is divided into two websites: the Official Gazette of the Philippines at gov.ph, and the Open Data portal at data.gov.ph. The Official Gazette serves as the national government website, official online journal, and single access portal to official government documents, administrative orders, executive orders, historical information, and full transcripts of executive speeches, among others. It has been operational since the beginning of the Aquino administration in 2010 and continues to be managed by the PCDSPO.

The **Open Data Portal** at data.gov.ph remains the cornerstone contribution of the Task Force to Open Government Data Philippines. It serves as a unified online interface for machine-readable data released and published by various government agencies. Featuring an intuitive and well-designed interface, data.gov.ph features a one-stop access point to key datasets and various data dashboards with extensive search functions. Data.gov.ph also features static and kinetic infographics—creative visualizations of data that make data more understandable and intuitive. The Open Data Portal was officially launched on January 16, 2014 during the Philippine Good Governance Summit. Four hundred data files were hosted on data.gov.ph at the time of its launch. The portal will be discussed in greater detail later in this section.

In addition to creating the fully functional Open Data Portal, the Task Force has already hosted the Open Data Workshop, Open Data Boot Camp, International Open Data Champions Master Class, #KabantayNgBayan Hackathon, and the Open Data @PH Multi-stakeholder Consultative Forum in a span of nine months.

Internal Open Data Workshop

The Open Data Workshop, held on June 11 and June 13, 2013 at the World Bank Office Manila, was the jumpstart project of Open Data Philippines. Being an internal workshop, the participants included members of the Task Force's PMO, PhilGEPS, and the Government Procurement Policy Board (GPPB). It provided an overview of Open Data by a rep-



SOURCE data.gov.ph

FIGURE 1

The International Open Data Master Class

representative from the World Bank, who answered questions such as: Why open up data? What can Open Data do? How should we open data? The workshop also included a crash course in managing and visualizing large datasets. A Research Analyst from the World Bank demonstrated ways to clean raw data sets in MS Excel and present them in a way that would communicate desired outcomes. Presentations were also given on visualizing data (including geospatially) using open-source tools. The participants were shown how to plot data points on a map and heat map data, changing the colors of regions based on the data per region.²² It provided an overview of Open Data by a repre-

sentative from the World Bank, who answered questions such as: Why open up data? What can Open Data do? How should we open data? The workshop provided a crash course for the implementers of Open Data in managing and visualizing large datasets. A Research Analyst at the World Bank demonstrated ways to clean raw data sets in MS Excel and present data in a way that communicates desired outcomes. Presentations were also given on visualizing data (including geospatially) using open-source tools. The participants were shown how to both plot points on a map and heat map data, changing the colors of regions based on data per region.²³

²² <http://data.insomnation.com/news/open-data-workshop>

²³ <http://data.insomnation.com/news/open-data-workshop>

International Open Data Champions Master Class

The **International Open Data Champions Master Class**, held on July 24, 2013, gathered “Open Data Champions”—point persons and/or high level officials from different government agencies that deal heavily with statistics or large datasets. The Master Class demonstrated the benefits that government agencies could reap from contributing to Open Data, and acquainted them with the tools to make it more accessible. The event featured a series of presentations by high-level officials from the government and the World Bank on Open Data Philippines and Open Government Philippines, plans moving forward, best practices, the role of Open Data in good governance, and innovation and engagement in openness practices. An Open Government and Open Data Coordinator for the e-Government Center of Moldova delivered a talk on citizen feedback and engagement initiatives in Moldova, while Undersecretary Quezon gave a presentation on government citizen engagement initiatives in the Philippines. There were also presentations of an early version of data.gov.ph and Open Applications such as the Open Procurement Dashboard being developed by PhilGEPS and the Open Transport efforts of the Department of Transportation and Communications (DOTC). Finally, an open forum allowed participants to vocalize concerns over possible problems and roadblocks moving forward.²⁴

Open Data Boot Camp for Government

The **Open Data Boot Camp for Government**, held from July 25-26, 2013, provided an opportunity

for technical personnel and staff level employees from different government agencies to learn about the principles of Open Data and practical skills to use in day-to-day data handling. Participants were oriented on the international Open Government Partnership and the Philippines’ commitments to it, and given a demonstration of a prototype of data.gov.ph. A Research Assistant at the World Bank then delivered a crash course on handling raw data in spreadsheet programs such as Microsoft Excel, from cleaning, organizing, and analyzing data, as well as extracting meaningful patterns from them. The second day featured presentations on Open Applications, highlighting the Open Procurement Dashboard from PhilGEPS and the Open Transport initiatives of the DOTC. The Creatives team of PCDSPO provided the participants with a hands-on course on data visualization, basic design principles, and the importance of clean design in making data understandable to the public. The team introduced different ways to visualize raw data and gave tips on which ones to use in specific situations. Short training sessions were also conducted for using different online tools in creating charts and mapping data.²⁵

Open Data @PH Multi-stakeholder Consultative Forum

Another milestone for Open Data Philippines was hosting the **Open Data @PH Multi-stakeholder Consultative Forum**²⁶ on September 24, 2013 in Davao City. The event underscored the importance of building a strong and critical demand side in fulfilling the accountability goals of Open Data,

²⁴ More information on the International Open Data Master Class may be found at <http://data.insomnation.com/news/international-open-data-master-class>.

²⁵ More information on the Open Data Boot Camp may be found at <http://data.insomnation.com/news/open-data-boot-camp-government>.

²⁶ More information on the Consultative Forum may be found at <http://fma.ph/opendata/>.

**FIGURE 2**

Alan Alegre of FMA/DOST at
The Multi-Stakeholder Consultative Forum

convening civil society organizations (CSOs), national government agencies, media organizations, ICT groups, program developers, and citizens. The participants provided inputs on the first Open Government Partnership Action Plan and Good Governance and Anti-Corruption Program, witnessed a demonstration of the key features of data.gov.ph, and were given the opportunity to identify high priority datasets to be uploaded on data.gov.ph.

The forum featured presentations from key resources on Open Government and Open Data, as well as related documents (e.g. Action Plans) and policy instruments. A Governance Specialist from the World Bank discussed the Open Data ecosystem, international best practices, and lessons learned from various OGP initiatives.

A Task Force member of the Creatives team from PCDSPO presented the key features of data.gov.ph, while representatives from the Department of Budget and Management presented the Open Data Roadmap and the Draft Action Agenda. The speakers emphasized the Philippine government's platform of government entitled Social Contract with the Filipino People to "institutionalize open, transparent, accountable and participatory governance" and stressed key characteristics of Open Data: accessible, understandable and shareable. Another representative from DBM presented the Philippine Good Governance and Anti-Corruption Plan, which consists of initiatives on Transparency

and Citizens' Empowerment, Public Sector Performance and Anti-Corruption, and priority legislations. The forum also showcased the potential use of Open Data from the perspective of national government agencies, non-government organizations and the academe.

The key demand-side learning outcomes for this event emerged from the Sectoral Workshop on Enhancing the PH Open Data Action Agenda. The workshop participants were divided into government agencies and local government units, non-government organizations, and the ICT community, then requested to provide: 1) comments on the Good Governance and Anti-Corruption Plan, 2) comments on the Open Data Road Map; 3) priority Datasets for Mindanao; 4) capacity-building needs, and 5) other recommendations.

The non-government organizations (NGOs) provided comments on the Good Governance and Anti-Corruption Plan including the passage of the Freedom of Information bill, release of the Empowerment Fund²⁷, and support Outcome 1 (Improved Transparency and Citizens' Empowerment) and Sub-outcome 1.2 (More meaningful citizens' participation in governance processes). The comments given by the NGOs on the Open Data Road Map included: tapping data from civil society organizations, ensuring the security of data, and aiming for institutionalization of Open Data. The priority datasets for Mindanao enumerated by these NGOs included: poverty incidence, information on peace talks, basic services, land use, population, information on Internally Displaced Persons, mining, Indigenous Peoples, hazard

maps, conflict maps, and gender-fair visuals. The NGOs also enumerated the following as Capacity-Building Needs for Open Data: networking; how to access, understand, use and share open data; Open Data literacy; Open Data boot camps. Other recommendations put forward by NGOs included providing adequate internet access during consultations, providing reference materials, prior to consultation, and allocating more time to Open Data showcases.

Similarly, the group of National Government Agencies (NGAs)/Local Government Units (LGUs) also provided feedback on the Good Governance and Anti-Corruption Plan. These included consolidating nearly similar initiatives such as the Transparency Seal and LGU Disclosure (discussed in the Introduction of this paper), identifying and separating initiatives for LGUs, and reassessing some monitoring initiatives which seem to overlap. The comments provided by NGAs and LGUs on the Open Data Road Map include concerns over: the sustainability of the initiative, which agency will manage the Open Data Portal, where data will come from (e.g. central office, regional offices), data integrity and accuracy, ease of manipulating/misusing data file formats, difficulty of getting data from local government units, absence of common templates for datasets, determining which kinds of datasets will be available for request from LGUs, whether datasets "endorsed" by agencies will be included, including monitoring and evaluation, and sanctions/incentives to local government units for disclosing data. The Priority Datasets for Mindanao cited by the NGAs and LGUs included: disaggregated data,

²⁷ A funding facility to help CSOs participate more effectively and constructively engage in national and local governance processes.

(e.g. by province, municipality and barangay), demographic profiles of various indigenous groups, updated shape files per barangay, and Ease of Doing Business profiles on economic zones. Finally, the NGAs and LGUs cited the following Capacity-Building Needs for Open Data: providing focal persons from regions outside NCR (e.g., IT units), providing internet access in barangays, updating NGAs and LGUs on new trends or developments in ICT, establishing Community Electronic Centers (with Department of Science and Technology, DOTC, and LGUs), tap ICT volunteers from the Department of Labor and Employment and ICT-BPO Tripartite Councils, and training for web development and geographic information systems.

Finally, participants from the ICT community proposed that the Good Governance and Anti-Corruption Plan be made more understandable, information dissemination be increased, social media be engaged more proactively, and an online mechanism be established to solicit feedback. The group also commented that the Open Data Road Map should push for the buy-in of all government agencies. The Priority Datasets for Mindanao identified by the ICT community were health and criteria on ICT investments (particularly in terms of skills distribution within the IT labor force, security situation, and infrastructure and services profiles). Most importantly, the group contributed to the next steps on collaboration. First, they invited the Open Data Task Force to speak during the National ICT Confederation of the Philippines (NICP) Summit in November 2013, requesting a more in-depth discussion on collabo-

ration with the NICP board before the event. They also suggested identifying business cases around Open Data, particularly regarding data collection practices. The group then provided valuable input on organizing hackathons, citing the results of the Budget Hackathon in SaDoce, Smart Tower, Makati in November 2013 as benchmark for forthcoming regional hackathons; creating a separate category for students to encourage their participation; conducting hackathons in collaboration with private sector-led developers groups (e.g. DevCon, Smart DevNet), incubators and ICT councils; allowing LGUs and CSOs to help define problems that can be addressed with Open Data; and explore links between Open Data initiatives with E-gov awards co-organized by NICP.

Open Government Annual Summit in London

From October 31 to November 1, 2013, Secretary Lacierda and Commissioner Heidi Mendoza of the Commission on Audit represented the Philippines during the **Open Government Partnership Annual Summit** in London. Over 1,000 delegates from 60 countries participated in the summit hosted by the UK, the current Chair of the OGP. Each member-government was tasked to reveal an ambitious new commitment, which will be integrated into their respective OGP Action Plans. Secretary Lacierda, presenting beside Tim Berners-Lee, the inventor of the Internet, put forward the Open Data Philippines program as the country's newest commitment to the Open Government Partnership. Secretary Lacierda highlights the holistic scope of the program, in that it goes beyond

**FIGURE 3**

The Open Government Annual Summit

enriching access to public sector information and underscores data-driven governance, public engagement, and practical innovation. At the heart of Open Data Philippines is the Open Data Portal. In addition to creating the fully functional Open Data Portal, and other activities such as the Open Data Workshop, Open Data Boot Camp, International Open Data Champions Master Class, #KabantayNgBayan Hackathon, and the Open Data @PH Multi-stakeholder Consultative Forum. "This is what makes our Open Data worth announcing as our government's ambitious commitment in the OGP," Secretary Lacierda said. The Philippines also won the Bright Spots Competition, which honored the best innovation on transparency and citizen participation among countries in the OGP. The Commission on Audit's (COA) Citizen's Partic

ipatory Audit (CPA) project outshone the entries of Indonesia, Chile, Montenegro, Estonia, Georgia, and Romania.

#KabantayngBayan Hackathon

From November 16-17, 2013, the #KabantayngBayan Hackathon was hosted by the Task Force in partnership with Microsoft, Smart Developers' Network, Smart Bro, and IdeaSpace Foundation. During the 2-day event, 21 teams of three to four each—for a total of 89 hackers—competed to develop innovative mobile and/or web-based applications to support transparency in budget management practices. The hackers used

**FIGURE 4**

#KabantayNgBayan Hackathon

available budget data (in the form of the General Appropriations Act; Statement of Allotments, Obligations and Balances; and Budget Expenditures and Source of Financing) to calculate where the taxpayer's money goes in the national budget, create a platform for citizens to propose an alternative national budget, and develop a working feedback mechanism for the budget allotment releases of agencies.²⁸ Experts on both programming and budget management were present for consultation to help hackers better understand the provided datasets. BudgetBadger, the budget tracking application adjudged first prize during the Hackathon, was showcased during the Good Governance Summit on January 16, 2014. A crucial outcome insight was embodied by the closing remarks of Undersecretary Quezon, who

emphasized the value of citizen participation in ensuring transparency and good governance. Giving importance to what developers and programmers can contribute to good governance, Undersecretary Quezon said, in the context as well of producing applications to support post-Yolanda rehabilitation efforts: "You cannot live on code alone, but your code can save lives."²⁹

*Launch of data.gov.ph at the
Philippines Good Governance Summit*

The Open Data Portal was officially introduced on January 16, 2014 during the Good Governance Summit. The 3-day event was open to the public and attended by high level government officials, staff of government agencies (particularly those

²⁸ <http://www.rappler.com/move-ph/42132-kabantayngbayan-road-transparency-accountability>

²⁹ <http://www.quezon.ph/2013/11/17/remarks-of-undersecretary-of-manuel-i-quezon-iii-at-data-gov-ph-hackathon-kabantayngbayan/>

**FIGURE 5**

The Open Data Task Force officially launches data.gov.ph online.

involved in governance reform), partners from development organizations, and other citizens. The summit was an opportunity for President Aquino, Secretary Lacierda, and Secretary Abad to present new iterations or improvements in performance management and good governance initiatives, particularly the Cashless Purchase Card System, the Seal of Good Local Governance³⁰, and the Open Data Philippines Portal at data.gov.ph. The second day of the summit was devoted entirely to introducing the framework and practice of Open Data in the Philippines. The activities included the formal launch of data.gov.ph online, a demonstration of the Portal's functionalities, plenary discussions on data visualizations and integrating

them into the Open Data ecosystem, and other topics related to Open Data. Finally, the third day showcased developments in promoting more transparent procurement practices in government, which integrate with the Open Data framework through the PhilGEPS Procurement Dashboard.

Developments since the launch of data.gov.ph

Since the launch of the Open Data Portal, there have been significant developments in efforts to address data quality issues, strategically engage end-users, and institutionalize Open Data initiatives across government.

³⁰ The repackaged Seal of Good Governance program, an incentive-based system developed to recognize LGUs with good performance in internal housekeeping, particularly in terms of fiscal management, transparency and accountability, and valuing performance management. Among requirements for achieving the SGH are compliance with the full disclosure policy and acceptable levels of findings from the Commission on Audit (COA).

First, to improve the organization and monitoring of existing datasets, the Government of the Philippines, through the Open Data Task Force, commenced engagement with the Philippine Statistical Agency (PSA) in mid-2014 to publish a comprehensive data inventory of the statistical agency via data.gov.ph. Moreover, with technical assistance from the World Bank, has digitized and made publicly available over 3000 historical agricultural maps of the Philippines. This effort began in December 2013 and is set to be completed by December 2014. Moving forward, it will be important to replicate similar efforts through knowledge sharing opportunities with other departments/agencies and for other datasets. On engaging the demand side of Open Data, a separate detailed communication and citizen engagement strategy with formal best practices for sharing information and data is currently being formulated by the OPS, PCDSPO, and DBM. Finally, crucial steps have been taken towards institutionalizing Open Data within government through the inclusion of Open Data provisions in key legislations. These policy instruments are discussed in greater detail in section 2.4.

2.3. Challenges faced by the Open Data Task Force

Degree of buy-in. The main challenge cited by both Secretary Lacierda and Undersecretary Moya is continuing to encourage government agencies to buy into Open Data as a reform mechanism. The degree of buy-in and participation in Open

Data, particularly in submitting data sets for data.gov.ph, is inconsistent across government agencies. While several government agencies have proven to be open and supportive, another challenge lies in devising a system for processing and publishing these datasets with minimal bureaucratic impediments—that is, giving government agencies the administrative clearance to publish data to data.gov.ph at regular intervals.

Quality of data sets. Regulating the quality of the data sets themselves proves difficult as well. The Data group cited the need for the promulgation and institutionalization of data management practices and consistent standards for gathering, cleaning, organizing, presenting, and uploading data to data.gov.ph.

An example of such difficulties in recent developments involves the DBM/Bottom-Up-Budgeting Program (BUB)³¹. The BUB Technical Working Group (BUB-TWG) is currently refining an Open Data website (OpenBUB.gov.ph) that tracks the status of the 2013 and 2014 GPBP project portfolio. The site aims to provide a comprehensive overview of prioritized/budgeted projects and their quarterly implementation status. The OpenBUB platform³² was set to be launched at either the Good Governance Summit in January 2014 or the Daylight Dialogue in July 2014. However, concerns about data integrity and untimely reporting have delayed its launch. These also hamper the success of flagship social accountability platforms being developed under Phase II of

³¹ According to the Official Gazette of the Philippines, the BUB “engages local communities, civil society organizations (CSOs) and other stakeholders to work with city and municipal governments in proposing projects to be included in the National Budget. From its pilot implementation in 2012, the BUB has now expanded to 1,590 cities and municipalities and has resulted in a larger allocation of P21 billion for 16,000 locally-identified projects to be included in the 2015 National Budget.”

³² May be accessed via OpenBUB.gov.ph.

the Open Government Program including Open Reconstruction (openreconstruction.gov.ph)³³, which relies heavily on the existence and submission of properly maintained datasets.

Aside from the varying levels of commitment in terms of dataset submission, the datasets themselves are in propriety formats which are difficult to process (e.g. PDF or JPEG). Some datasets are incomplete, and must be matched with data printouts from previous years. Other government agencies also fail to keep raw files or stored in compact discs instead of centralized data repositories per agency, which slow down the processing of data. Furthermore, the processes for requesting data files require streamlining, as they demand inefficient back and forth communication between the Task Force and agency. Finally, the Data group cited an intent to strengthen capacity and technical know-how both within government agencies and the Task Force—at present, only one Task Force member handles all procedures for gathering, cleaning, and managing data. This challenge also hearkens to the need for the Philippine government to designate an institutional business owner to streamline processes, formalize responsibilities, and ensure that each task area is attended to efficiently by specialists.

Demand side engagement. Engaging the demand side of Open Data presents a different set of challenges. The head of the Task Force Outreach group vocalized the difficulty of determining and reaching out to specific stakeholders, getting them to view the portal, and finding ways for them to utilize the resources. The experience of the Outreach team during the Multi-stakeholder

Consultative Forum provided a valuable insight: while the technical platform might be in place, intended users may not be informed of its existence, which could lead to unfulfilled outcomes. To address this, the Outreach team endeavors to continuously promote initiatives as creatively and inclusively as possible, constantly attempting to expand the reach and third party engagement of Open Data.

Institutionalizing Open Data. The final crucial challenge is institutionalizing Open Data as a policy not only of the Executive branch but also as a whole-of-government policy which requires legislative action and necessitates a more long-term purview.

2.4. Institutionalizing Open Data Philippines: Policy instruments

Key policy instruments are currently being developed to institutionalize and promulgate back-end technical infrastructure for Open Data.

First, Section 24 of the 2015 National Expenditure Program (NEP) states that “[d]epartments, bureaus, and offices of the National Government including Constitutional Offices enjoying fiscal autonomy, SUCs, and GOCCs shall adopt a policy of openness for all datasets created, collected, processed, disseminated, or disposed through the use of public funds to the extent permitted by applicable laws and subject to individual privacy, confidentiality, national security, and legally-mandated restrictions. ‘Openness’ means that datasets published by agencies shall be readable, in

³³ A publicly accessible online platform that monitors the progress and financial management of reconstruction in the wake of super typhoon Yolanda and the Bohol earthquake.

open formats, and released with open licenses. Implementation of this section shall be subject to guidelines to be issued by the Open Data Philippines Task Force comprised of the Office of the Presidential Spokesperson, DBM, and the Presidential Communications Development and Strategic Planning Office.”

Second, Open Data provisions have been incorporated into the proposed consensus Freedom of Information (FOI) bill from the Technical Working Group discussions of the House of Representatives’ Committee on Public Information.³⁴ This highlights the role of Open Data as a precursor to the FOI, in that it embodies both the technical infrastructure and rationale behind openness that is at the core of any freedom of information legislation. Legislators in the House of Representatives engaged the Task Force to integrate Open Data and FOI efforts. The resultant version of the proposed bill contains some provisions recommended by the Task Force on mandating government agencies to publish updated datasets on data.gov.ph at least once every quarter³⁵, while other sections of the proposed bill push for the creation of a matrix of FOI requests³⁶ and a “release to

one, release to all’ policy.³⁷

The expedient passage of the FOI Bill into law runs parallel to the Aquino administration’s good governance trajectory and will signify a historic achievement for good governance practices in the Philippines. This reflects the concerns of the stakeholders interviewed for the Independent Review Mechanism of the Philippines Open Government program sponsored by the OGP (Mangahas, 2013):

“Most stakeholders who attended the two IRM workshops said the commitment was ‘still in progress’ because the Freedom of Information (FOI) Act failed to pass in the Congress. A few others said it could be rated as ‘partially fulfilled’ in terms of the Government’s technology innovation for transparency. The IRM researcher coded this commitment’s completion as ‘substantial,’ since the Government made significant progress on the non-FOI aspects of the commitment.

“Most stakeholders at the IRM workshops said the Government’s failure to ensure the passage of the FOI Act was ‘not aligned’ with this commitment’s avowed goal to promote

³⁴ Full details and complete developments are published on the Open Data website at <http://data.gov.ph/news/advancements-to-forward-open-data-legislation>.

³⁵ *Publication of Government Data in the Open Data Philippines Website*. For the purpose of enhancing the public’s access to government information and abiding by the Philippines’ international commitments to transparency and government openness, all government agencies shall publish in the Open Data Philippines website datasets generated in the implementation of agency mandates, programs, activities, and projects. These datasets shall be updated, whenever permissible, at least once every quarter of the year. The Open Data website shall be maintained and administered by the Open Data Task Force under the Office of the President, or any such similar body designated by the President for this purpose. For the purpose of making government data more accessible to the public, all datasets published in the Open Data Philippines website and on LGU [local government unit] websites as mandated in Section 8 of this Act shall be, whenever practicable, of a machine-readable and open format.

³⁶ *Tracking Requests for Information*. Websites of government agencies shall contain a matrix of requests made, their status, and the decision regarding the request. The matrix shall also contain links to uploaded information from approved requests. In such cases where requests are denied, the matrix shall contain the reasons for denial and the status of the appeal if such is done.

³⁷ *Release to One, Release to All*. For purposes of streamlining requests for information, once information has been made available to an individual through a request for information, the said dataset shall also be published in an appropriate website such as, but not limited to, the Open Data Philippines website, Official Gazette website, departmental website, or local government website thus allowing the public access to all information that has been requested.

access to information and public participation. Interestingly, one stakeholder said, 'All transparency initiatives are just infrastructure for a service of public access to info policy.'

"The Government acknowledged the failure to pass the FOI Act, but emphasized the review of government policies on access to information and the development of a road-map for improved access to information. Many stakeholders felt that these activities were double-counted."

The continuing relevance and government-wide buy-in of Open Data are contingent on the ratification of a Freedom of Information Act. When institutionalized across government, the practice of openness extends to the day-to-day, business-as-usual work of government agencies and garners a steady stream of support for Open Data beyond the current administration.

2.5. Moving Forward with Open Data Philippines

The major commitments for end-2014 and 2015

include pushing for the ratification of the FOI Bill including Open Data provisions, launching the Bottom-Up-Budgeting Program online portal (openbub.gov.ph), creating more events such as hackathons and workshops/Open Data walk-throughs to engage with various stakeholders and build capacity, completing the digitization of maps for the Department of Agriculture (bswm.maps.da.gov.ph), and preparing the technical and strategic frameworks for Phase II of Open Government Philippines, which applies the principles and practices of openness to improve the tracking, monitoring, and evaluation of programs such as Open Reconstruction.

Key technical aspects also pose significant barriers to the openness of information. Large amounts of data held by government agencies are not yet digitized, and even more are not saved in user-friendly formats. Present online data holdings of government agencies are not interlinked, giving users a difficult time finding and accessing data. A permanent workforce with adequate ICT knowledge and capacities to maintain the Open Data Portal and other initiatives under Open Data is also absent.

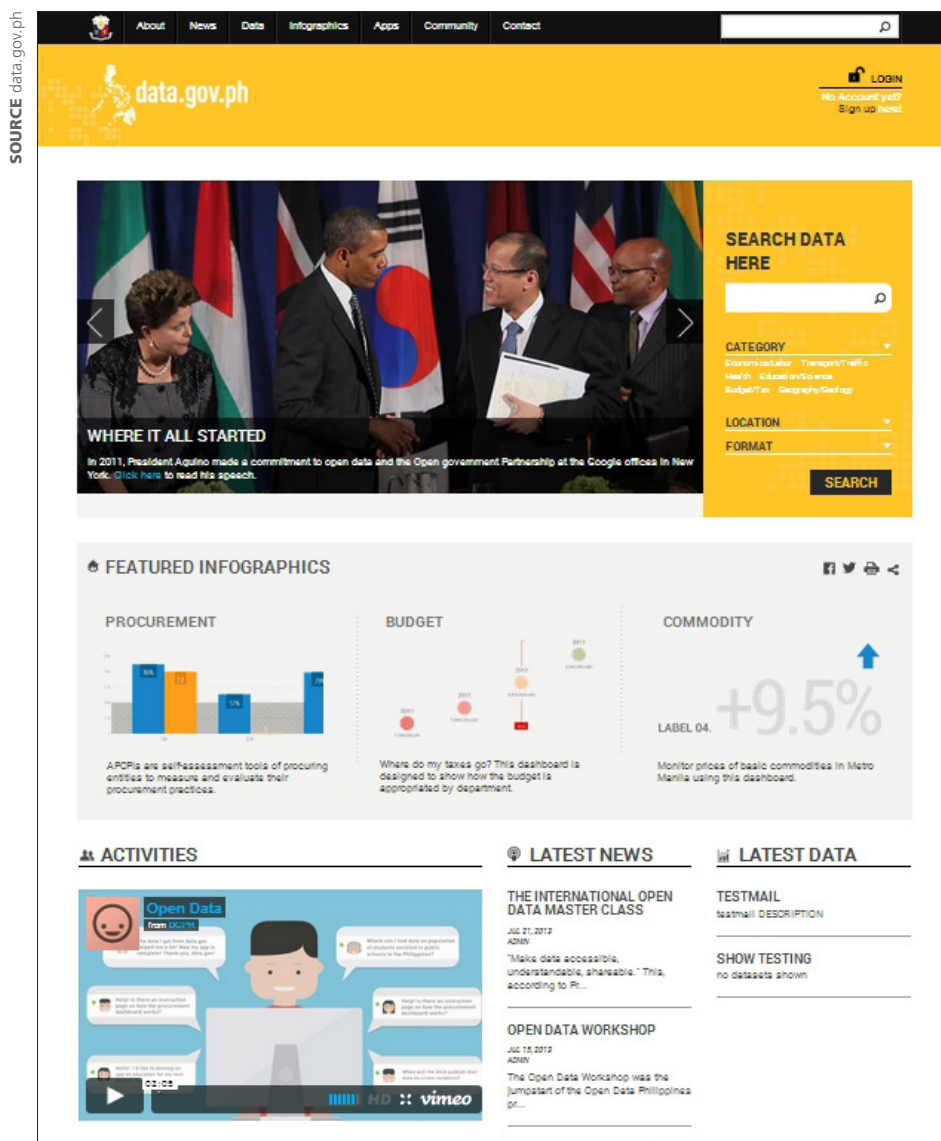


FIGURE 6
Data.gov.ph Homepage

III. THE OPEN DATA PLATFORM: DATA.GOV.PH

The Open Data Platform at data.gov.ph is an online repository and single access point for hosting datasets of public sector information. It is the cornerstone project of Open Data Philip-

ines, providing features such as data visualizations, interactive dashboards, and space for engaging Open Data users. All of these facilitate an intuitive experience for end-users and provide a space through which government agencies, programmers/app developers, and citizens/CSOs can fulfill their roles in the Open Data ecosystem.

Data.gov.ph standardizes, for the first time in the Philippines, the way data is registered using a pre-defined and accepted international standard through the use of CKAN (Comprehensive Knowledge Archive Network) and JSON (JavaScript Object Notation). The platform fully harnesses CKAN, which is adopted and used by many governments around the world. CKAN is a powerful web based open source data management system which stores, distributes, and makes data accessible by providing tools to streamline publishing, sharing, finding and using data. It is aimed at data publishers (e.g., national and regional governments, companies and organizations) seeking to make their data open and available. CKAN is open source, can be downloaded and used for free, and offers many features consistent with the ethos of the Open Data agenda³⁸. The CKAN open source platform and JSON Data Schema are metadata standards across government for the registration of datasets, leading to the creation of a government data inventory of all data, both public and closed.

Data.gov.ph has been developed to integrate supply and demand for Open Government Data by both improving the capacity of government to deliver public services and allowing users to provide feedback and encourage bottom-up oversight. Several unique features distinguish it from existing data portals across the Open Government Partnership network and promote its objectives.

First, beyond simply hosting a catalogue of datasets, the Open Data Portal also serves as a National Data Inventory which identifies and compre-

hensively documents data holdings (i.e., public, private, and restricted) to build a picture of all data held by government agencies. This tracks the progress of releasing government data, identifies target backlogs, enhances the efficiency of inter-agency coordination, avoids functional overlaps, and above all recognizes existing efforts of agencies to release their respective key datasets.

3.1. Supply Side/Government Engagement

The system operates through a distributed architecture—all government agencies have administrative access and can upload datasets to the platform independently. To make navigation simpler and more comprehensive, the platform will also allow government agencies to create Interest Groups (i.e., Environment, Budget,) to populate data according to themes, as well as create specific agency data pages within the portal to maximize Linked Data functionality.

3.2. Demand Side/Third Party Engagement

The Open Data platform is poised to eventually allow citizens, under a Freedom of Information legislation, to request data through an elaborate request and data tracking service. Users can provide feedback through the site, including reviewing/rating and commenting on government datasets. A dedicated Community Page is also being developed to galvanize and sustain a vibrant Open Data community. This is a new feature among data platforms, which builds on the integrative value of social media, forums, and blogs.

³⁸ Its features include: web hosting and support from a wide range of suppliers, complete catalog system with an easy to use web interface, integrated data storage and full data API, data visualizations and analytics, and workflow support allows sub-groups within the portal to manage their own data publishing.

It also provides a dedicated space for highlighting third-party mobile and online applications using Open Government Data, particularly those adjudged as the best products of the #KabantayNgBayan Hackathon held from November 16-17, 2013. The event brought together teams of app developers, designers, and data managers across the Philippines to

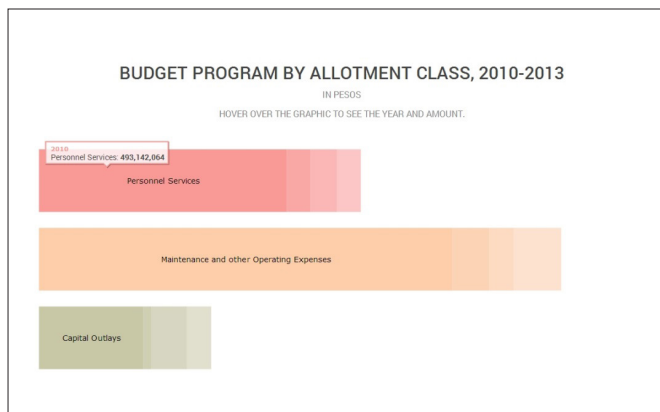


FIGURE 7 Static Infographic

3.3. Technical Aspects

Visualizations

The reuse value of information depends on its propensity to be understood. The Open Data portal should be able to help users overcome the technical difficulties posed by vast datasets, identify meaningful patterns and configurations, and unpack relationships which could have otherwise been overlooked.

Beyond storing and collecting government information within a single access point, data.gov.ph features visualizations under the Infographics section of the portal and groups them themati-

cally. Visualizations are graphical representations of data which make them easier to comprehend. Data.gov.ph features static infographics, kinetic infographics, and dashboards. Kinetic infographics are web-based, while static infographics can be made available via web and/or print. Kinetic and static visualizations use only portions of a dataset which the infographic is designed to communicate. Dashboards, on the other hand, are interactive tools which can display snapshots of an entire dataset and allow users to create their own narratives according to desired relationships.

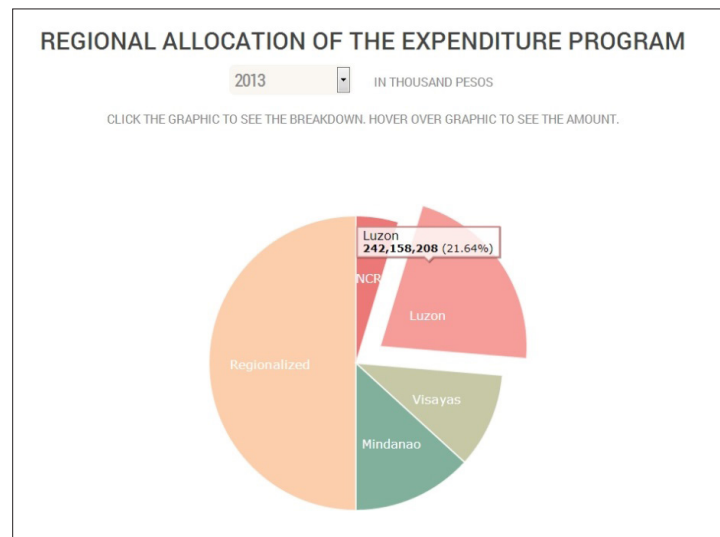


FIGURE 8 Kinetic Infographic

³⁹ The applications themselves will not be hosted on data.gov.ph. Instead, the page will provide a catalog of links to websites of apps that use government data.

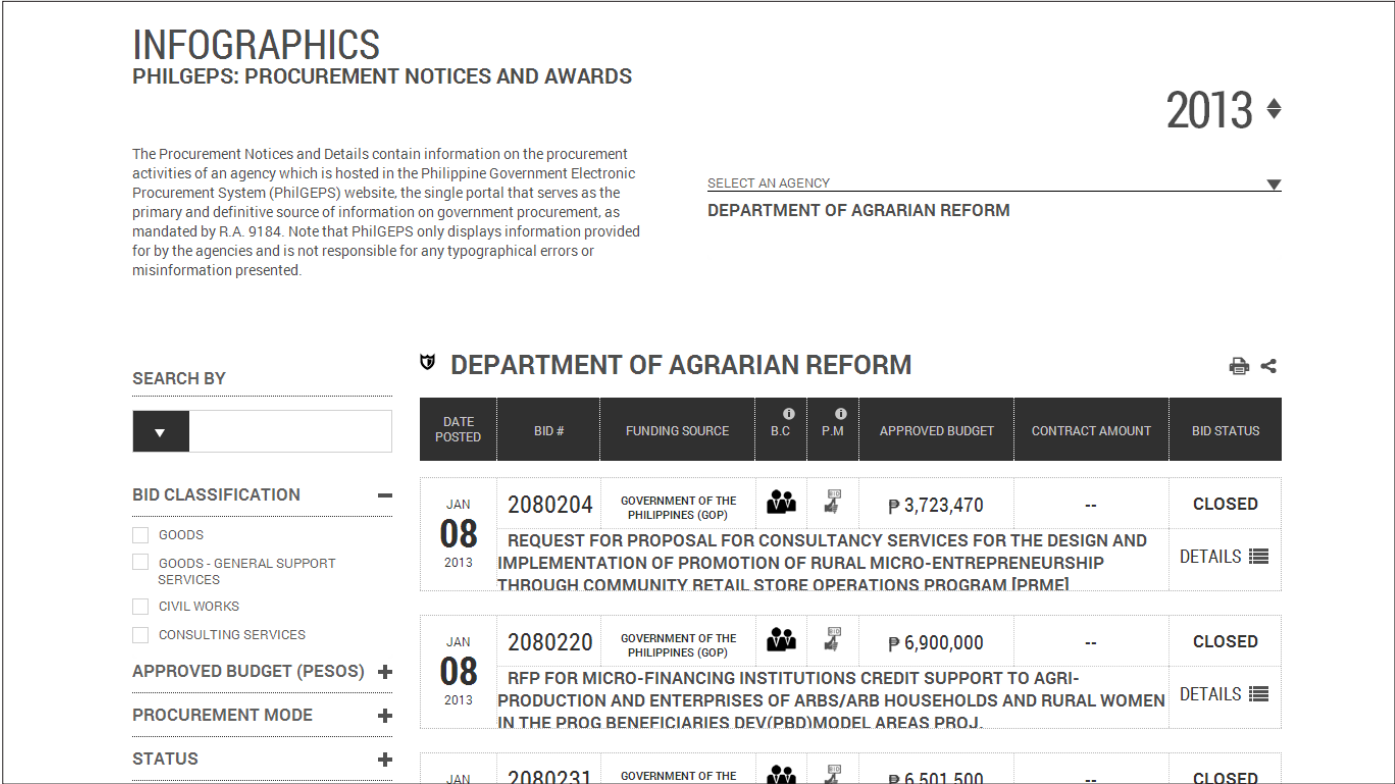


FIGURE 9

The Open Procurement Dashboard.

These snapshots can change depending on how users interact with the indicators of each Dashboard (e.g., year, location, category). Data.gov.ph will feature dashboards populating the following themes: Budget, Procurement, Commodity Prices, and Basic Education. In particular, procurement datasets will be presented through an integrated PhilGEPS (Philippine Government Electronic Procurement System) dashboard and GPPB. It will also house visualizations submitted by other government agencies and third parties, aside from those created by the Open Data Philippines Project Management Office.

An outstanding example of this is the information graphics disseminated by the Official Gazette to explain timely issues. Other agencies have also participated in the trend by using information graphics to promote their flagship projects. These agencies include the Department of Transportation and Communications (DOTC), the Department of Interior and Local Government (DILG), Office of the Presidential Adviser on the Peace Process (OPAPP), the Department of Trade and Industry (DTI), and the Department of Finance (DOF). Even the President of the Philippines has used accompanying visualizations in all of his State Of The Nation Addresses.

Interoperability Framework

Interconnecting government agencies requires not only compatible hardware and software, but also “interoperable” applications, data and resources. Interoperability means that government agencies are able to use the information, services and materials they exchange through official networks and the Internet. An interoperability framework allows agencies to operate as one “government online,” providing efficient and effective services to citizens and businesses, through different delivery channels, including mobile, Internet, email and personal transactions.⁴⁰

However, the absence of appropriate policies and guidelines has slowed developments in interoperability among government agencies and between the government and the private sector. As such, the Philippine Government Interoperability Framework (PGIF) stands to facilitate interconnection and information sharing among all branches of the government and hence assist in realizing the objectives of the Government Information System Plan (GISP). The PGIF is governed by the following six principles:

1. When appropriate and available, published Internet and World Wide Web standards and the Government’s own standards will be adopted;
2. The standards within the Framework should conform with open systems principles;
3. The Framework will be a continuous collaboration among agencies and between Government and the private sector to reflect advancements in technologies;
4. Specific sectors will determine the appropriate level of interoperability based on demand-driven information needs of their sector;
5. Mandatory standards will be prioritized and strictly enforced, and if proven insufficient, recommended parallel standards will be allowed for use.

Interoperability is consistent with the usability expected of Open Data initiatives, and lies at the heart of developing the back-end management of data.gov.ph. As such, Open Data Philippines should endeavor to lead and maximize the use of the PGIF to organize the back-end workings of the datasets within the Open Data Portal.

⁴⁰ From [http://i.gov.ph/pegif/use government data](http://i.gov.ph/pegif/use-government-data).

IV. POLICY/LICENSING FRAMEWORK

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Internal policies are being defined and developed by publishing departments/agencies. For instance, PhilGEPS for Procurement publishes data every month, while GPPB, CHED, and DepEd publish data once every year.

The Open Data initiative will publish data under a Creative Commons Attribution 3.0 Philippines license.⁴¹ A formal letter is expected to be issued by PCDSPO on this initiative. In brief, this license allows the redistribution and reuse of a licensed work on the condition that the creator is appropriately credited.⁴² A creative commons license accords the public the right to reproduce a particular work by itself or as part of a collection, to create and reproduce adaptations of the work, and to distribute or publicly perform the work or its adaptations under the following terms:

1. All adaptations must, at the very least, refer to the changes made to the original work.
2. Restrictions on the ability of any recipient of the work or its adaptations to exercise the rights granted by the license may not be imposed.
3. Sublicensing the work is prohibited.
4. Any distributed copy or public performance of the work must include a copy of—or the Uniform Resource Identifier (URI) for—the license and notices that refer to it and to

the disclaimer of warranties.

5. Persons who distribute or publicly perform the work or any of its adaptations must keep all copyright notices for the work intact and provide the following information, if supplied, to recipients:

- a. The names of the original author and other parties (attribution parties), if any, the author or licensor designates for attribution;
- b. The work's title;
- c. The work's URI (unless it does not refer to the copyright notice or licensing information for the work);

6. The license does not affect moral rights.

7. Parts of any collection containing the work apart from the work itself are not subject to the license's terms.

8. The licensor relinquishes the right to collect royalties for the work both individually and under any collecting society the licensor belongs to.

9. The license is perpetual (i.e., will remain effective for the duration of the applicable copyright).

10. The licensor may opt to release the work under different license terms or to stop the work's distribution altogether; licenses granted prior to such a decision, however, will not be withdrawn.

11. Upon breaching any of the terms, a person will automatically become ineligible to exercise the rights the license grants.

⁴¹ The full text of the license may be viewed through the following link: <http://creativecommons.org/licenses/by/3.0/ph/legalcode>

⁴² <http://opendefinition.org/licenses/cc-by/>

V. RECOMMENDATIONS

It is crucial to acknowledge that end-to-end functionability lies at the heart of any Open Government initiative, which requires a multi-faceted framework that distinguishes between legal/regulatory, technical, and institutional/organizational policy recommendations. As both founding nation and signatory of the larger Open Government Partnership initiative, the Philippines bears the onus to go beyond voluntary commitments in proactively releasing accessible and reusable public sector information.

To date, the Philippines has already set in place preliminary technical and institutional infrastructure to serve as precursors to its iteration of Open Government Data. Specific examples of technical infrastructure include the Open Government Data portal at data.gov.ph and Official Gazette of the Philippines at gov.ph under the Office of the President.

On the other hand, specific institutional developments would be strong lobbying traction (from media groups, civil society organizations, and the clout of FOI champions and supporters in the newly elected Senate and House of Representatives) for the passage of a version of the FOI Bill which reflects the concerns of most stakeholders.

Laudable as these existing initiatives are, however, they remain fragmented and uncoordinated, particularly in terms of integrating technical infra-

structure. While data platforms exist for most line agencies, for instance, the functions and usability of such portals are not maximized and clarified across government agencies. Whenever possible, efforts should build upon existing initiatives. This directive presents a whole-of-government road map for harmonizing operational processes and information sharing within and across government agencies (supply side), third party users (demand side), and infomediary actors (programmers and other technical personnel); enabling third party users, particularly citizens and civil society organizations, to translate public sector information into capital for making well-informed accountability demands; ensuring that technical infrastructures (e.g., fully functional and intuitive information, Linked Data systems, and a permanent workforce with adequate ICT knowledge and capacities) are in place to maximize interoperability and streamline the access and reuse of information according to clear and codified technical standards; and pushing for the realization of an enabling environment built on institutional, legal, and legislative safeguards which uphold the constitutional right to public sector information.

The directives of this Open Government Data Road Map are grouped according to the following key outcome areas:

- I. Release and Manage Organized, Operable, and Relevant Data;
- II. Refine Technical Aspects of Open Data;

- III. Institutionalize Open Data within Government;
- IV. Promote Civic Engagement and Stakeholder Outreach; and
- V. Adopt Complementary Metrics and Measures of Success.

5.1. Release and Manage Organized, Operable, and Relevant Data

Open Government Data requires agencies to manage their data reserves with a transparent, organized process for data gathering, security, quality control, and release. At present, each government agency is responsible for collecting and storing data without cross-government standards. A coordination mechanism is absent for documenting web links to existing Open Government initiatives led by other agencies. This results in a fragmented network of information which has no harmonized/standardized format for documents, is for internal use of the agency only, has decentralized development and implementation, and has no integration framework.

Specific Recommendations

- i. The government should determine and promulgate clear standards for data management by developing and circulating a Best Practices Manual within the eventual institutional business owner and among implementing agencies. This should include the criteria and processes which determine high priority datasets, standard file formats for different types of datasets, and mandatory processes

- for storing data and organization across implementing agencies;
- ii. Achieve digitization of government records⁴³ and data holdings in file formats which are extractable by computer programs and machine-readable as opposed to simply human-readable;
- iii. Identify non-proprietary, widely used formats for all types of files and convert digitized files accordingly and negotiate standards for identifying priority datasets to be released in line with Open Government Data commitments;
- iv. Go beyond releasing public sector information by identifying and comprehensively documenting the data holdings of each agency through a whole-of-government inventory;
- v. Adopt a Semantic Web interface (Linked Data system) across the databases of various agencies, as well as strictly follow metadata practices and the JSON Data Schema so data can interoperate and can be reused. There is an existing Philippine eGovernment Interoperability Framework (PeGIF) which defines principles, standards, and a common language that national government agencies should follow in designing their data and information systems. However, the PeGIF remains underutilized across government agencies. A harmonized interoperability framework ensures that online data exchanged across government agencies are usable, and systems and applications used by agencies follow certain standards.
- vi. Include disaster- and risk-related data on data.gov.ph as a response to and possible mitigation of the effect of natural calamities,

⁴³ A profile of the current digitization status of government records is forthcoming.

particularly the devastation to human life, socio-economic stability, and property caused by super typhoon Yolanda in November 2013⁴⁴.

5.2. Refine Technical Aspects of Open Data

Open Government Data programs should build on established digital data sources and information management systems within government where they already exist. Conversely, good existing information management practices within government can make it much easier to find data and associate metadata and documentation, identify business ownership, and institutionalize processes which make the release of data sustainable, business-as-usual, and day-to-day.

However, technical aspects of Open Data Philippines require refinement. Large silos of data held by government agencies are not yet digitized, and even more are not saved in user-friendly and machine-readable formats. Present data holdings of government agencies are not interlinked within an interoperability framework, giving users a difficult time finding and accessing data, and there is an absence of a centralized interoperability framework to be implemented across government. A permanent workforce with adequate ICT knowledge and capacities to maintain the Open Data Portal and other initiatives under Open Data is also absent.

Specific Recommendations

- i. Formulate a Best Practices directive for Linked Data to be formulated and circulated

by the PMO across various government agencies. This document should include, among others: a) methods for validating data accuracy and proper documentation of provenance; b) standards for data quality and guidelines for submission within a distributed knowledge management architecture which allows agencies to upload datasets to the platform independently; c) target schedules for uploading/updating datasets to be negotiated within each agency; d) a list of priority and high-value datasets for release/updating at regular intervals which reflects the functions, activities, and scope of responsibilities of each agency; e) regulating the submission of entries to a whole-of-government data inventory to capture the extent and nature of data holdings within each agency.

- ii. Build the capacity of both programmers and Open Data coordinators within government for constructing, navigating, and managing public information systems. Conduct workshops, tutorials, and distribute comprehensive walk-through manuals (digital and written);
- iii. Reiterate the role of the Uniform Website Content Policy (UWCP) of the government, a set of branding and editorial guidelines to unify the design, content, and the minimum editorial and technical requirements of government websites;
- iv. Utilize new technologies for information sharing, citizen empowerment and engagement, and efficient public service delivery. Approach Open Government Data as a virtual ecosystem of initiatives: engage all forms

⁴⁴ According to the National Disaster Response and Risk Management Council Situation Report as of January 7, 2014, typhoon Yolanda (international code name: Haiyan) caused torrential gusts, storm surges, and flooding which affected 9 regions, 44 provinces, and 57 cities of Visayas island, leaving 6,183 people dead, 28,626 injured, and 4,095,280 displaced.

of digital media by expanding transparency mechanisms to social networking sites and mobile applications.

5.3. Institutionalize Open Data within Government

It is crucial to institutionalize compliance to ensure that Open Data practices in the Philippines will outlive and retain salience across changing administrations. At present, there is no specific agency or institution designated as the institutional business owner of Open Government Data within government. The Open Data Task Force, supported by a PMO, has helped Open Data Philippines gain significant traction in realizing its commitments to the OGP. However, both the Task Force and its PMO remain to be ad hoc bodies for implementing the Open Data commitments.

Specific Recommendations

- i. Promulgate a policy instrument for Open Government Data Philippines which will include specific, binding commitments from agencies to release data; standardized practices for government data inventory, management, and publication online; designation of an agency or group of agencies as the institutional business owner/s of Open Data Philippines; and regular budgetary support for the program;
- ii. Push for the enactment of legislations which promote an enabling environment. The Open Government Data ecosystem is a precursor to the Freedom of Information (FOI) Act of 2012, a landmark legislation which aims to

democratize public information. As with any policy initiative, the successful implementation of Open Government Data relies on a political environment conducive to fostering high ethical standards. The Open Data framework provides a robust methodology for implementing the objectives of the FOI, which has already seen passage at the Senate level yet remains unsigned into law by the House of Representatives and the President;

- iii. Clarify leadership roles by assigning and properly documenting the list of Open Data Coordinators within each implementing agency. Establish a clear understanding of the necessary collaboration from other departments. Conversely, the other departments should acknowledge what is expected of them in pursuit of common goals. Assign staff within the institutional business owner for ICT-related management, standards-setting, policy planning, and implementation;
- iv. Develop an end-users' manual and conduct workshops to train citizens, CSOs, and third party stakeholders not only in navigating and using the Open Data Portal, but making specific uses of the datasets therein to highlight desired relationships and narratives;
- v. Encourage specific metrics for agency performance and service delivery according to issue area (e.g., budget data, procurement notices, service tracking) in fulfilling their commitments to Open Data Philippines;
- vi. The lack of publicly available data at the provincial level is partly addressed through the Full Disclosure Policy Portal (FDPP). However, enabling technical access to data, as the FDPP

promotes, does not ensure compliance to publishing such data. An alternative measure would be to incorporate the publication of accurate, organized, and relevant data at the provincial/municipal level as a requirement for local government units to receive the Seal of Good Housekeeping.

vii. Publish a Best Practices and Open Data Portal navigation manual online for third party users and/or other government agencies.

5.4. Promote Civic Engagement and Stakeholder Outreach

Open Government Data approaches public service delivery from the purview of the end-user, which underscores the need for comprehensiveness, interoperability, and relevance of data according to preset ICT standards. This entails that government data supplied be well-coordinated with demand to ensure that key datasets are identified by users themselves. To more strategically support the demand-side linkages of Open Data, a separate detailed communication and citizen engagement strategy with a formal practice for sharing information and data is currently being formulated.

Relevance and day-to-day use value of datasets must be clearly communicated and priority datasets should be identified through active consultations with stakeholders such as citizens, CSOs, programmers, web/mobile app developers, and the like to galvanize an Open Data community in the Philippines.

But the ethos of an accomplished Open Data initiative lies in an essential power shift: that is, in blurring the lines between top-down government (e.g., holding public sector information in government silos) and public forms of governance. The availability and propensity of data for re-use partly accounts for the effectiveness of Open Data initiatives, but maintaining an ecosystem of multi-platform programs and participatory channels solidifies its commitment to translating transparency into accountability.

Existing Initiatives

- i. The regional multi-stakeholder consultations endeavored to build awareness about the ODP and create a space for feedback on this Action Plan from CSOs, the academe, local tech communities, and LGUs. Participants were likewise asked about datasets that ought to be prioritized as open and accessible given their specific context and realities faced on the ground. For example, in the consultation in Davao City, the request for maps of peace-building and conflict-afflicted areas and internally displaced people (IDP) were highlighted in light of the local context.
- ii. The nation-wide #KabantayNgBayan Hackathon was organized by the Task Force from November 16-17, 2013. The event brought together teams of app developers, designers, and data managers across the Philippines to conceptualize and create prototypes of mobile and web applications which promote transparency in government, particularly in terms of budget expenditure and public financial management.

Specific Recommendations

- iii. Increase the number and geographic scope of multi-stakeholder consultations and programmatic capacity-building sessions for data and ICT literacy in key cities/regions across the Philippines;
- iv. Provide a dedicated feedback channel within the Open Data Portal for key stakeholders such as CSOs, media practitioners, and especially civilians to determine and request key datasets. This reiterates a stakeholder insight cited in the IRM report, which recognizes that “real transparency entails not just placing documents online, but also responding to citizen requests for other documents. Additionally stakeholders made clear that without formal mechanisms for requests, access to information seemed hinged on the will of current agencies officials” (Mangahas, 2013).
- v. Engage the private sector, developers, and start-up communities for the conceptualization and development of practical mobile applications related to public sector information sharing, public service delivery, and public service progress tracking;
- vi. Encourage sustained third party creation and submission of data visualizations through building the data literacy of information designers and providing useful links to infographic creation applications/tutorials;
- vii. Build awareness and facilitate participation of the academic community (especially institutions with strong IT programs) in data analysis, monitoring, and impact evaluation of Open Data initiatives;

- viii. Establish feedback loops to engage citizens and other stakeholders in the co-creation and delivery of government services and development of response networks to maintain a vibrant ecosystem of Open Data users;
- ix. Integrate the mobile delivery of services by developing Open Data Portal applications which will display key on-the-go datasets (e.g., real-time traffic dashboards, commodity prices) and visualizations seamlessly in smartphones, tablets, and other portable devices.

5.5. Adopt Complementary Metrics and Measures of Success

In realizing the commitments set forth in the Open Government Partnership, it is necessary to unpack the process through which citizens can translate transparency (through the proactive release of government data) into accountability (for instance, making concrete policy suggestions based on assessments of budget expenditure and disbursement). Institutionalized standards for technical performance and end-user functionability help facilitate structured improvements.

Existing Metrics

The Task Force has devised a Tentative Monitoring and Evaluation Instrument to assess the fulfillment of deliverables according to certain Key Result Areas by 2014:

KRA and Indicators	Measurable outputs	Target
ACCESS TO PUBLIC SECTOR INFORMATION		
Quantity of datasets	Number of published datasets in data.gov.ph	700
Openness of data	Percentage of published datasets in open formats	80%
Practice of Open Data in government	Percentage of government departments of the GPH that published at least five (5) datasets	85%
	Number of Local Government Units that committed to practice open government data by having their own open data portal or an open data section in their websites	3
DATA-DRIVEN GOVERNANCE		
Quality of datasets	Percentage of datasets pointed out to contain factual errors in the data	(less than) 3%
	Percentage of datasets with temporal coverage with at least the immediate past three (3) years	5%
	Percentage of datasets with granularity from the national level down to the provincial level	3%
	Percentage of datasets with geospatial reference	3%
	Percentage of rated datasets with a rating of at least three (3) out of five (5) stars	60%
Feedback from government agencies as data consumers	Percentage of instances when national government data needed by NGAs are already available in data.gov.ph (beginning June 2014)	30%
PUBLIC ENGAGEMENT		
Data.gov.ph and social media traffic	Number of page views in data.gov.ph	500,000
	Bounce rate in data.gov.ph	(less than) 65%
	Number of total dataset downloads or accessed	2,000
	Number of Facebook accounts that liked the ODP Facebook page	5,000
	Number of Twitter accounts that follow the ODP Twitter account	2,500
Spreading the open data agenda	Number of civil society organizations engaged in ODP activities	100
	Number of private companies that committed to support the program and open data application developers	20
Activities conducted	Number of activities with the tech sector as the primary stakeholder	2
	Number of activities with CSOs as the primary stakeholder	5
	Number of activities with government as the primary stakeholder	2

TABLE 2

Open Data Philippines Tentative Monitoring and Evaluation Instrument

KRA and Indicators	Measurable outputs	Target
PRACTICAL INNOVATION		
Development of applications	Number of internal and third-party applications developed through the program	30
Relevance and practicality of the applications	Percentage of rated applications with a rating of at least three (3) out of five (5) stars	60%
	Number of applications developed that are endorsed by agencies of GPH for use by the public	5
Creation of visualizations	Number of visualizations created and contributed by government agencies, which were derived from their published datasets	30
	Number of third-party visualizations submitted to data.gov.ph	50
	Percentage of rated visualizations with a rating of at least three (3) out of five (5) stars	60%

TABLE 2

Open Data Philippines Tentative Monitoring and Evaluation Instrument (cont'd.)

Recommended Metrics

The use of external diagnostic models could complement the Task Force's existing assessment framework, and more comprehensively gauge the effectiveness of Open Data initiatives by expanding the scope and breadth of the standards they hearken to. The use of different metric systems also highlights successes and points of entry for stakeholders. This paper recommends three assessment frameworks: 1) The Tim Berners-Lee 5-Star Open Data System; 2) Gartner's Open Data Maturity Model,⁴⁵ and 3) an adapted version of Gartner's Open Data Maturity Model⁴⁶.

5.5.1. Tim Berners-Lee 5-Star Open Data System

During the Gov 2.0 Expo 2010, Tim Berners-Lee, Director of the World Wide Web Consortium and promoter of Linked Open Data, delivered a keynote speech in which he introduced a 5-star

rating system for Open Data. The Tim Berners-Lee 5-Star system is a basic yet powerful tool for assessing technical maturity. It was developed to help public sector bodies enhance the reuse value of data through a simple metric for guiding structured improvement.

- ★ One star indicates that the data is accessible on the Web. It is human-readable but not machine readable, because it is in a 'closed' document format and therefore cannot be easily reused. The data is merely available on the Web (whatever format) under an open license.
- ★★ Two stars indicate that the data is accessible on the Web in a structured, machine-readable format. The re-user can thus process, export and publish the data easily, but still depending on proprietary software like Word or Excel. The data is available as structured data (e.g., Excel instead of image scan of a table).

⁴⁵ Supporting Mongolia for Accountable, Responsive, and Transparent Government, p. 42

⁴⁶ Supporting Mongolia for Accountable, Responsive, and Transparent Government, p. 43

★★★ Three stars indicate that re-users will no longer need to rely on proprietary software (e.g., the file format is CSV instead of Excel). Accordingly, re-users can manipulate the data in any way without being confined to a particular software producer.

★★★★ Four stars indicate that the data is now in the Web as opposed to on the Web through the use of a URI, a Uniform Resource Identifier. As a URI is completely unique, it provides a fine-granular control over the data, allowing for things like bookmarking and linking.

★★★★★ Five stars signify Linked Data, which means that the data is in the Web, as opposed to merely being on the Web, since it is connected to data in other networks. This provides

several benefits for publishers and consumers alike. Publishers make data more discoverable through the established networks, thereby increasing the value of their data. Consumers can discover more related data while consuming the source data, as well as directly learn about the data schema (e.g. the JSON Data Schema referenced in Appendix B).

The system seeks to characterize five stages of technical development and serves as a re-user's Maslow pyramid wherein the first star reflects its basic needs (e.g., minimum file type requirement) and the fifth star its most accomplished. It also provides rating badges that can be posted on the user's site to track and publicize development, which could be useful to adapt for assessing the Open Data Portal at Data.gov.ph (Figure 10):

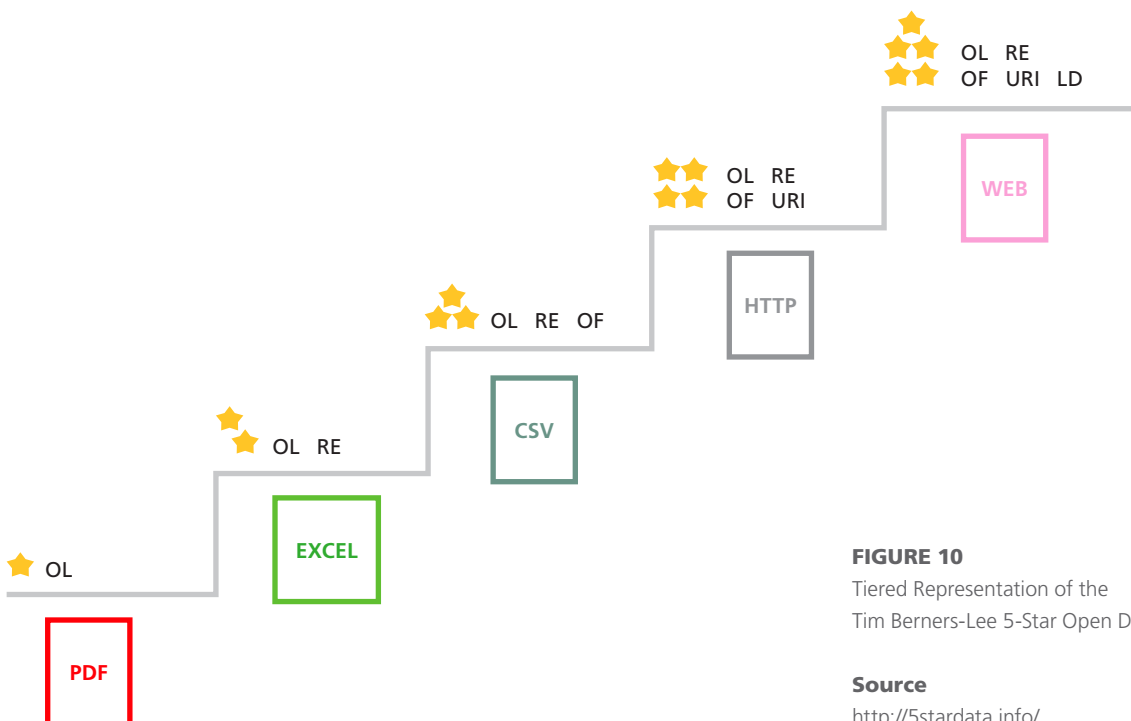


FIGURE 10

Tiered Representation of the
Tim Berners-Lee 5-Star Open Data System

Source

<http://5stardata.info/>

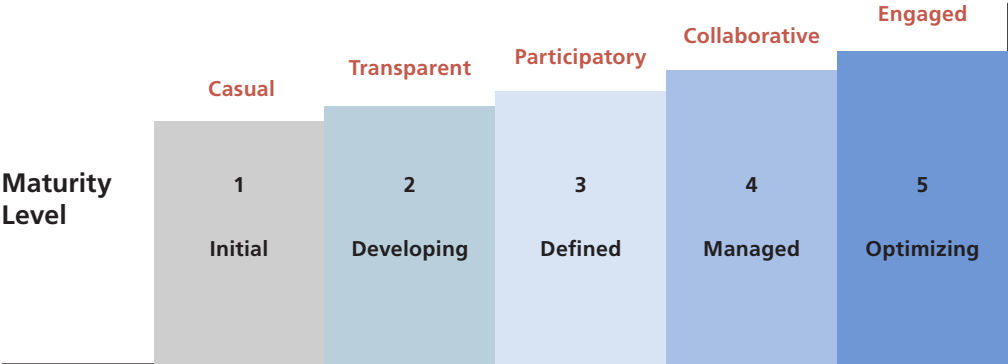
5.5.2. Gartner’s Open Data Maturity Model

Gartner’s Open Data Maturity Model provides a more comprehensive instrument for categorizing the progression of Open Data initiatives over different time periods. It categorizes initiatives along a continuum of five maturity stages, namely:

Casual, Transparent, Participatory, Collaborative, and Engaged (Gartner 2010). Performance indicator areas are further divided into Value Focus, Leadership, Institutions, Legal, Human Resources, Enterprise Architecture, Security, Information Access, Standards, Metadata, Services, Infrastructure, Civic Engagement, and Analytics (Figure 7):

FIGURE 11
Gartner’s Open Data
Maturity Model Spectrum

Source
<http://blogs.gartner.com>



5.5.3. Adapted Open Data
Maturity Assessment System

This adapted version of Gartner’s Open Data Maturity Model⁴⁷ delves into the specificities of various aspects of the Open Data Portal including data management (government side), technical

(infomediary side), and third party engagement (user-end). It was modeled after the Open Government Data Maturity Model in Supporting Mongolia for Accountable, Responsive, and Transparent Government Scoping Report (World Bank, 2012). The instrument is iterated in Table 3:

Attribute/ Maturity Level	Level 1: Casual	Level 2: Transparent	Level 3: Participatory	Level 4: Collaborative	Level 5: Engaged
Value Focus	None	Compliance	Constituent Value	Innovation	Transformation
Leadership	None	CIOs	Permanent Secre- taries	Ministers and Perma- nent Secretaries	Starfish leadership model
Institutional	Business as usual	Ministry of ICT	Individual ministries connected with Ministry of ICT	President/Prime Min- ister’s office leads, MICT convenes	Empowered organization with cross cutting oversight
Legal	No specific laws	Recognition of need for expert counsels	Laws on IP, Comput- er Crime, Electronic Transactions	FOI, Data Privacy, Whistleblower pro- tection	Expert teams of IT and Legal working seamlessly with legislature

⁴⁷ Supporting Mongolia for Accountable, Responsive, and Transparent Government, p. 43

Attribute/ Maturity Level	Level 1: Casual	Level 2: Transparent	Level 3: Participatory	Level 4: Collaborative	Level 5: Engaged
Human resources	Untrained	Staff training programs instituted	Competency based career development	Team based practices	Workforce innovation
Enterprise Architecture	None	EA team created	EA tool in place, Stakeholders aware of EA	Broad support for EA	Whole of Government EA
Security	No risk and security policy	Government committees formed	Risk assessments carried out, CERTs established	Cyber-Security Czar, Executive level reporting	Culture of security embedded, risk fully integrated into strategic decision making
Information access	Face to face	Information on static websites	Single site for accessing government data	Meta data published, data quality vetted	Primary focus on providing raw data. Data available in real time.
	Paper documents	Absence of raw, machine-readable data	Selective provision of structured data	Data updated frequently	
Standards	None	Awareness about importance of interoperability	Interoperability framework without compliance mechanisms	Interoperability framework with compliance mechanisms	Open standards
Metadata	Metadata ignorance	Scattered or closed metadata (not available and accessible under an open license framework)	Open Metadata for Humans (may only be available in .pdf or .doc documents)	Open Reusable Metadata in a machine readable format and/or an API is provided for computers to access, query and reuse available metadata	Linked Open Metadata with semantic assets documented using linked data principles and managed by advanced Metadata Management Systems
Services	Analog	Siloed e-services	Front-end integration of services	Backend service integration through shared services, open APIS, SOA	Co-created services blurring of private and public sector boundaries
IT Infrastructure	Random	Siloed infrastructure	Networked infrastructure	Data center consolidation	Shared infrastructure: private/public/hybrid clouds
Civic Engagement	Keep constituents informed	Keep constituents informed, listen to and acknowledge concerns and aspirations, and provide feedback on how constituent input influenced decision	Concerns and aspirations of constituents are directly reflected in the alternatives developed and feedback provided on how constituent input influenced decision	Look to constituents for advice and innovation in formulating advice and recommendations into the decisions to the maximum extent possible	Implement what constituents decide
Analytics	Ignorance	Inventory of local data and building of functional data marts	Build consensus around some analytical targets and their data needs. Build some analytical expertise.	Build government data warehouses and integrate external data (e.g., locational data from mobiles). Monitor emerging data sources.	Educate and engage senior executives on potential of analytical data. Exploit unique data. Establish strong data governance.

VI. CONCLUSION

The Open Data initiative is a product of and central to the success of the Open Government Partnership, a global movement that aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance.⁴⁸ On September 20, 2011, the Philippine government became one of the eight founding nation-members and signatories of the Open Government Partnership alongside Brazil, Indonesia, Mexico, Norway, South Africa, United Kingdom, and the United States.

The experience of the Open Data Task Force in implementing its preliminary initiatives emphasizes the salience of Open Data as a strong good governance instrument. Undersecretary Moya emphasized that, far more than being an ICT initiative, Open Data is an instrument for change management in the ways by which citizens can expect transparency and demand accountability from government. From the supply side, Open Data reflects a paradigm shift in how agencies perceive their contributions to supporting reforms and fostering transparency and accountability. More importantly, Open Government presents a framework for allowing citizens to regulate government expenditure, budget management, and public service delivery in the spirit of promoting good governance on a day-to-day level.

At the core of these efforts is bottom-up accountability by empowering anyone with internet ac-

cess—particularly concerned citizens, the media, and civil society organizations—to keep government activities in check. High priority data include information on sensitive aspects of governance such as budget allocations, public financial statements, national statistics, census, procurement (e.g. bidding process, transport system, crime (on the level of individual crimes and their locations), geospatial monitoring (e.g. up to date aerial maps), and legislative concerns (e.g. records of proceedings, draft laws under debate and enacted version of legislation).

Open access to public information also benefits government by enhancing its legitimacy and fostering long-term trust between public officials, government agencies, and civil society. Open Government Data runs parallel to a broader good governance framework pursued by the Aquino administration in his Social Contract with the Filipino People platform. Participatory governance is a Key Result Area (KRA) under this platform, and the Philippines is well positioned to harness the opportunities posed by Open Government Data.

With a strong leadership and dynamic Task Force comprised of skilled coordinators, data developers, creatives, and programming specialists, Open Data Philippines has enjoyed its share of achievements. To date, the Philippines has already set in place preliminary technical and institutional infrastructure. At the heart of Open Data Philippines is the Open Data Portal at data.gov.ph, a single access point for hosting key government datasets and dashboards for the consumption of third parties at no cost. Driven by the principle of

⁴⁸ Open Government Partnership website, <http://www.opengovpartnership.org/about>.

participative governance, the portal demonstrates how online platforms can provide citizens the empirical basis to perform checks and balances on government activities, particularly in terms of public service delivery, procurement, government expenditure, and budget management. Data.gov.ph will be officially launched during the Good Governance Summit on January 16, 2014.

The portal, however, goes beyond releasing key data sets by hosting interactive dashboards and colorful visualizations that help the user establish relationships between raw data and process information in meaningful ways. Key categories include budget, tax, public administration, economics and labor, transport and traffic, environment, geodata, health, consumer protection, infrastructure, education and science, law and justice, culture, population/census, politics, and elections. For example, a particularly useful dashboard is the searchable line-item database for procurement transactions. A dedicated Community Page is also being crafted within the Open Data portal to integrate and sustain an active community of Open Data users and promote its functionality. This is a new feature among other open data platforms, which maximizes the convenience and linkedness of social media.

Users are also offered the convenience of a single access portal that not only reveals massive amounts of government data in a few clicks, but also operates through an interlinked system. That is, it also serves as a National Data Inventory that allows agencies to register all data to build a picture of all information held by government

departments/agencies. It has also been developed to eventually allow citizens, under a Freedom of Information Law, to request data through an elaborate request and data tracking service. In addition to creating the fully functional Open Data Portal, the Task Force has engaged the demand side of Open Data through events such as the Open Data Workshop, Open Data Boot Camp, International Open Data Champions Master Class, #KabantayNgBayan Hackathon, and the Open Data @PH Multi-stakeholder Consultative Forum. On the other hand, specific developments in institutionalizing Open Data have found nascence in the inclusion of Open Data provisions in both the proposed FOI Bill and the 2015 National Expenditure Program.

Several challenges remain in the path moving forward. Technical efforts must be complemented by an enabling environment of appropriate legislations, institutions, and human resources to fully realize the vision of Open Government.

Advocates of Open Data must continue to push for an environment conducive to openness with a legislative basis. In particular, the passage of the Freedom of Information (FOI) Act of 2012, is crucial for promoting a mindset of and legal basis for compliance with Open Government and Open Data initiatives. The Open Data framework could prospectively provide a robust methodology for implementing the objectives of the FOI, which has already seen passage at the Senate level yet remains unsigned into law by the House of Representatives and the President.

More efforts must also be made towards harmonizing processes and information sharing within and across government agencies (supply side), third party users (demand side), and infomediary actors (programmers and other technical personnel). Feedback channels must be established to enable third party users to translate public sector information into capital for making well-informed accountability demands. Finally, some technical aspects require fine-tuning, which includes digitizing and curating data sets, as well as developing a Best Practices manual for government agencies handling data for inclusion in Data.gov.ph. Present online data holdings of government agencies are not interlinked, giving users a difficult time finding and accessing data. A permanent workforce with

adequate ICT knowledge and capacities to maintain the Open Data Portal and other initiatives under Open Data is also absent.

Further efforts must could also be directed towards:

1. Releasing and Managing Organized, Operable, and Relevant Data;
2. Refining Technical Aspects of Open Data;
3. Institutionalizing Open Data within Government;
4. Promoting Civic Engagement and Stakeholder Outreach; and
5. Adopting Complementary Metrics and Measures of Success.

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ANNEX A.THE PROGRESS OF NINETEEN
OGP INITIATIVES IN THE PHILIPPINES

	Not started
	Limited
	Substantial
	Complete

THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)	PROGRESS	NEXT STEPS
Improving Compliance with Transparency	1. Disclose Executive Budgets: By June 2012, improve the compliance rate of departments in the executive branch to disclose approved budgets, use of funds, and annual procurement plans to 100%. Agency compliance will be measured in an index, co-managed with CSOs, to be developed by March.		<p>Government rating: Partially fulfilled Stakeholders' rating: Partially fulfilled</p> <p>a. Faced low compliance from agencies in disclosing budget information until performance bonuses were granted upon awarding of a "Transparency Seal" through the Performance Based Incentive System;</p> <p>b. Data sets posed several problems including:</p> <ul style="list-style-type: none"> • Delayed upload of some data; • Days when the site would be down; • Need for more effectiveness and relevance of data, especially actual expenditures along with projected budgets; • Data are in non user-friendly formatting (e.g. PDF, html, or hard copies) • Internet access being blocked in many government agencies, preventing civil servants from accessing the website (according to the Government employees union); • Problems with full compliance, standardization of data presentation/format/completeness; • No clear civil society or third party validation mechanism to grant a seal of transparency; and • Budget data disclosed do not reach the poor who have no Internet access. <p>c. Challenges to full implementation of this commitment derive from its nature as a self-rating, voluntary (and thus discretionary) task for government agencies.</p>	<p>Further work on basic implementation:</p> <ul style="list-style-type: none"> • Government should focus on the quality and usability of the disclosures made; • Stakeholders suggested that end-users should be told whether or not public expenditures complied with agencies/ budget ceilings and reflect honest spending; • Stakeholders cited the importance of a Freedom of Information law so that similar transparency initiatives could be institutionalized across political administrations.

	Not started
	Limited
	Substantial
	Complete

THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)	PROGRESS	NEXT STEPS
Improving Compliance with Transparency	2. Access to Information Initiative: The Aquino Administration will move toward giving citizens greater and freer access to official information in a timely, relevant, and meaningful manner, subject to certain limitations such as national security, foreign diplomacy, and privacy concerns. This initiative will entail the review, improvement, and rectification of current policies on citizen access to information; setting up public access mechanisms and infrastructure, including information technology systems; and collaboration with stakeholders in broadening the scope of access to information and improving the compliance of agencies to existing standards.		<p>Government rating: Partially fulfilled Stakeholders' rating: Still in progress</p> <p>a. Some stakeholders expressed concern over the Freedom of Information Act's failure to pass in Congress, with one stakeholder stating that "All transparency initiatives are just infrastructure for a service of public access to info policy"⁴⁹;</p> <p>b. While the government emphasized its review of government policies on access to information and the development of a roadmap for improved access to information, most stakeholders felt that these activities were double-counted;</p> <p>c. Others (including the IRM researcher) noted the significant progress made by the government on the non-FOI aspects of the commitment including the government's technological innovation for transparency component, which prompted the "Substantial" rating granted by the researcher for this commitment;</p> <p>d. However, the non-FOI aspects of the commitment did not stretch government practice beyond the baseline (many initiatives had been initiated seven years ago under two different budget secretaries serving the previous administration).</p>	<p>Further work on basic implementation:</p> <ul style="list-style-type: none"> • Open feedback channels to respond to citizen requests for information; • Include the passage of a freedom of information law as a stand-alone, measurable commitment in the next action plan.

⁴⁹ IRM Philippines Progress Report, Malou Mangahas, p. 20

	Not started
	Limited
	Substantial
	Complete

THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)	PROGRESS	NEXT STEPS
Improving Compliance with Transparency	3. Broader Civil Society Organization (CSO) Engagement: The government, in partnership with national CSO networks it engaged for its first OGP action plan, will engage a broader spectrum of CSOs—including regional and local organizations—as well as business groups and academia, in convening a Philippine Partnership for Open Governance. This partnership will be tapped in plotting the Government's direction toward deepening open government and pursuing other governance reforms in the medium term. The partnership will be organized by June 2012 and expanded [over the same year].		Government rating: Still in progress Stakeholders' rating: Still in progress a. The OGP Steering Committee was assembled yet failed to convene, and the nondisclosure of its discussions did not culminate in any stakeholder consultations/enhance awareness or participation by stakeholders in the OGP process; b. Citing lack of personnel and time, the Government reported holding two meetings of the Philippines-OGP Steering Committee in 2012—but without any proof of documentation—even as the stakeholders said no such meetings occurred in 2012. The Steering Committee did meet in 2013. To the best of the IRM researcher's knowledge, the Steering Committee was convened only on 14 March 2013. Both the Government and the stakeholders have committed to scale up efforts to make the Philippines-OGP Steering Committee move to real action and results in 2013. c. However, the Open Data Task Force (not yet active by the time of the IRM's writing) has since engaged in a number of CSO/demand-side activities detailed in Section 2.2 of this report).	Further work on basic implementation: <ul style="list-style-type: none"> • Scale up efforts to make the Philippines OGP Steering Committee move beyond planning to taking real action and producing results; • Stakeholders said that the Steering Committee should “meet on a regular basis to discuss, assess, and review the implementation of the plan” so it may update all stakeholders on a regular basis.

	Not started
	Limited
	Substantial
	Complete

THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)	PROGRESS	NEXT STEPS
Deepening Citizen Participation	<p>4. Participatory Budget Roadmap:</p> <p>By June 2012, alongside the preparations for the 2013 national budget, the Government will expand the coverage of participatory budget preparation and enhance the process to address issues experienced during the pilot consultations. By December 2012, the Government will craft a roadmap to expand participatory budgeting to the other phases of the budget cycle, in consultation with CSOs</p>		<p>Government rating: Fulfilled Stakeholders' rating: Partially fulfilled</p> <p>a. The Government claimed to have "initiated a process wherein citizen groups can engage national government agencies and provide inputs during the annual budget formulation process, as a means of promoting transparent and participatory governance" and that it achieved its target to cover 12 NGAs and 6 government corporations under the participatory budgeting program;</p> <p>b. The government also claimed that the guidelines for CSO participation "in all phases of the budget have been developed" as outlined in National Budget Circular Nos. 536 and 539, and that the "People's Budget" was published for 2011 and 2012;</p> <p>c. However, the stakeholders at the IRM workshops raised concerns about:</p> <ul style="list-style-type: none"> • The "selectivity" in the choice of CSOs invited to the consultation, contrary to the accepted goals of "participatory budgeting"; and • The "mixed quality of the government-CSO partnership", as not all covered agencies have foregone partnerships with CSOs. <p>d. The IRM researcher requested copies of any government documentation on the public consultation activities under this commitment, but none had been offered as of publication;</p> <p>e. The government</p>	<p>Significant revision of the commitment:</p> <ul style="list-style-type: none"> • Expansion of the program to include more, if not all, national and local government agencies is the common suggestion of stakeholders; • The rules of partnership could be improved to assure more effective participation.

	Not started
	Limited
	Substantial
	Complete

THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)	PROGRESS	NEXT STEPS
Deepening Citizen Participation	5. Local Poverty Reduction: The government will push for a stronger collaboration among national agencies, local government units, and community organizations as a means of converging and localizing poverty reduction programs. By June 2012, alongside the preparation of the 2013 national budget, at least 300 city or municipal local poverty reduction action plans will be developed and priority poverty reduction programs identified. These projects will be given serious consideration by national government agencies in crafting the 2013 national budget.		<p>Government rating: Fulfilled Stakeholders' rating: Partially fulfilled</p> <p>a. According to the government, in 2012, at least "595 cities and municipalities have undergone participatory budgeting and planning processes and submitted their list of priority projects to national government. A total of PHP 8.4 billion worth of locally identified projects has been incorporated into the FY 2013 National Budget";</p> <p>b. Stakeholders were split between those who praised this project, and those who doubted the relevance of the project, which has assumed the name "Bottom-Up Budgeting" (BUB) in government documents, but the common view was that the project needs expansion and improvement;</p> <p>c. A key concern expressed by two government stakeholders was how to insulate the BUB projects from partisan politics. There is a need, one said, to "develop a standard that may be less political (to) ensure objective implementation;</p> <p>d. The mixed results of the BUB experience show the need to verify the supposed amounts allotted to BUB-identified projects, more fully explain the commitment, and safeguard against turning the project funds into a political or discretionary purse by the ruling political party.</p>	<p>Further work on basic implementation:</p> <ul style="list-style-type: none"> • Implementation, expansion, and review of the basic commitment; • Follow the suggestions of stakeholders to disclose the results of the first round of BUB activities and clarify exactly how the projects could result in improved delivery of public services and poverty reduction; • Other stakeholders had no involvement or information, and suggest that the government conduct public information efforts for the project.

	Not started
	Limited
	Substantial
	Complete

THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)	PROGRESS	NEXT STEPS
Deepening Citizen Participation	6. Empowerment Fund: The Empowerment Fund seeks to provide citizens groups with support in undertaking capacity development and community organizing projects that will empower citizens to demand better services and governance. This fund will be overseen by a multisectoral steering committee composed of government departments and nongovernment stakeholders. It will be operationalized within 2012.		<p>Government rating: Still in progress Stakeholders' rating: Limited</p> <p>a. At the time of the IRM's writing, the government was still finalizing the guidelines for implementation in 2013. A few CSOs had availed themselves of the fund in 2011 but the stakeholders said that the project was "very slow moving" and disbursements were "clouded with controversy";</p> <p>b. The Focal Point stated that, as of June 2013, "the guidelines have still not been finalized. Government audit rules have made it difficult to actually put in place a fund to support community organization. DILG hopes to issue such guidelines within a few months";</p> <p>c. The government confirmed an issue raised by many CSOs: community organizations "have no capacity to meet the liquidation requirements of national government," and because public funds "will have to be properly accounted for and liquidated based on COA guidelines and standards," they can access the fund only through "networks or consortia that have the proven capacity to liquidate and account funds... Clarification: no one has accessed the funds yet in 2013";According to the government, the fund was created in response to the concern raised by CSOs that many traditional donors no longer support community-organizing activities. The fund can help improve public participation and capacity, but is currently hampered because the guidelines have not been finalized and government has not yet disclosed reports from a pilot run.</p>	<p>Further work on basic implementation:</p> <ul style="list-style-type: none"> • The government has to finalize the guidelines, disclose the full details of disbursements of the fund, and ensure that CSOs that serve as fund conduits conform to the best-practice standards of transparency and accountability.

	Not started
	Limited
	Substantial
	Complete

THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)	PROGRESS	NEXT STEPS
Deepening Citizen Participation	7. Social Audit: The Commission on Audit (COA), in partnership with executive departments and CSOs, will craft a roadmap to institutionalize social audits for general public works and agriculture infrastructure projects for implementation throughout 2012.		<p>Government rating: Partially fulfilled Stakeholders' rating: Limited</p> <p>While encouraging and responding to civil society participation, the Government piloted this initiative in one project (CAMANAVA Flood Control Project) of the Department of Public Works and Highways (DPWH) during the last quarter of 2012. A preliminary audit report should be available in the third quarter of 2013.</p>	<p>Further work on basic implementation:</p> <ul style="list-style-type: none"> • Launch a public awareness drive on this initiative, publish the report on the pilot audit project, conduct training programs for stakeholders to gain expertise in audit work, and clarify the premises of the initiative; • The agencies in charge of the social audit should clarify what actions will take place as part of the audit.
Escalating Accountability	8. Results-Based Performances: In line with the goal of making all lower-income municipalities and cities meet the "Seal of Good Housekeeping" standards by 2016, increase the compliance rate from 50% to 70% in the span of 360 days. Furthermore, develop new standards that link performance in social development areas to the awarding of the Seal of Good Housekeeping and to grants under the Performance Challenge Fund.		<p>Government rating: Fulfilled Stakeholders' rating: Partially fulfilled</p> <p>Since August 2010, local governments have been required to post online information on fund utilization and project implementation in local forums. Though through this commitment more local governments received the "Seal of Good Housekeeping" in acknowledgment of their compliance, full compliance remained low. Stakeholders reported a need for independent monitoring and citizen participation.</p>	<p>Extension building on existing implementation:</p> <ul style="list-style-type: none"> • Stakeholders said that there is a need for independent monitoring and citizen participation to verify the data submitted under the SGH to avoid turning it into "a dime a dozen" award for LGUs; • Stakeholders also said that government must raise the bar and review the "contested awarding" of SGHs. The commitment does not cover transparency and accountability requirements such as "local legislation, development planning, resource generation, resource allocation and utilization, customer service, etc."; • Some stakeholders suggested that a third party should implement the SGH rather than the DILG, which supervises LGUs.

	Not started
	Limited
	Substantial
	Complete

THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)				PROGRESS	NEXT STEPS
Escalating Accountability	<p>9. Harmonized Performance-Based Management Systems: A single Results-Based Performance Management System (RBPMS) shall be developed, harmonizing the currently disparate performance monitoring and reporting systems among national government departments and agencies. The President has created a task force to formulate the RBPMS by June 2012. In line with this, the Organizational Performance Indicator Framework (OPIF)—a core framework used in developing the RBPMS—will be reviewed and strengthened by jumpstarting in 2012 a review of agency outputs and performance indicators.</p>					<p>Government rating: Fulfilled Stakeholders' rating: Partially fulfilled</p> <p>During 2012, a task force was convened and the review was begun, fulfilling this commitment. The achievements cited by Government include only the development of "a framework for a results-based performance management system." Stakeholders pointed to flaws in implementation like the lack of citizen or CSO participation in rating and validating the reports, and the failure to include government corporations in the commitment.</p>	<p>Further work on basic implementation:</p> <ul style="list-style-type: none"> • Allow for citizen participation in grading the performance of government agencies; • Disclose details of performance reports submitted, and reasons for low submission rate by other agencies; • Infuse the project with incentives other than additional budget or cash bonuses for agencies that, by a self-rating mechanism, report good performance; • Clarify "gray areas in the guidelines" and ensure strict but fair evaluation by Secretariat of the performance reports of agencies; • Assure consistent, timely, and sufficient public disclosure of the results of this commitment across agencies of the government.

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	Substantial
	Complete

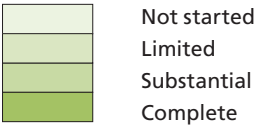
THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)	PROGRESS	NEXT STEPS
Escalating Accountability	10. Citizen's Charters: Within 360 days, ensure that 100% of national government agencies have published a Citizen's Charter. Furthermore, agencies shall strive to improve their Citizen's Charters, as well as to review their processes for frontline and other services, in consultation with civil society organizations.		Out of 2,693 target agencies, 1,881 have published Citizen's Charters. The IRM researcher found few indications of significant impact. A number of stakeholders voiced concern that government agencies are crafting Citizen's Charters, which orient and focus the agency toward the needs of citizen 'customers,' without involvement from the citizens themselves.	Extension building on existing implementation: <ul style="list-style-type: none"> Stakeholders urged more public information and awareness efforts by the government, more citizen engagement in crafting Citizen's Charters, and more CSO validation or verification of reports by the agencies.
	11. Internal Audit: Within 90 days, the Government will issue a Philippine Government Internal Audit Manual (PGIAM); and within 360 days, the PGIAM and the National Guidelines on Internal Control Systems (NGICS) will be rolled out in nine critical departments, in particular, the Public Works and Highways, Education, Finance, Justice, Health, Social Welfare, Budget, Labor, and Environment departments. This roll-out is in line with the target of all agencies to adopt the PGIAM and NGICS by 2016.		The Philippine Government's Internal Audit Manual was rolled out in seven agencies (Departments of Education; Health, Public Works and Highways; Finance; Social Welfare and Development; Labor; and Department of Justice) partially completing the first part of the commitment. The trainer's training manual was delayed by required consultations and pilot testing.	Extension building on existing implementation: <ul style="list-style-type: none"> Fully inform stakeholders about this and related initiatives; Rank the order of priorities; Clearly assign government agencies in charge of implementation.

	Not started
	Limited
	Substantial
	Complete

THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)	PROGRESS	NEXT STEPS
Technology and innovation	12. Single Portal for Information: Within 360 days, the Government, with CSOs, will craft a roadmap for the development of a single portal of government information, which complies with basic open data standards		This commitment moved government practice forward by the sheer volume of information and data that was uploaded to the portal in 2012. However, stakeholders said the portal needs more content management to meet the "open data standards," and Government must craft a "roadmap" for the portal with the participation of stakeholders.	Extension building on existing implementation: <ul style="list-style-type: none"> • Improve the content and user operability values of existing portals; • Further work on basic implementation including the roadmap.
	13. Integrated Financial Management System: The Government plans to develop a complete Government Integrated Financial Management System (GIFMIS) by 2016. In the interim, within 360 days, the Government will develop a pilot GIFMIS to be initially used by its oversight agencies, particularly the Finance and Budget Departments and the Commission on Audit.		Despite some positive first steps, the goal of this commitment was not met. Nevertheless, stakeholders from government agencies voiced confidence that the Government Integrated Financial Management Information System should be able to match actual use of budgets against budget allocations and that it is "a good application that would aid the Government in fund allocations."	Further work on basic implementation: <ul style="list-style-type: none"> • Government should organize the PMO and inform citizens and stakeholders about this initiative.

	Not started
	Limited
	Substantial
	Complete

THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)	PROGRESS	NEXT STEPS
Technology and innovation	14. Electronic Bidding: In line with the medium-terms goal of digitizing bidding process, develop additional features of PhilGEPS within 360 days, particularly: a facility to enable the online submission of bid documents; a module for CSOs to monitor tenders online; an electronic fee payment system; an expanded supplier registry; and a module for agency posting of their annual procurement plans.		More agencies are now posting bids on PhilGEPS (The Philippine Government Electronic Procurement System), a marked improvement since the law requiring online posting of bids was passed in 2003. Some stakeholders said they find it relevant, while others said they are not satisfied because the site is slow and the content incomplete.	Extension building on existing implementation: <ul style="list-style-type: none"> • The researcher suggests that the government enact a performance audit of PhilGEPS to gain insight on how to improve it, with the following questions in mind: <ul style="list-style-type: none"> • Which agencies are not posting bids PhilGEPS and why? Should there be penalties or administrative action against these agencies? • The fact that only 64% of government agencies (national agencies, government corporations, LGUs) are posting bids 10 years after PhilGEPS was launched, should raise concern. • Public information and awareness efforts, as well as prompt action on the planned module for CSOs to monitor tenders online might be necessary to encourage more citizens to use PhilGEPS content.
	15. Procurement Cards: The Government will pilot a system of procurement cards, in lieu of the often-abused system of cash advances [used for procurement purchases] within 180 days.		Implementation has been delayed. While electronic purchase tracking through procurement cards could potentially limit waste and corruption, without a clearly spelled out corresponding public transparency and accountability mechanism, it is unclear how they pertain to OGP values.	Significant revision of the commitment: <ul style="list-style-type: none"> • Amend the commitment to more clearly spell out the relevance to the OGP values of transparency, participation, accountability, and technology and innovation for transparency and accountability; • Hold more activities to increase civil society awareness of the commitment.



THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)				PROGRESS	NEXT STEPS
Technology and innovation	16. Manpower Information System: To better manage government manpower requirements and improve accountability in the disbursement of funds for personal services, the Government will complete its Government Manpower Information System (GMIS) and develop a central payroll system within 360 days, in accordance with Executive Order No. 31 series of 2011.					Government said the initiative has been “partially fulfilled” because new national payroll system software was developed and pilot-tested in six target agencies. However, the test showed that the software could not meet the needs of the entire system, thus a commercial software system is being sought.	Further work on basic implementation: <ul style="list-style-type: none">• Improve the national payroll system once the government acquires payroll and human resources software from private sources;• Increase descriptive information released on the Government Manpower Information System;• Publicly disclose information about these initiatives to citizens, CSOs, and especially civil servants in a complete and timely manner.

	Not started
	Limited
	Substantial
	Complete

THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)			PROGRESS	NEXT STEPS
Technology and innovation	17. Expand the National Household Targeting System: The Government uses the National Household Targeting System (NHTS) to identify and locate beneficiaries of targeted poverty-reduction programs. Within 360 days, the Government will enhance the NHTS by expanding its coverage from indigent households to other poor sectors, such as the rural sector (a registry of farmers may be developed as part of NHTS or independent of it), the informal sector, and indigenous peoples. CSOs will be tapped to ensure the integrity of the NHTS.				While expansion of the NHTS, a database to identify and locate beneficiaries of targeted poverty-reduction programs, continued in earnest, without clear language to improve access to information, public participation, and accountability, it is unclear how this commitment relates to OGP. At the time of writing, the database had not been made available online. Two stakeholders said that they had seen the database, but had concerns about its currency, integrity, and lack of validation with the beneficiaries.	Significant revision of the commitment: <ul style="list-style-type: none"> • Validate the content of the RSBSA database with the subject beneficiaries (farmers, fisher folk, indigenous people) out of courtesy to them, and to precisely fulfill what it says was “razor-sharp targeting” of their sectors for poverty reduction programs; • Make the RSBSA data available to the public, CSOs, academics, and journalists so its content could be vetted, appreciated, and inform public policy research and advocacy, and affirm the people’s right to know—one of the grand challenges of the OGP; • For future OGP Action Plans, this commitment could be rewritten to clarify its link with the OGP core values of access to information, public participation, and accountability.

	Not started
	Limited
	Substantial
	Complete

THEMATIC CLUSTER	FULL TEXT OF COMMITMENT	PROGRESS LEVEL (Researcher's Perspective)			PROGRESS	NEXT STEPS
Technology and innovation	18. e-TAILS: Within 360 days, the Government will expand the e-TAILS (Electronic Transparency and Accountability Initiative for Lump-Sum Funds) so that (1) other often-politicized lump-sum funds are processed through it; and (2) citizen reportage on the implementation of projects funded by Congressional allocations is enabled. Modules for the School Building Fund and the Internal Revenue Allotment of Local Governments are slated for development.				A majority of stakeholders approved and praised this project, as there was a significant increase in the volume of information now available on e-TAILS (Electronic Transparency and Accountability Initiative for Lump-Sum Funds). But technology and innovation projects like e-TAILS may be improved further if they can move from being mere transparency tools to becoming accountability tools.	Extension building on existing implementation: <ul style="list-style-type: none"> Enhance the content and improve the functionalities of e-TAILS for citizen interaction.
	19. Budget ng Bayan: Within 180 days, the Government will develop and launch a "Budget ng Bayan" (translated as "The People's Budget") website, which will serve as an interactive platform for citizens to learn about and find information on the national budget.				This commitment to launch the website for Budget ng Bayan, "the People's Budget," made a significant impact. Stakeholders, particularly those involved in budget transparency work, found the website useful as a research tool. Citizens who posted queries on the website received feedback from the site administrator — some in a more timely way than others. Thus stakeholders recommended making the website more interactive, in line with their interpretation of the original commitment.	Further work on basic implementation: <ul style="list-style-type: none"> Make content more interactive; Simplify presentation of complex concepts in budgeting and public finance processes in government; Integrate the user interface of Budget ng Bayan website with the Government portal and the DBM website at dbm.gov.ph; Complete data entries on both large and small expenditure items.

ANNEX B.

THE OPEN DATA TASK FORCE
AND OTHER PARTNERS IN GOVERNMENT

Position / Designation	Name	Agency
TASK FORCE		
Task Force Chair	Secretary Edwin Lacierda	OPS
Task Force Member	Undersecretary Manolo Quezon III	PCDSPO
Task Force Member	Undersecretary Richard Moya	DBM
PROJECT MANAGEMENT OFFICE (PMO) - CORE		
Co-Lead Coordinator	Ms. Gisela Maria Banaag	OPS
Co-Lead Coordinator	Mr. Gabriel Jess Baleos	DBM
Technical Group Head	Mr. Jonathan Cuevas	PCDSPO
Creatives Group Head	Ms. Joi Marie Angelica Indias	PCDSPO
Outreach Group Head	Ms. Ivygail Ong	DBM
Data Group Head	Ms. Gianne Karla Gaoiran	DBM
PMO MEMBERS		
Creatives group member	Ms. Cherie Lynn Tan	PCDSPO
Creatives group member	Ms. Camille del Rosario	PCDSPO
Outreach group member and Hackathon Project Head	Mr. Jan Aurel Nikolai Castro	DBM
Head of Technical Support Staff for the GGAC	Mr. Patrick Lim	DBM
WORLD BANK		
Lead Economist, East Asia and Pacific Poverty Reduction and Economic Management Unit	Mr. Rogier van den Brink	WB
Senior Economist, East Asia and Pacific Poverty Reduction and Economic Management Unit (Task Team Leader)	Mr. Kai-Alexander Kaiser	WB
Senior Operations Officer (Lead on Open Government Philippines Program)	Mr. Hanif Anilmohamed Rahemtulla	WB
Consultant - Writer, Editor, and Research Assistant, Poverty Reduction and Economic Management Unit (Writer)	Ms. Miro Frances Capili	WB

OTHER PARTNERS IN GOVERNMENT		
Executive Director	Rosa Maria M. Clemente	PhilGEPS
Executive Director	Dennis Santiago	GPPB-TSO
Spokesperson	Michael C. Sagcal	DOTC
Assistant Secretary	Javier R. Jimenez	DSWD
Director	Maria Teresita M. Semana	Office of Planning, Research, and Knowledge Management, CHED
Assistant Secretary and Chief of Staff	Reynaldo Antonio D. Laguda	DepEd
Undersecretary	Jude H. Esguerra	NAPC
Executive Director	Denis F. Villorente	DOST-ASTI
Undersecretary	Austere A. Panadero	DILG
Chief	Maria Rhodora R. Flores	Local Administration Division, DILG
Chief of Staff and concurrent Director	Kenneth V. Tanate	NEDA
Undersecretary and Executive Director	Louis Napoleon C. Casambre	DOST-ICTO
Director	Rosabelle Guererro	Department of Economics and Statistics, BSP

ANNEX C.

METADATA (THE JSON DATA SCHEMA)

To meet a technical necessity of the platform and aid in the cataloguing of data, each published dataset will be accompanied by metadata. Metadata is a documentation of the characteristics of data that provides its context, or in simpler terms, data about data. According to Gartner's Open

Government Maturity Model, it is important for metadata standards to progress from scattered or closed metadata to Linked Open Metadata through advanced metadata management systems. Though datasets may already be available in the agency's possession, the creation of metadata files for each dataset should be required from each agency according to the following standards⁵⁰:

JSON Data Schema Standard

Metadata	Description	Example
Title	Human-readable name of the asset. Allows intuitive labeling of the dataset for search, sharing and linking. Should be in plain English and include sufficient detail to facilitate search and discovery.	National Government Expenditure by Sector 1984 to 2013
Description	Human-readable description. Additional information describing the data. Must have sufficient detail to enable the user to quickly understand whether the asset is of interest.	This dataset contains the expenditure of the National Government on an obligation basis from 1984-2013. The sectors identified are as follows: Economic Services, Social Services, Defense, General Public Services, Net Lending, and Debt Service. In addition to showing the gross figures, these are also demonstrated as the following indicators: a percentage of each year's total budget, growth rates, as a percentage of GDP, per capita, and real levels.
Tags	Keywords describing tags. See what labels the dataset in question belongs to. Tags also allow for browsing between similarly tagged datasets in addition to enabling better discoverability through tag search and faceting by tags. Include terms that would be used by technical and non-technical users. Place quotation marks for each tag and then separate them with commas. Please limit to 15 tags only.	"budget", "economic services", "social services", "defense", "public services", "debt", "health", "education", "agriculture", "infrastructure", "finance", "research", "GDP", "economy"
Last Update	Most recent date on which the dataset was changed, updated or modified. Specify "01" if the day is unknown. If the file is brand-new, enter the issued date. YYYY-MM-DD	2013-09-02
Frequency of Update	Frequency with which dataset is published. Annually, Biannually, Quarterly, Monthly	Annually
Category	The PMO will introduce general categories to index all datasets in data.gov.ph.	

⁵⁰ From the Open Data Philippines Action Plan 2013-2016.

Metadata	Description	Example
Publisher	<p>The publishing agency. Please spell out the acronym of your agency. For attached agencies, please affix the entire name of your mother agency.</p> <p>E.g., Department of Education; Department of Science and Technology-Information Communications Technology Office</p>	Department of Budget and Management
Contact Name	<p>While the JSON Open Data Standard requires the name of a person who could take queries on this dataset, the PMO recommends the name of the unit/division in your agency that could farm the queries to the appropriate unit/division that produced this dataset. We imagine this to be your public information or communications unit. However, should you prefer the queries to be directly addressed to your statistics/data unit, you are welcome to do so.</p> <p>E.g., Public Affairs Division, External Communications Unit, Corporate Planning - Statistics Division</p>	Office of the Secretary - Public Information Unit
Contact Email	Please provide either the corporate email address of this unit/division or of any personnel in this unit.	publicinfo@dbm.gov.ph
Contact Number	<p>Please provide either the corporate contact number of this unit/division or of any personnel in this unit.</p> <p>Please affix “(+632)” on your entry as seen on the example.</p>	(+632) 490-1000 loc 2602
Unique Identifier	<p>This is the unique identifier for the dataset within your agency’s internal catalogue/database. This field allows third parties to maintain a consistent record for datasets even if title or URLs are updated. However, each identifier must be unique across the agency’s catalog and remain fixed. Characters should be alphanumeric. E.g., “aa73hfmsi”, “budgetexpenditure19842013”. If your agency does not use an internal Unique Identifier, please leave this blank. As an alternative, the PMO and the public will simply refer to this dataset by the Title you have provided.</p>	
Public Access Level	The JSON Open Data Standard allows for three possible entries for this field: Public, Restricted, and Private. The PMO will only accept datasets agencies are willing to make Public.	Public
Data Dictionary	<p>URL of page on your agency’s website containing definition of terms. If no such page/link is available, leave the field blank.</p> <p>Note: Documentation that is not specifically a data dictionary belongs in “references”.</p>	

Metadata	Description	Example
Download URL	<p>URL providing direct access to the downloadable distribution of a dataset.</p> <p>For datasets that will be housed in data.gov.ph, the PMO will be providing the URL for direct download. For datasets that will be housed in the agency's site, please provide the URL for direct download.</p>	
Endpoint	Is the dataset available as a web-service such as an Application Programming Interface (API)? For example, DOTC has established an API which allows users to pull data from the DOTC database without having to download the entire file. If not applicable, please leave blank. If applicable, please provide some remarks.	
Format	<p>This must be the exact file available at Download URL using file extensions.</p> <p>E.g., CSV, XLS, XSLX, TSV, JSON, XML; If the download file is a ZIP containing a CSV, the entry should be "ZIP"</p>	XLS
License	<p>Instant view of whether the data is available under an open license or not. This makes it clear to users whether they have the rights to use, change and redistribute the data. The license dataset or API is published with. The license dataset or API is published with the 'Creative Commons Attribution 3.0 Philippines (cc-by 3.0 Philippines)'</p> <p>http://creativecommons.org/licenses/by/3.0/ph/</p>	
Spatial	Does the dataset contain some form of geographic referencing e.g., (a) data referenced to geographical locations (regions, provinces, municipalities/cities, barangay) or for example (b) coordinate systems (latitude/longitude)? IF the dataset pertains to a specific location only, please specify such as "Visayas", "NCR", "Region VIII", "Luzon except NCR". If the dataset either covers nationwide data or does not contain any geographic aspect at all, please leave this blank. If the dataset has coordinate systems, we encourage you to give some remarks such as, "This dataset contains the geographic coordinates of each hospital in country."	
Temporal	The range of temporal applicability of a dataset (i.e., a start and end date of applicability for the data). This field should contain an interval of time defined by start and end dates. Dates should be formatted as pairs of {start date, end date} in the format YYYY-MM-DD.	1984-01-01, 2013-01-01
Release Date	When was this dataset officially issued (not necessarily on data.gov.ph)? Or when was this dataset authorized to be released by your agency? Dates should be formatted as YYYY-MM-DD.	2013-03-28
Language	Language of the dataset.	English

Metadata	Description	Example
Granularity	Level of granularity of dataset. If the dataset contains data up to the municipal level and has aggregates for the provincial, regional, and national levels, then input "Barangay, Municipal, Provincial, Regional, National"	National
System of Records	The dataset may be part of collection/catalogue of data. As such the agency is being requested to provide the URL to the entire catalogue so users can see what other datasets might be available for use. If it is not part of any collection/catalogue, please leave this blank.	
Data Quality	Whether the dataset meets the agency's Information Quality Guidelines (true/false). The PMO will only accept datasets agencies deem to pass their internal standards on data quality.	TRUE
Related Documents	Related documents such as technical information about a dataset, definition of terms, developer documentation, etc. The PMO recommends for you to send a separate file containing the definition of terms in the dataset. / NA	Download related document for Definition of Terms in this dataset.
Size	Size of the downloadable dataset	709 KB
Homepage URL	Dataset Homepage; Alternative landing page used to redirect user to a contextual, Agency-hosted "homepage" for the Dataset or API when selecting this resource from the Data.gov.ph user interface. E.g., www.agency.gov.ph/downloads ; www.agency.gov.ph/opendata ; N/A	
RSS Feed	URL for an RSS feed that provides access to the dataset. Please leave this blank.	