

INDEPENDENT REPORTING MECHANISM (IRM):

CANADA END-OF-TERM REPORT 2014–2016

Mary Francoli
Carleton University
First End-of-Term Report



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INDEPENDENT
REPORTING MECHANISM

INDEPENDENT REPORTING MECHANISM (IRM): CANADA END-OF-TERM REPORT 2014-2016

Progress was slow during the second year of implementation: a large majority of commitments remained incomplete. Commitments generally had a more marginal, incremental effect –with the exception of open data, and mandatory reporting on extractives, which had a major effect on open governance.

The Open Government Partnership (OGP) is a voluntary international initiative that aims to secure commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. The Independent Reporting Mechanism (IRM) carries out a review of the activities of each OGP participating country. This report covers the second year of implementation of the second Canadian National Action Plan (NAP). It builds on the 2014-2015 Progress Report, which assessed the progress made at the end of the first year of the second NAP.

Responsibility for OGP is embedded in each member country's federal government and is led by the Treasury Board Secretariat (TBS). TBS leads the Open Government Steering Committee (OGSC) comprised of the departments and agencies tasked with implementing components of the action plan. The former TBS President, Tony Clement, also established an Advisory Panel on Open Government comprised of members of civil society, business, and academia who were invited to provide advice and guidance on open government activities.

Canada published its third NAP on 19 July 2016. This third plan is to be implemented between July 2016 and July 2018. While the third NAP will be referenced in this report, it is not the subject of the report and will undergo future IRM assessments.

Of the 12 commitments in Canada's second NAP, only one was completed in its entirety. Commitment 3 regarding the Canadian Open Data Exchange, and Commitment 11 on Consulting Canadians saw the least amount of progress. Ten of the commitments from the second national action plan were carried to the third plan, but not all of them were carried forward in the exact form that they appeared in the second NAP. Given that each commitment (except the Open Data Exchange) includes multiple milestones ranging from 'limited in completion' to being 'substantially or entirely complete,' some commitments have been modified in the third plan.

TABLE 1: AT A GLANCE

NUMBER OF COMMITMENTS: 12

LEVEL OF COMPLETION

	MIDTERM	END OF TERM
COMPLETED:	0	1 (8%)
SUBSTANTIAL:	8 (67%)	10 (83%)
LIMITED:	4 (33%)	1 (8%)
NOT STARTED:	0	0

NUMBER OF COMMITMENTS WITH:

CLEAR RELEVANCE TO OGP VALUES:	12 (100%)	12 (100%)
TRANSFORMATIVE POTENTIAL IMPACT:	3 (25%)	3 (25%)
SUBSTANTIAL OR COMPLETE IMPLEMENTATION:	8 (67%)	11 (92%)
ALL THREE (★):	2	3

DID IT OPEN GOVERNMENT?

MAJOR:	N/A	2 (17%)
OUTSTANDING:	N/A	0

MOVING FORWARD

COMMITMENTS CARRIED OVER TO NEXT ACTION PLAN:	10 (83%)
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CONSULTATION WITH CIVIL SOCIETY DURING IMPLEMENTATION

Countries participating in the OGP follow a process for consultation during development of their OGP action plan and during its implementation. Details regarding the consultation process used during the development of the second NAP can be found in the 2014-2015 Progress Report. The Canadian government did not harness the expertise of its multi-stakeholder forum (the Advisory Panel on Open Government) during the implementation of its action plan, but it did engage in some targeted consultations around the implementation of three of its commitments. The consultation process was disrupted in August of 2015 when the country went into a national election campaign. Canada’s OGP point of contact submitted communication via email to the OGP Support Unit explaining this situation.¹

Table 2: Action Plan Consultation Process

PHASE OF ACTION PLAN	OGP PROCESS REQUIREMENT (ARTICLES OF GOVERNANCE SECTION)	DID THE GOVERNMENT MEET THIS REQUIREMENT
During Implementation	Regular forum for consultation during implementation?	No
	Consultations: Open or Invitation-only?	N/A
	Consultations on IAP2 spectrum ⁵ ?	N/A

PROGRESS IN COMMITMENT IMPLEMENTATION

All of the indicators and methods used in the IRM research are explained in the IRM Procedures Manual, available at <http://www.opengovpartnership.org/about/about-irm>. One measure deserves further explanation, due to its particular interest for readers and usefulness for encouraging a “race to the top” among OGP countries: the starred commitment (★). Starred commitments are considered exemplary OGP commitments. In order to receive a star, a commitment must meet several criteria:

1. It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have “medium” or “high” specificity.
2. The commitment’s language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability.
3. The commitment would have a “transformative” potential impact if completely implemented.
4. The commitment must progress significantly during the action plan implementation period, receiving a ranking of “substantial” or “complete” implementation.

Based on these criteria, at the mid term report, Canada’s action plan contained two starred commitments. At the end of term, based on the changes in the level of completion, Canada’s action plan contains three starred commitments: Open Data, Open Science, and Mandatory Reporting on Extractives.

Commitments assessed as star commitments in the mid term report can lose their starred status if they are not substantially or fully completed by the end of the action plan implementation cycle. The graphs in this section present an excerpt of the wealth of data the IRM collects during its progress reporting process. For the full dataset for Canada, see the OGP Explorer at www.opengovpartnership.org/explorer.

ABOUT “DID IT OPEN GOVERNMENT?”

Often, OGP commitments are vaguely worded or not clearly related to opening government, but they actually achieve significant political reforms. Other times, commitments with significant progress may appear relevant and ambitious, but fail to open government. In an attempt to capture these subtleties and, more importantly, actual changes in government practice, the IRM introduced the question “Did it open government?” in End-of-Term Reports. This variable attempts to move beyond measuring outputs and deliverables to looking at *how the government practice has changed* as a result of the commitment’s implementation. This can be contrasted to the IRM’s “Starred commitments” which describe *potential* impact.

IRM researchers assess the “Did it open government?” criterion with regard to each of the OGP values that this commitment is relevant to. Did the commitment’s implementation stretch government practice beyond business as usual? The scale for assessing this is as follows:

- *Worsened* = worsens government openness as a result of the measures taken by commitment.
- *Did not change* = did not change status quo of government practice.
- *Marginal* = some change, but minor in terms of its impact over level of openness.
- *Major* = a step forward for government openness in the relevant policy area, but remains limited in scope or scale.
- *Outstanding* = a reform that has transformed ‘business as usual’ in the relevant policy area by opening government.

To assess this variable, researchers establish the status quo at the outset of the action plan. They then assess outcomes as *implemented* for changes in government openness.

Readers should keep in mind limitations: IRM End-of-Term Reports are prepared only a few months after the implementation cycle is completed. The variables focus on outcomes in terms of government openness practices that can be observed at the end of the two-year implementation period. Neither the report nor the variables intend to assess the *impact* of potentially changed government openness practices because the timeframe of the report and correlating methodological implications do not allow this.

GENERAL OVERVIEW OF COMMITMENTS

As part of OGP, countries are required to make commitments in a two-year action plan. End-of-Term Reports assess an additional metric, 'Did it open government?' The tables below summarize the completion level at the end of the term and progress on this metric. For commitments that were already complete at the midterm, this report provides a summary from the progress report and focuses on the "Did it open government?" variable. For additional information on previously completed commitments, please see the IRM mid-term progress report for Canada.

The second Canadian action plan assessed in this report was organized in the same way as its first action plan, focusing on four main areas: a foundational commitment, open data, open information, and open dialogue. In total there are 12 commitments, some with multiple deliverables or milestones. The plan does not contain any clear deadlines for the completion of its various milestones. While interviews with government officials unearthed internal working deadlines for planning purposes, these were not made public. At times, the narrative assessing each commitment that follows in this section will reference those internal deadlines to indicate whether the commitment was on track and completed by the end of the second action plan. November 2014—when the plan was published—is used as a start date, and the end of the action plan cycle—June 2016—is used as an end date in descriptive information preceding the analysis of each commitment. Future action plans would benefit from more specific timelines for deliverables, as the improved transparency would help Canadians monitor progress.

Table 3: Overview: Assessment of Progress by Commitment

COMMITMENT OVERVIEW	SPECIFICITY				OGP VALUE RELEVANCE (as written)				POTENTIAL IMPACT				COMPLETION		MIDTERM END OF TERM		DID IT OPEN GOVERNMENT?				
	None	Low	Medium	High	Access to Information	Civic participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Complete	Worsened	Did not change	Marginal	Major	Outstanding
1. Implement the Directive on Open Government			X		X		X				X			X				X			
2. Open Data			X		X			X				X			X				X		
3. Canadian Open Data Exchange			X		X			X			X				X			X			
4. Open Data for Development			X		X						X				X				X		
5. Open Data Core Commitment			X		X	X	X	X			X				X					X	
6. Open Science			X		X	X		X				X		X					X		
7. Mandatory Reporting on Extractives				X	X	X						X			X					X	
8. Open Contracting			X		X		X				X				X				X		
9. Open Information on Budgets & Expenditures				X	X		X	X		X					X				X		
10. Digital Literacy		X			X			X		X				X					X		
11. Open Information Core Commitment			X		X			X		X					X				X		
12. Consulting Canadians			X		X	X		X			X			X				X			

¹ Email to OGP Support Unit, 28 July 2015.

1 | IMPLEMENT THE DIRECTIVE ON OPEN GOVERNMENT

Commitment Text:

The Government of Canada will issue mandatory policy requiring federal government departments and agencies to maximize the release of data and information of business value subject to applicable restrictions related to privacy, confidentiality, and security. Eligible data and information will be released in standardized, open formats, free of charge, and without restrictions on reuse.

The proactive release of data and information is the starting point for all other open government activity. It is the foundation on which all other aspects of Canada's Action Plan are based. Accordingly, the Government of Canada will firmly establish an "open by default" position in its mandatory policy framework by issuing a new Directive on Open Government.

The Directive on Open Government will provide clear and mandatory requirements to government departments aimed squarely at ensuring the availability of eligible government information and data of business value while respecting any restrictions related to privacy, security, and confidentiality. Business value takes on a broad definition in this context, including data and information that document the business of government, decision making in support of programs, services and ongoing operations, as well as departmental reporting. Furthermore, the directive will support broader accountability and transparency, and ensure that open government requirements are considered in the development and implementation of all federal programs and services. Departments and agencies will also be required to develop inventories of their data and information, plan for the release of eligible holdings, and lay out a schedule for their release.

Maximizing the release of data and information will enable Canadians to better engage with their government and hold it accountable, creating an environment that supports meaningful civic engagement and drives social and economic benefits through the innovative reuse of data and information.

Deliverables to be completed in 2014-16:

- Issue a new **Directive on Open Government** to require federal departments and agencies to maximize the release of eligible government data and information of business value subject to applicable restrictions related to privacy, confidentiality, and security.
- Require federal departments and agencies to **publish open government implementation plans** that describe planned activities to meet the requirements of the directive, including the following:
 - Establishing and maintaining inventories of data and information holdings;
 - Prioritizing the publication of data and information based on public demand;
 - Publishing data and information in accessible and open formats on federal open government websites under an open and unrestrictive licence; and
 - Reporting annually on progress made.
- Establish **tools and guidance** for the publication of **departmental data inventories**, subject to privacy, security, and confidentiality requirements.

Responsible institution: Treasury Board Secretariat

Supporting institution(s): None

Start date: November 2014

End date: 30 June 2016

COMMITMENT OVERVIEW	SPECIFICITY				OGP VALUE RELEVANCE (as written)				POTENTIAL IMPACT				COMPLETION		MIDTERM		DID IT OPEN GOVERNMENT?				
	None	Low	Medium	High	Access to Information	Civic participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Complete	Worsened	Did not change	Marginal	Major	Outstanding
1. Overall			X		X		X				X			X				X			
1.1. Issue Directive on Open Government				X	X		X				X					X					
1.2. Publish Open Government Implementation Plan				X	X		X				X			X							
1.3. Tools and Guidance for Departmental Data Inventories		X			X						X			X							
																X					

COMMITMENT AIM

This commitment aimed to improve the proactive release of information and data across government departments by establishing a Directive on Open Government that would outline clear and mandatory requirements for the release of information and data. The Directive would require federal departments and agencies to publish a plan detailing how they would establish and maintain information and data inventories, how they would prioritize the publication of information and data in an open and accessible format based on public demand, and how they would report annually on their progress. Ultimately, the deadline for implementing the Directive is 31 March 2020.

STATUS

Midterm: Limited

The Government of Canada released a Directive on Open Government on 9 October 2014, but had not progressed on publishing implementation plans or establishing tools and guidance for the publication of federal departmental data inventories by the end of 2014. For more information please see the 2014-2015 mid-term IRM report.

End of term: Substantial

Regarding the development of tools and guidance for data inventories, a *Data Inventory Template* and a *Guidance on Completing the Data Inventory* document have been completed and provided to departments and agencies. An interdepartmental working group was set up to facilitate the implementation of this commitment.

Progress on publication of the open government implementation plan remains limited. According to data provided to the IRM researcher, a total of 56 open government plans have been submitted to the Treasury Board Secretariat. While this does constitute a step toward the fulfillment of this milestone, none of the plans were published at the time this end of term report was written.

The 56 were in the process of being reviewed by TBS. The 56 departments represent a significant portion of bodies subject to the government's Information Management Policy,¹ including the Directive on Open Government. According to correspondence with the IRM researcher, the Directive on Open Government is applicable to 91 federal departments and organizations.² This means that approximately 62% of departments and agencies have developed an open government implementation plan. The milestone was thus coded as having limited completion given that 38% of departments and agencies still have to submit their plans, and that none of the plans been published at the end of term report period.

With two of the three milestones under this commitment having been completed, the overall commitment was coded as having been substantially completed. That said, much work remains to be done around the development of implementation plans and in the overall implementation of the Directive.

DID IT OPEN GOVERNMENT?

Access to information: Did not change

As was noted in the mid term progress report, this commitment does have the potential to open government if implemented well. However, at this end term point it is difficult to say that the commitment yet to result in additional openness. There are no public results or indicators of progress that could be seen as measures of change. The Directive has been issued, and guidance documents have been developed -they are being used within government. However, no departmental or agency open government plans have been publicized and it remains impossible to determine what type of information and data will eventually be released or how that differs from the information and data that was released under older, existing guidelines. There is still no evidence or information about the format(s) of the information and data to be released. Much legwork appears to be happening inside of government so that the potential of this commitment to open government can eventually be realized, but at this time it has not yet resulted in a visible change, outside of government, to Canadians.

Public accountability: Did not change

As is the case with access to information, the incomplete nature of this commitment makes it difficult to find concrete evidence of improvements to public accountability at this time.

CARRIED FORWARD?

Parts of this commitment were carried forward to the next action plan. Commitment 3 of the new, Expand and Improve Open Data, reiterates the development of open government implementation plans. It also commits to the release of new data and data inventories, going beyond just the implementation plans. Among other things, the new plan commits to "develop and publish departmental inventories of federal data, as required by the Directive on Open Government, to support collaboration with the public on setting priorities for the release of open data."³

¹ Policy on Information Management, <http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=12742>.

² Personal correspondence with IRM researcher, September 12, 2016.

³ Canada's Third Biennial Plan to the Open Government Partnership 2016 – 2018, http://www.opengovpartnership.org/sites/default/files/Canada_AP3.pdf.

2 | OPEN DATA (★)

Commitment Text:

The Government of Canada will work with provinces, territories, and municipalities to break down barriers to integrated, pan-Canadian open data services through the establishment of common principles, standards, and licensing across all levels of government.

As announced at the OGP Annual Summit in October 2013, the pan-Canadian, Open Data Canada strategy will remove existing jurisdictional barriers to realizing the full potential of open data in Canada. By harmonizing and integrating the diverse range of open data activities happening at all levels of government across Canada, we will facilitate a “no wrong door” approach to open government data, regardless of which government owns it.

This is a challenging prospect given that Canada is a decentralized federation in which government programs and services cut across multiple jurisdictions. Health, transportation, and agriculture are just a few examples of government activities that have municipal, provincial/territorial, and federal involvement.

Our consultations with citizens and civil society organizations have reinforced how important it is that users be able to combine data from multiple jurisdictions in spite of any challenges that stand in the way. Such challenges include data ownership, search and discovery barriers, licensing, cataloguing, and significant differences across jurisdictions with regard to capacity. As part of our commitment to open data in Canada, we will address these challenges head-on.

Work on these activities will be governed by a national Open Data Canada Steering Committee with representation from all levels of government. The end result will provide unprecedented access to comprehensive open data from across Canada to spur innovation, increase productivity, and ultimately improve the lives of Canadians.

Deliverables to be completed in 2014-16:

- Establish common **open data principles** for adoption by governments across Canada.
- Facilitate the adoption of a **common** or compatible **open government licence** by all Canadian governments to enable the release and reuse of open data and information.
- Establish or identify **common open data standards** (e.g., metadata, data formats) that align with existing international standards for adoption by governments across Canada.
- Develop a **federated open data search service** with provinces and municipalities to provide users with a “no wrong door” approach to accessing open data, so that data can be easily found and downloaded regardless of which government open data portal is used.
- **Expand** and deliver a **national appathon** event, the Canadian Open Data Experience (CODE), to promote access to, and reuse of, multi-jurisdictional data to develop new and innovative tools and services for Canadians.

Responsible institution: Treasury Board Secretariat

Supporting institution(s): Provinces, Territories and Municipalities

Start date: November 2014

End date: 30 June 2016

COMMITMENT OVERVIEW	SPECIFICITY				OGP VALUE RELEVANCE (as written)				POTENTIAL IMPACT				COMPLETION		MIDTERM END OF TERM		DID IT OPEN GOVERNMENT?				
	None	Low	Medium	High	Access to Information	Civic participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Complete	Worsened	Did not change	Marginal	Major	Outstanding
2. Overall			X		X			X				X			X				X		
2.1. Common Open Data Principles				X	X							X			X						
2.2. Common Open Government License		X			X							X			X						
2.3. Common Open Data Standards		X			X							X		X							
2.4. Federated Open Data Search Service				X	X			X				X		X							
2.5. Expand National Appathon Event			X		X			X			X					X					

Editorial Note: This is a starred commitment, because it is measurable, clearly relevant to OGP values as written, of transformative potential impact, and was substantially or completely implemented.

COMMITMENT AIM

The purpose of this commitment is to facilitate Canadians' retrieval of data across various levels of government in Canada by developing a pan-Canadian open data service with common principles, standards, and licensing across all levels of government. The additional federated open data search service aims to provide users with a 'no wrong door' approach, so they can retrieve data easily regardless of which portal they use. The commitment also included access to and reuse of multi-jurisdictional data via an expansion of the Canadian Open Data Experience (CODE), part of Canada's national appathon.¹ At the appathon event, participants were encouraged to "mash-up federal datasets as well as include provincial, territorial, and municipal data when building apps." Prior to this commitment, the majority of municipalities, provinces, territories, and the federal government were using a range of open data standards, principles, and licenses - users had to know which level of government housed which data in order to retrieve what they were looking for.

STATUS

Midterm: Substantial

Fundamental work on this commitment took place in the first year, including a survey on best practices, challenges, and opportunities with provinces and territories, a metadata mapping exercise with five provinces (to be used as a foundation for drafting common standards), and published guidelines for implementing the Open Government Licence. The CODE appathon was completed - it took place from 20 – 22 February 2015. However, the federated open data search service was not established.

End of term: Substantial

The government considers the Open Data Charter announced in May 2015 the common data principles to be used for adoption by governments across Canada.² As such, milestone 2.1 (establishment of common data principles) was completed. The government of Canada played a significant role in the development of the Charter. Little changed with the common open government licence from the mid term progress report to the end of term report. Active open data provinces and some municipalities have adopted licences that are compatible with the Open Government Licence.³ However, more work remains to be done when it comes to providing support and guidance to jurisdictions considering adoption of a licencing regime compatible with the Open Government Licence. No notable progress took place in the second year of the action plan cycle for the common open data standard and federated open data search service. Expansion of the national appathon event was completed during the first year of the action plan cycle and is discussed at length in the mid term progress report.⁴

DID IT OPEN GOVERNMENT?

Access to information: Marginal

This commitment had a marginal effect on government openness. It resulted in some discussions and work between the federal government and other levels of government regarding common open data principles, licencing, standards, and search services. These are necessary and important steps forward, but work remains to be done for this commitment to be fully implemented.

CARRIED FORWARD?

The third and fourth milestones have been carried forward to the third action plan under that document's commitment 16: 'Align Open Data Across Canada.' The milestones under this commitment include:

- Foster the adoption of common open data principles that are consistent with the International Open Data Charter by all levels of government.
- Develop a list of high-value, priority datasets for release in collaboration with key jurisdictions to make it easier for Canadians to compare data across different governments.
- Launch an online, federated, multi-jurisdictional open data search service in partnership with one or more provinces and territories to allow Canadians to search and access data from across jurisdictions, regardless of its origin.
- Host a national Open Data Canada summit in 2017 to bring together federal, provincial/ territorial, and municipal officials to collaborate on setting a national agenda for aligning and improving the delivery of open data across the country.⁵

¹ CODE 2015, <http://open.canada.ca/en/canadian-open-data-experience-code>.

² Open Data Charter, <http://opendatacharter.net>.

³ Open Government Across Canada, http://open.canada.ca/en/maps/open-data-canada?_ga=1.14756598.1705124065.1448712857#toc5.

⁴ Canada Progress Report 2014-2015: http://www.opengovpartnership.org/sites/default/files/1.Canada14-15_English_Final_0.pdf.

⁵ Canada's Third Biennial Plan to the Open Government Partnership 2016 – 2018, http://www.opengovpartnership.org/sites/default/files/Canada_AP3.pdf.

3 | CANADIAN OPEN DATA EXCHANGE

Commitment Text:

The Government of Canada will establish an open data institute to support collaboration with the private sector, civil society, academia, and other levels of government to promote the commercialization of open data.

The global movement of technology and social media is generating massive amounts of information. Capitalizing on data offers \$1.3 trillion in possible economic development in North America alone (McKinsey & Company: "Open data: Unlocking innovation and performance with liquid information"). This type of opportunity is leading public sector institutions in Canada at all levels to undertake open data initiatives. In response to the tremendous commercial opportunity represented by open data, the Government of Canada has announced an investment of \$3 million over three years to launch a new institute on open data: the Canadian Open Data Exchange (ODX).

While governments collect much of the world's data, they do not always share it in ways that support ease of discoverability, access, use, or understanding by the public. Today, citizens expect to be able to access information and services electronically when and how they choose to do so. The creation of an information economy has motivated government to release vast amounts of public data, but there remain real challenges to accessing that data in a way that can generate insights, ideas, and services to truly benefit society.

ODX will work with governments, the private sector, civil society, and academia to help realize the full potential of open data for the economic and social benefit of Canada. ODX will bring together all of the pieces that support a sustainable, market-driven, open -data ecosystem whose success is measured by commercialization outcomes, such as the creation of jobs, companies, and wealth.

The vision for ODX is that by creating a platform and toolsets to help commercial actors use available data, new products and companies may be launched to meet market needs, social challenges will be addressed to improve the quality of life for Canadians, and, above all, new jobs will be created.

ODX will develop industry standards for open data, build a national marketplace where commercialization of open data can flourish, and support a pan-Canadian open data innovation community that will help incubate the next generation of data-driven companies. Through ODX, Canadians will be able to see the measurable economic benefits of open data in the form of job creation, investment in data-driven companies, and the establishment of a national hub for the commercialization of open data.

Deliverables to be completed in 2014-16:

- *Establish an open data institute in Canada (the Canadian Open Data Exchange, or ODX), as a national marketplace that includes an online community for those engaged in the commercialization of open data. ODX will undertake the following in collaboration with governments, civil society organizations, and private industry:*
 - *Developing new tools and applications that access and manipulate government data;*
 - *Establishing a framework for open data standards, including the articulation of industry standards for presenting, and providing access to open data for key sectors;*
 - *Consulting with industry champions on the development of demonstration projects for the commercialization of open data in priority sectors;*
 - *Launching a national outreach program, including events, workshops, hackathons, and student contest opportunities nationwide; and*
 - *Incubating new data-driven companies.*

Responsible institution: Federal Economic Development Agency for Southern Ontario

Supporting institution(s): None

Start date: November 2014

End date: 30 June 2016

COMMITMENT OVERVIEW	SPECIFICITY				OGP VALUE RELEVANCE (as written)				POTENTIAL IMPACT				COMPLETION		MIDTERM		DID IT OPEN GOVERNMENT?				
	None	Low	Medium	High	Access to Information	Civic participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	END OF TERM		Worsened	Did not change	Marginal	Major	Outstanding
															Substantial	Complete					
			X		X			X			X				X			X			
															X						

COMMITMENT AIM

This commitment aims to establish an open data institute to support collaboration with the private sector, civil society, academia, and other levels of government to promote the commercialization of open data. Companies should be able to turn to the institute for understanding, designing, and deploying open data-oriented products and services. The ODX would be a place for the collaborative development of new tools and applications to access and manipulate government data, to establish a framework for open data standards, and for consulting with industry champions on demonstration projects commercializing open data in priority sectors. It would launch a national outreach program and incubate new data-driven companies.

STATUS

Midterm: Substantial

The Open Data Exchange (ODX) was launched in May 2015. The lead institution for the commitment announced that CND\$3 million would be provided to Communitech Corporation to establish the exchange. At the time of the mid-term report, the ODX was in its infancy, with its first demonstration project scheduled for November 2015. Interviewees for the mid-term report noted that the ODX deliverables should be completed by March 2018, putting the anticipated completion date for this commitment outside of the timeframe covered by the second national action plan.

End of term: Substantial

The IRM researcher coded this commitment as 'substantially complete' in the mid term progress report. Officials from agency responsible for this commitment were unable to provide the IRM researcher with an update in the requested timeframe for inclusion in this report.¹ That said, there is some evidence of progress change during

the reporting period. The ODX announced that it was signing onto the Open Data Global Network in March 2016.² During the latter part of the second national action plan, companies were surveyed and data was collected for the project.³ Given that there is no concrete evidence that the commitment has been completed in its entirety, it remains coded as 'substantially' complete.

DID IT OPEN GOVERNMENT?

Access to information: Did not change

There is insufficient evidence to determine that the ODX led to either fundamental improvement or negative effect on government openness. Results of the effort that has gone into the establishment of the ODX remain to be seen.

CARRIED FORWARD?

This commitment was carried over to the third action plan. Commitment 15 of the new action plan is titled 'Stimulate Innovation Through Canada's Open Data Exchange.' The milestones map over those found in the second action plan and include:

- Complete a comprehensive mapping of 150 Canadian companies that are using open data to launch new products and services, create commercial and non-profit ventures, optimize their business processes, conduct research, and/or make data-driven decisions.
- Launch an online platform at www.opendata500.com/ca to showcase Canada's Open Data 150.
- Establish a national network of open data users within industry to collaborate on the development of standards and practices in support of data commercialization.
- Collaborate with private industry on three demonstration projects to illustrate the commercialization potential of open data in priority sectors.
- Incubate 15 new data-driven companies by June 2018.⁴

¹Personal correspondence with IRM Researcher September 6, 2016.

²ODX, 'ODX Joins Open Data Global Network with Canada's Open Data 150 Project,' <http://codx.ca/odx-joins-open-data-global-network-with-canadas-open-data-150-project/>.

³ODX, 'OD150: First out of the Gate,' <http://codx.ca/od150-first-out-of-the-gate/>.

⁴Canada's Third Biennial Plan to the Open Government Partnership 2016 – 2018, http://www.opengovpartnership.org/sites/default/files/Canada_AP3.pdf.

4 | OPEN DATA FOR DEVELOPMENT

Commitment Text:

The Government of Canada will work together with developing countries to harness the potential of open data to enhance accountability, create new solutions for delivery of public services, and create new economic opportunities around the world.

Open data holds an enormous potential to enhance development efforts around the world. As co-chair for the OGP Open Data Working Group, Canada is committed to strengthening a truly global open data movement and exploring ways to use collaboration and technology to strengthen democracy and build prosperity. As noted in the OGP's Four-Year Strategy (2015-18), national action plans are meant to provide an organizing framework for international networking. The OGP is in many ways a global platform for connecting, empowering, and supporting open government reform across member countries.

In recent years, Canada's International Development Research Centre (IDRC) has supported initiatives in developing countries to better use open data for development, establishing a global network of partners around the Open Data for Development (OD4D) initiative. The OD4D initiative aims to support the global and regional efforts of governments, civil society organizations, and entrepreneurs harnessing open data to achieve development outcomes, and enrich the international sharing of open data solutions and best practices.

Deliverables to be completed in 2014-16:

- *Build the capacity of the **open data initiatives in Latin America, the Caribbean, Africa, and Asia**, and establish important partnerships with the open data movement in Canada:*
 - *Support developing countries to plan and execute national open data initiatives;*
 - *Develop international data standards and solution-driven networks that can help to bring about social and economic innovation; and*
 - *Measure and evaluate the relationship between open data initiatives and socioeconomic development, informing the quality and reach of future open data initiatives.*
- ***Host an International Open Data Conference in 2015** to bring together experts from around the world to share knowledge and experience to strengthen international collaboration on open government issues.*

Responsible institution: International Development Research Centre (IDRC)

Supporting institution(s): None

Start date: November 2014

End date: 30 June 2016

COMMITMENT OVERVIEW	SPECIFICITY				OGP VALUE RELEVANCE (as written)				POTENTIAL IMPACT				COMPLETION		MIDTERM END OF TERM		DID IT OPEN GOVERNMENT?				
	None	Low	Medium	High	Access to Information	Civic participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Complete	Worsened	Did not change	Marginal	Major	Outstanding
4. Overall			X		X						X				X				X		
4.1. Open Data Initiatives in Latin America, the Caribbean, Africa, and Asia		X			X						X				X						
																X					
4.2. Host an International Open Data Conference in 2015				X	X					X						X					
																X					

COMMITMENT AIM

This commitment aims to support global and regional efforts of governments, civil society organizations, and entrepreneurs harnessing open data to achieve development outcomes and to support the international sharing of best practices and solutions related to open data. Specifically, the commitment is focused on supporting open data initiatives in Latin America, the Caribbean, Africa, and Asia. As a means of bringing people together, the commitment includes hosting the 2015 International Open Data Conference. This commitment builds on existing open data work of Canada's International Development Research Centre and expands that effort's geographical scope.

STATUS

Midterm: Substantial

At the mid-term review of the national action plan, the International Open Data Conference had been held: it included over 200 speakers and over 1,000 attendees. Open data for development networks were established in Latin America and the Caribbean; planning workshops had taken place to establish similar networks in Asia and Africa.

End of term: Complete

The Open Data for Development Network (OD4D) expanded during the second action plan.¹ Open data hubs are currently in operation in Latin America, Eastern Europe, Central Asia, and the Caribbean. These include the Latin American Open Data Initiative,² Open Data in East Europe and Central Asia,³ Caribbean Open Institute,⁴ and Open Data Lab Jakarta.⁵ The OD4D Network “organizes work through the guidance of a Donors Committee and the consultation of a group of dedicated implementing partners who are experts in Open Data issues around the world”⁶ and is hosted through the institution responsible for this commitment. That group, the IDRC, also funds the network along with the Government of Canada, the World Bank, and the United Kingdom’s Department for International Development.

While the government did note that plans for an African Open Data Hub were slowed due to limited partner capacity, a hub was scheduled to be launched later in 2016 and technical support has been provided in African countries, including Burkina Faso and Tanzania. Such support has also been provided in Peru and Jamaica.

In addition to the regional initiatives, OD4D has also engaged in activities supporting the development of international data standards, as well as the measurement and evaluation of open data initiatives. These include supporting the launch of the third edition of the Open Data Barometer⁷ and development of the Open Data Impact Map.⁸

DID IT OPEN GOVERNMENT?

Access to information: Marginal

The fulfillment of this particular commitment does provide a range of support and infrastructure that could be used to enhance openness in the regions in question. It also highlights Canada’s adherence to the Open Government Declaration, which specifically references international engagement and support of global open governance.⁹

Given the importance of OD4D, the coding for the ‘did it open government’ variable necessitates detailed explanation. The coding and analysis in this end of term report focuses explicitly on the extent to which openness is enhanced within Canada. Under this narrow lens, the commitment has had perhaps open government marginally. It is recognized that this assessment is likely to differ within the countries and regions where OD4D activities are being carried out. Studies have indicated that OD4D can enhance knowledge of open data, best practices, engagement, and peer learning, among other things.¹⁰ This would suggest that the activities supported by this particular commitment may have ‘opened government’ to a greater extent in the regions supported by the commitment than in Canada. Assessment of these regions is outside of the scope of this particular report, and the narrow focus of this report makes it difficult to fully capture the importance of the contribution made by this commitment. According to government officials, an independent evaluation of OD4D is scheduled to be completed in May 2017.

CARRIED FORWARD?

While this commitment was not carried forward in the same form as it was in the second action plan, elements of it are reflected in the third action plan. Commitment 18, 'Support Openness and Transparency Initiatives around the World,' is co-led by IDRC and seeks to:

- Provide training and peer-learning to at least 500 open data leaders in government and civil society in developing countries.
- Provide technical assistance to at least 10 developing countries, increasing the quality and ambition of their open data policies.
- Assess how capacity-building activities affect communities.
- Work with international organizations and partners in developing countries to implement innovative open data projects with impact on anti-corruption, local governance, health, and education.¹¹

¹Open Data For Development, <http://od4d.net>.

²Iniciativa Latinoamericana por los Datos Abiertos, <http://idatosabiertos.org>.

³Open Data in Europe and Central Asia, <http://www.odcanet.org>.

⁴The Caribbean Open Institute, <http://www.caribbeanopeninstitute.org>.

⁵Open Data for Development, <http://od4d.net>.

⁶Canada's Third Biennial Plan to the Open Government Partnership 2016 – 2018, http://www.opengovpartnership.org/sites/default/files/Canada_AP3.pdf.

⁷Open Data Barometer, <http://opendatabarometer.org/barometer/>.

⁸The Centre for Open Data Enterprise, <http://www.opendataenterprise.org/map.html>.

⁹Open Government Declaration, <http://www.opengovpartnership.org/about/open-government-declaration>.

¹⁰Exploring the Emerging Impacts of Open Data in Developing Countries, <http://webfoundation.org/docs/2016/07/ODDC1-Followup-Evaluation-Final-Version.pdf>.

¹¹Canada's Third Biennial Plan to the Open Government Partnership 2016 – 2018, http://www.opengovpartnership.org/sites/default/files/Canada_AP3.pdf.

5 | OPEN DATA CORE COMMITMENT

Commitment Text:

The Government of Canada will continue to unlock the potential of open data through a series of innovative and forward-looking projects that drive government-wide progress on open data and prioritize easy access to high-value federal data.

Having launched its next-generation portal for federal open data, and released the Open Government Licence under Canada's first Action Plan, the Government of Canada is now focused on continuing to raise the bar on ensuring high-quality open data services for Canadians.

Through its open data initiatives to date, the Government of Canada is providing Canadians with access to timely, comprehensive, high-value data in open, reusable formats. More than 40 departments and agencies have already made available over 200,000 datasets on everything from weather and border wait times to product recalls and Canada's vast collection of maps and geospatial data. Moving forward, we will accelerate the release of high-value data, and continue to enhance and improve our open data platforms and services. By driving the proactive release of open data, we will increase government transparency, drive innovation, and maximize Canadians' potential reuse of federal data.

In 2014, the first Canadian Open Data Experience (CODE) was piloted to challenge innovators across the country to test their talent and liberate the data available on data.gc.ca. From 28 February 28 to 2 March 2, more than 900 participants raced against the clock to code an open data application in the largest hackathon in Canadian history. Over the next two years under Action Plan 2.0, the Government of Canada will work with partners, other levels of government, and the private sector to expand this flagship activity to further engage open data users across the country to promote the availability and reuse potential of federal open data.

In addition, we will continue our efforts to increase the transparency of Canada's international development assistance through open data, which contributes to greater aid effectiveness and increases the ability of citizens in partner countries to hold their governments to account on development progress.

Deliverables to be completed in 2014-16:

- Continue to prioritize and **expand the release of open data** from federal departments and agencies under a single Open Government Licence.
- Complete **public consultations** with Canadians and civil society organizations in support of the prioritization of **open data** releases.
- **Launch** a new government-wide **open government portal** (open.canada.ca) with expanded open data services:
 - Interactive, thematic open data communities (e.g., health and safety) and enhanced consultation functionality and online forums;
 - Directory of open data services across Canada;
 - Expanded developers' tools to support reuse of federal data;
 - Enhanced data discovery; and
 - Standardized release procedures, formats, and metadata.

- **Expand and deliver** the Canadian Open Data Experience (**CODE**) as the premier national open data competition to drive creative and ambitious innovation in Canada:
 - Increase promotion of CODE activities and events;
 - Expand the use of regional hubs to increase participation in all areas of Canada; and
 - Create sub-themes to focus application development on everyday challenges facing Canadians.
- **Consolidate** the management of federal **geospatial data** across the Government of Canada to make this information more accessible and reusable via federal open government websites.
- **Broaden adoption of the International Aid Transparency Initiative (IATI) standard** in the Government of Canada, and encourage other Canadian actors to publish their own data, in particular, civil society organizations.

Responsible institution: Treasury Board Secretariat

Supporting institution(s): None

Start date: November 2014

End date: 30 June 2016

COMMITMENT OVERVIEW	SPECIFICITY				OGP VALUE RELEVANCE (as written)				POTENTIAL IMPACT				COMPLETION		MIDTERM	END OF TERM	DID IT OPEN GOVERNMENT?				
	None	Low	Medium	High	Access to Information	Civic participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Complete	Worsened	Did not change	Marginal	Major	Outstanding
5. Overall			X		X	X	X	X			X				X					X	
5.1. Expand Release of Data		X			X						X			X							
5.2. Public Consultation on Open Data		X				X				X				X							
5.3. Launch New Open Gov Portal				X	X			X			X					X					
5.4. Expand and Deliver Code			X			X		X		X						X					
5.5. Consolidate Geospatial Data			X		X			X			X				X						
5.6. Broaden Adoption of IATI Standard		X			X		X				X				X						
																X					

COMMITMENT AIM

This commitment is very broad in scope, containing multiple milestones aimed at improving access to high quality open data services for Canadians. It includes expanding the release of open data across the federal government under a single Open Government Licence, conducting consultations on open data with Canadians to better understand the sorts of data sets they would like to access, launching a new open government portal with expanded data services, and expanding the national open data competition known as CODE. The commitment also includes consolidating the management and improved accessibility of federal geospatial data, and broadening the adoption of the International Aid Transparency Initiative (IATI).

STATUS

Midterm: Substantial

The third and fourth milestones were completed during the first year of the action plan's implementation and are discussed at length in the mid term progress report. Data release processes, a harmonized metadata standard, and a data inventory were completed in advance of releasing a new federal geospatial platform – this constitutes substantial progress toward the fifth and sixth milestones. With regard to the milestone on IATI, Finance Canada and the International Development Research Centre (IDRC) had started to publish according to the standard in April 2015. Over 500 data sets were added to the open data portal as a step toward expanding the release of data, outlined in the first milestone. Three limited, small consultations were done related to the second milestone. Further details can be found in Canada's IRM Progress Report 2014-15.¹

End of term: Substantial

The Government's end of term self-assessment report² noted identical progress on the number of datasets added to the open data portal as was found at the mid term review. According to the Government's self-assessment at the mid term mark: "Since July 1, 2014, more than 500 new datasets have been added to the Government of Canada's open data portal from 24 federal institutions under the Open Government Licence – Canada."³ And, according to the Government's end of term self-assessment: "Since July 1, 2014, more than 500 new datasets have been added to the Government of Canada's open data portal from 56 federal institutions under the Open Government Licence – Canada."⁴ The number of contributing federal institutions has increased according to the Government's end of term self-assessment, but the overall release of datasets is the same according to the Government's own assessments. Given this the coding for completion in the table above remains unchanged.

With regard to milestone number two, the Government of Canada developed a prioritization guide based on a consultation exercise held at the International Open Data Conference in 2015. As the IRM mid term report noted, this consultation exercise was somewhat problematic. In addition, users are able to 'suggest' a dataset' on the open.canada.ca website. While there are questions about the quality of the consultative exercises completed, this milestone is marked complete.

The fifth and sixth milestones, however, were completed: the Federal Geospatial Platform was launched on 14 June 2016. Its geospatial data is made available to the public via the Government's Open Map Portal.⁵

No additional departments or agencies adopted the IATI standard in the second year of the action plan, but the three that have adopted the standard account for over 90% of Canada's official development assistance. Canada positioned itself to further promote adoption of the IATI standard by taking over as chair of IATI's Governing Board and leading its Members' Assembly during 29-30 June 2016.⁶

DID IT OPEN GOVERNMENT?

Access to information: Major

A new open government portal was launched to replace the older open data portal. This was an important step in reframing the open government narrative in Canada as it emphasizes open government more broadly, and not simply open data as was the case with the older portal. The new website offers further information regarding open data across Canada and some tools and guidance for those wanting to learn more about open data and how to work with it. In this way, access to information was improved. This includes both the flow of some new information, but also the discoverability of information that may have already been in the public domain.

Similarly, the Open Maps portal of the open.canada.ca website provides users with the ability to find and use data through a mapping interface.

Over 500 new datasets were added to the open data portal under the Open Government Licence. As was noted in the progress report, however, there are concerns about lack of diversity in the datasets available, and the timely release of datasets. Moreover, implementation of the IATI standard remains low outside of the government. As was noted in the mid-term progress report, the government could be more active in encouraging non-governmental actors to publish their own data according to the standard, including private companies. Canada's new role within the governance structure of IATI could provide such encouragement.

Civic participation: Marginal

Further work is also needed when it comes to public consultations. As was noted in the mid term progress report, the public consultations on open data were limited. No additional consultations were held during the second year of the action plan's implementation. The ability to "Suggest a Dataset" via the open.canada.ca website is a useful feature on the website, but does not fall into the category of a public consultation.

Successful completion of the CODE appathon enhanced public participation. By attracting about 1300 participants from different parts of the country and resulting in 125 submissions, this event drew attention to open government data and prompted the public to work with the data. However, this constitutes short term public participation as opposed to sustained participation. Moreover, the scope was limited to working with existing data sets.

Public accountability: Major

Adopting the IATI standard across the large majority of government departments providing development assistance can increase accountability by providing relevant information on aid spending. The information is published in XML format and linked back to the IATI Registry.⁷ Such transparency is "an essential building block towards empowering citizens, governments and donors to collaborate and maximise development impact."⁸

CARRIED FORWARD?

The first milestone is carried forward to the new action plan. Commitment three of the new plan is to 'expand and improve open data.' Beyond the milestone related to implementing the directive on open government, mentioned earlier in this report, other milestones under commitment three include:

- Set a baseline for the total volume of open data to be released over time and establish departmental targets for the publication of releasable data over the next five years.
- Develop and refine guidance to help federal departments and agencies set priorities for the release of high-value open data and understand the specific circumstances under which data cannot be released for privacy, security, and/or confidentiality reasons.
- Provide access to high-quality, open statistical data and information from Statistics Canada, free of charge, in machine-readable formats under an open license and accessible via open.canada.ca.

- Improve Canadians' access to data and information proactively disclosed by departments and agencies through a single, common online search tool.
- Adopt the International Open Data Charter and initiate implementation of the Charter requirements.⁹

The milestone related to the federal geospatial data is also carried forward in the form of Commitment 13, 'Increase the Availability and Usability of Geospatial Data.' Here the government has committed to:

- Improving access to open geospatial data through the expansion of open maps.
- Developing geospatial data and web service standards.
- Developing Geospatial Applications.¹⁰

¹ Report available here http://www.opengovpartnership.org/sites/default/files/1.Canada14-15_English_Final_0.pdf.

² <http://open.canada.ca/en/action-plan-commitment-5-open-data-core-action-plan-commitment>.

³ <http://open.canada.ca/en/commitment/05-open-data-core-commitment>.

⁴ <http://open.canada.ca/en/action-plan-commitment-5-open-data-core-action-plan-commitment>.

⁵ <http://open.canada.ca/en/open-maps>.

⁶ <http://www.aidtransparency.net/governance/governing-board>.

⁷ <https://www.iatiregistry.org>.

⁸ <http://www.aidtransparency.net/about/why-iat>.

⁹ Canada's Third Biennial Plan to the Open Government Partnership 2016 – 2018, http://www.opengovpartnership.org/sites/default/files/Canada_AP3.pdf.

¹⁰ Canada's Third Biennial Plan to the Open Government Partnership 2016 – 2018, http://www.opengovpartnership.org/sites/default/files/Canada_AP3.pdf.

6 | OPEN SCIENCE (★)

Commitment Text:

The Government of Canada will maximize access to federally funded scientific research to encourage greater collaboration and engagement with the scientific community, the private sector, and the public.

The Government of Canada makes significant investments in scientific research. As a result, Canada has become a world leader in a number of important scientific research areas, and continues to support leading-edge research by some of the world's best scientific minds. Increasing public access to government-funded scientific research data and information has the potential to further drive innovation and discovery across the broader scientific community.

On 12 June, 2013, the Honourable Gary Goodyear, Minister of State for Science and Technology, signed the G8 Science Ministers Statement on behalf of the Government of Canada to promote policies that increase access to the results of publicly funded research to spur scientific discovery, enable better international collaboration and coordination of research, enhance the engagement of society and help support economic prosperity. Accordingly, the Government of Canada will establish a government-wide approach to open science to increase access to federally funded scientific publications and data.

Deliverables to be completed in 2014-16:

- *Develop and publish a government-wide **Open Science Implementation Plan** with specific activities and milestones, including the following:*
 - *Public consultations on the implementation of open science;*
 - *Launch of open access to publications and data resulting from federally funded scientific activities;*
 - *Development and adoption of policies, guidelines and tools to support effective stewardship of scientific data; and*
 - *Promotion of the adoption of open science standards in Canada.*
- *Establish an online service to enable a **one-stop search for publications** and data resulting from federal scientific activities.*
- *Develop **inventories** of federal **scientific data** and initiate the public release of data.*
- *Publish and maintain a **consolidated online list of peer-reviewed articles** by Government of Canada scientists dating back to 2012.*

Responsible institution: Environment Canada, Industry Canada

Supporting institution(s): None

Start date: November 2014

End date: 30 June 2016

COMMITMENT OVERVIEW	SPECIFICITY				OGP VALUE RELEVANCE (as written)				POTENTIAL IMPACT				COMPLETION		MIDTERM END OF TERM		DID IT OPEN GOVERNMENT?				
	None	Low	Medium	High	Access to Information	Civic participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Complete	Worsened	Did not change	Marginal	Major	Outstanding
6. Overall			X		X	X		X				X		X					X		
6.1. Open Science Implementation Plan			X		X	X						X			X						
6.2. One-stop Publication Search			X		X		X				X			X							
6.3. Scientific Data Inventory			X		X		X				X			X		X					
6.4. List of Peer-Reviewed Articles			X		X		X			X				X		X					

Editorial Note: This is a starred commitment, because it is measurable, clearly relevant to OGP values as written, of transformative potential impact, and was substantially or completely implemented.

COMMITMENT AIM

The purpose of this commitment is to improve access to scientific information and data that is either developed by, or supported by, government.

STATUS

Midterm: Limited

This commitment was behind schedule at the time the mid term progress report was written. The open science implementation plan required clarification, which delayed its approval. This commitment is somewhat unique from the other commitments found in the action plan in that all milestones flow from the first - thus delayed approval of the open science implementation plan in turn delayed other milestones.

End of term: Substantial

The open science implementation plan received approval on 24 September 2015. However, milestone two was not completed: according to documents provided by the Canadian government to the IRM researcher, the existing open.canada.ca website is being used as the primary search mechanism.

The government developed four guidance documents toward the fulfillment of milestone three: 'Release of data associated with publications', 'Conducting a data inventory,' 'Metadata for scientific data,' and 'Data Stewardship and Data Management Plans.'

The need for departments and agencies to adhere to the Open Government Directive, and to establish open government plans and inventories, helps to support the goal of this milestone. However, the inventories and subsequent public data release have not been fully completed. As was noted in the mid term progress report, some departmental lists of citations have been released as open data on the open.canada.ca site.

DID IT OPEN GOVERNMENT?

Access to information: Marginal

At this early stage for open science it can be said that the effect on openness are marginal at best, primarily because only some departmental citation lists have been published. This does not mean that the commitment does not have potential for more transformative change, but that this change has yet to be seen in part because of the limited completion of the commitment at the end of the second action plan cycle. It should be noted that the publication of the lists has resulted in significant inter- departmental collaboration which, although not necessarily visible to citizens, helps to pave the way for further future progress.

The one-stop publication search has not materialized in a manner that is apparent to users and the list of peer-reviewed articles is similarly melded with the functionality of the open.canada.ca site. There is no easily identifiable page on the site for accessing the information and data referenced under this commitment.

Civic participation: Did not change

Consultations related to open science were primarily internal to government. According to information provided to the IRM researcher, they took place in December of 2015 and early in 2016 to refine the direction taken to fulfill the commitment. Given that such consultations were internal to government, they brought together federal science-based departments and agencies together, which is significant in itself - but the process has not led to significant external public participation.

CARRIED FORWARD?

This commitment was carried forward to the third action plan. It is reflected in Commitment 14, 'Increase Openness of Federal Science Activities (Open Science)'. Milestones under this commitment include:

- Create a Chief Science Officer mandated to ensure that government science is fully available to the public, that scientists are able to speak freely about their work, and that scientific analyses are considered when the government makes decisions.
- Increase the public availability of data and publications produced from federal Science and Technology (S&T) activities.
- Increase engagement with Canadians on federal S&T activities.
- Develop metrics to track collective federal progress on open science activities.
- Develop and implement an open access policy for scientific research funded through grants and contributions.
- Work toward the development of policies on digital data management for research funded through the Granting Councils.¹

¹ Canada's Third Biennial Plan to the Open Government Partnership 2016 – 2018, http://www.opengovpartnership.org/sites/default/files/Canada_AP3.pdf.

7 | MANDATORY REPORTING ON EXTRACTIVES (★)

Commitment Text:

The Government of Canada will introduce legislation on mandatory reporting standards for the extractive sector that require the reporting of certain payments made to governments related to the commercial development of oil, gas, and minerals.

As a country with abundant natural resource wealth, Canada understands the necessity of openness and accountability in resource development both at home and abroad. Responsible development attracts investment, helps enhance the reputation of Canada's extractive firms, and strengthens international partnerships.

In 2013, G8 leaders noted that in many developing countries there is huge potential for economic growth based on abundant natural resource reserves. The Government of Canada is meeting its international commitment to establish mandatory reporting standards by 2015 for the extractive sector and doing its part to contribute to raising global standards of transparency. Raising global standards of transparency will improve accountability in the sector and reduce corruption and other illicit activities.

The Government of Canada will establish reporting standards for the extractive sector, requiring extractive entities to report on certain payments made to governments in Canada. Extractive entities are often required to make such payments to cover licence fees, rental and entry fees, royalties, and other costs. Mandatory reporting standards will increase Canadians' awareness about how extractive companies' revenues are spent, which supports transparency and social responsibility and helps to combat corruption.

By creating an open reporting environment, with clear and understandable information made available to the public, greater transparency and accountability in resource development can be achieved everywhere Canadian extractive firms operate.

Deliverables to be completed in 2014-16:

- Introduce **new legislation** that will require extractive entities to implement mandatory reporting standards and report annually on payments to all levels of government, domestically and internationally.
- Ensure **stakeholder engagement** on the establishment and implementation of these mandatory reporting standards.
- Require **extractive entities to publish data** on the payments they make to governments in Canada and around the world.

Responsible institution: Natural Resources Canada

Supporting institution(s): None

Start date: November 2014

End date: 30 June 2016

COMMITMENT OVERVIEW	SPECIFICITY				OGP VALUE RELEVANCE (as written)				POTENTIAL IMPACT				COMPLETION		MIDTERM END OF TERM		DID IT OPEN GOVERNMENT?				
	None	Low	Medium	High	Access to Information	Civic participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Complete	Worsened	Did not change	Marginal	Major	Outstanding
7. Overall				X	X	X						X			X					X	
7.1. New Legislation on Extractives				X	X							X				X					
7.2. Stakeholder Engagement		X				X				X					X						
7.3. Required Publication of Payments by Extractive Entities				X	X							X			X						
															X						

Editorial Note: This is a starred commitment, because it is measurable, clearly relevant to OGP values as written, of transformative potential impact, and was substantially or completely implemented.

COMMITMENT AIM

This commitment aims to establish legislation based on stakeholder engagement, to improve reporting standards for the extractives industry. Under the legislation, extractive entities would be required to publish data on the payments they make to governments in Canada and around the world.

STATUS

Midterm: Substantial

The first milestone was met in the first year of the second action plan cycle. The Extractive Sector Transparency Measures Act was assented to on 16 December 2014 and came into force on 1 June 2015. Engagement activities referenced under milestone number two were ongoing at the time of the mid term progress report. The third milestone was fulfilled by the passing of the new legislation requiring extractive entities to publish data annually within 150 days after their fiscal year end - with the exception of aboriginal governments, which have a two-year deferral.

End of term: Substantial

Natural Resources Canada (NRCan) consulted with provinces, industry and civil society stakeholders in an effort to fulfill milestone number two and to develop implementation tools to support adherence to the Extractive Sector Transparency Measures Act. These consultations were used to develop Guidance and Technical Reporting Specifications that were published online 1 March 2016.¹ Engagement sessions were held in 11 cities and were

attended by 70 industry representatives, over 20 civil society representatives, and more than 40 aboriginal governments and national aboriginal organizations.² The Government of Canada published a 'What we Heard' document based on these engagement activities.³

According to government, engagement activities are ongoing to ensure compliance with the new legislation and to better understand the impact of the legislation on specific communities.

DID IT OPEN GOVERNMENT?

Access to information: Major

The Extractive Sector Transparency Measures Act (ESTMA) came into force on 1 June 2015. The legislation sets out a framework for transparency in the extractive sector that will lead to the flow of new information stemming from its new reporting guidelines. Reporting requirements apply to companies that are or have securities listed on a stock exchange in Canada, have a place of business in Canada, do business in Canada, or have assets in Canada. Companies must also meet two of the three following minimum size-related thresholds to be included in required reporting: in at least one of its two most recent financial years, the company must (1) have at least C\$20 million in assets, (2) have generated at least C\$40 million in revenue, and/or (3) employ an average of at least 250 employees.⁴

While the new legislation and reporting does necessitate reporting which supports increased transparency, civil society actors interviewed for the mid-term progress report wanted to see the government go further by implementing the Extractive Industries Transparency Initiative (EITI): "While the Government of Canada has supported EITI, it does not implement the standard. Implementing the standard would, among other things, foster citizen engagement as well as simplify and improve the ability for stakeholders to locate information regarding the extractive industries. Under EITI, there is "a centralized repository where records can quickly be downloaded and compared." Under the current situation captured by the existing commitment, Canada's 'compliance' involves each company maintaining its own records 'somewhere' and will require anyone interested in actually figuring out what is going on to track down each one individually.⁵

It can however be noted that NRCan offers a central repository of links to reports. As reports are submitted to NRCan under the ESTMA, they will be found at www.nrcan.gc.ca/ESTMA.

Civic participation: Major

The Government of Canada has engaged with a number of actors including the provinces, the extractive industry and civil society in an effort to develop guidance and technical specifications regarding transparency in extractive industries.⁶ This engagement was carried by Natural Resources Canada even prior to the passing of the ESTMA. According to the government, stakeholder compliance engagement is ongoing and is expected to continue in the initial years of implementation.

It followed good engagement practices by publishing both the comments it received as well as a 'What we Heard' document synthesizing the feedback provided.

CARRIED FORWARD?

This commitment was carried forward to the third action plan under Commitment 17 'Implement the Extractives Sector Transparency Measures Act.' Milestones include:

- Undertake outreach activities with reporting entities to ensure awareness and understanding of processes for publishing their reports based on a consistent template and format.
- Improve public access to published reports through a common online window.
- Seek broader alignment of ESTMA with other jurisdictions in Canada and around the world.⁷

¹ Extractive Sector Transparency Measures Act, <http://www.nrcan.gc.ca/mining-materials/estma/18180>.

² Summary of sessions <http://open.canada.ca/en/consultations/mandatory-reporting-standards-for-extractive-sector-what-we-heard>.

³ Summary of sessions <http://open.canada.ca/en/consultations/mandatory-reporting-standards-for-extractive-sector-what-we-heard>.

⁴ Natural Resources Canada, <http://www.nrcan.gc.ca/mining-materials/estma/18802#A2>.

⁵ Canada Progress Report 2014-2015, http://www.opengovpartnership.org/sites/default/files/1.Canada14-15_English_Final_0.pdf.

⁶ Tools for Extractive Businesses, <http://www.nrcan.gc.ca/mining-materials/estma/18192>.

⁷ Canada's Third Biennial Plan to the Open Government Partnership 2016 – 2018, http://www.opengovpartnership.org/sites/default/files/Canada_AP3.pdf.

8 | OPEN CONTRACTING

Commitment Text:

The Government of Canada will coordinate single-window access to a broad range of open contracting information from across federal departments.

The federal government spends millions of dollars every year on procurement activities, and Canadians need to understand how this money is spent and what is being received in return. Access to this information is essential to ensuring accountability for the stewardship of public money. In addition, parties involved in public contracts must understand that open, proactive disclosure of contracting data is a condition of doing business with the Government of Canada.

The Government of Canada has demonstrated global leadership in this area through its robust disclosure regime for contracting data. Since 2004, federal departments and agencies have been required to proactively disclose information on contracts awarded over \$10,000 on their websites. Furthermore, the Government of Canada's buyandsell.gc.ca website for procurement data has been influential in the design of the Open Contracting Partnership's (OCP's) draft international Open Contracting Data Standard. Canada supports the steps taken by the OCP to strengthen the openness and transparency of procurement processes in the international community through the establishment of Open Contracting Global Principles.

By improving upon the disclosure of contracting data, the Government of Canada will strengthen the openness and transparency of its procurement processes and increase Canadians' knowledge of how their tax dollars are being spent.

Deliverables to be completed in 2014-16:

- **Release data on all contracts** over \$10,000 via a centralized, machine-readable database available to the public.
- **Increase the level of detail disclosed** on government contracts over \$10,000.
- Provide **guidance to federal departments** and agencies to increase consistency in open contracting.
- **Pilot the Open Contracting Data Standard, 0.3.3** on the BuyandSell.gc.ca website for federal contracts awarded by Public Works and Government Services Canada.

Responsible institution: Treasury Board Secretariat, Public Works and Government Services Canada

Supporting institution(s): None

Start date: November 2014

End date: 30 June 2016

COMMITMENT OVERVIEW	SPECIFICITY				OGP VALUE RELEVANCE (as written)				POTENTIAL IMPACT				COMPLETION		MIDTERM END OF TERM		DID IT OPEN GOVERNMENT?				
	None	Low	Medium	High	Access to Information	Civic participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Complete	Worsened	Did not change	Marginal	Major	Outstanding
8. Overall			X		X		X				X				X				X		
8.1. Release Data on Contracts				X	X		X			X					X						
8.2. Increase Detail on Disclosure		X			X		X			X				X							
8.3. Guidance to Departments		X			X					X					X						
8.4. Open Contracting Data Standard				X	X						X				X						
																X					

COMMITMENT AIM

The purpose of this commitment is to improve transparency around procurement practices within the Government of Canada.

STATUS

Midterm: Substantial

At the mid term mark, a new “Search Government Contracts” feature had been built into and launched with the new open.canada.ca portal in November 2014, and the government had started planning toward the fulfillment of the second milestone under this commitment to define the scope and the schedule for releasing more detailed information on government contracts over \$10,000. The Open Contracting Data Standard had been applied on a pilot basis to one government department—Public Works and Government Services Canada (PWGSC).

End of term: Substantial

Progress was made toward increasing detail on disclosure, with 31 December 2016 set as the date for increased level of detail disclosed on contracts over \$10,000. According to documentation provided to the IRM researcher in preparation for this report, “guidance has been drafted and presentations were provided to departments and agencies” in an effort to fulfill that third milestone. While this is a step forward, work remains to move the guidance from draft to final form - the government noted that it will be necessary to continue with “periodic guidance and training.” For the fourth milestone, the update provided to the IRM researcher by the Canadian government was identical at both the mid term and end term periods.

DID IT OPEN GOVERNMENT?

Access to information: Marginal

This commitment does provide users with the ability to download and work with contracting information via the Open Government Licence. However, civil society actors noted during the public comment period for the mid term progress report that the .JSON schema it uses might be difficult for some to work with.¹ However, .JSON is the recommended format set by the international Open Contracting Data Standard.

Public Accountability: Marginal

The government has a proactive disclosure policy for contracts over \$10,000 that predates the second national action plan, but it indicated that it will be increasing the level of detail provided on contracts over that size threshold awarded after 31 December 2016. Given that it has yet to be applied, it is difficult to determine the extent to which this commitment “opened government.” However, the ‘search government contracts’ feature added to the open.canada.ca portal does facilitate the retrieval of existing contract information, which enhances accountability.

CARRIED FORWARD?

Commitment 9 of the new national action plan is to enhance information on government spending and procurement. Among milestones that seek to enhance information on government spending more generally, there are two milestones that relate specifically to procurement:

- Pilot updating the buyandsell.gc.ca site to record the full details of contracts (in addition to awards), contract amendments, and the final termination of contracts.
- Participate in a case study to share best practices from Public Service and Procurement Canada’s pilot of the Open Contracting Data Standard on BuyandSell.gc.ca.²

¹Summary of public comments: http://www.opengovpartnership.org/sites/default/files/IRM_Canada_PubComms.pdf.

²Government of Canada, Third National Action Plan, <http://open.canada.ca/en/content/third-biennial-plan-open-government-partnership>.

9 | OPEN INFORMATION ON BUDGETS AND EXPENDITURES

Commitment Text:

The Government of Canada will publish expanded information and data on federal spending to help Canadians understand, and hold government accountable for, the use of public monies.

One of the most important things Canadians want from their government is information on how their tax dollars are being spent. The budget and expenditures process can often be unclear to citizens, and it is the government's responsibility to make every effort to ensure that taxpayers understand how their money is being spent.

Canada has demonstrated clear leadership in providing Canadians with access to information on government expenditures. Since 2003, federal departments and agencies have proactively disclosed information about government operations on their websites (e.g., travel, contracts, hospitality expenditures) to allow Canadians and Parliament to better hold the government and public sector officials to account. Proactively disclosed information is currently fragmented, since it is published on more than a hundred individual departmental websites. Under our new action plan, Canadians will be provided with single-window access for searching and comparing this information across government.

To ensure that Canadians have the information they need on government finances and expenditures, we will provide enhanced online tools that give a clear picture of the financial expenditures of federal organizations. These tools will provide innovative visualizations of data, interactive infographics, and public reports released as interactive documents. Using these tools, Canadians will be able to track government spending by departments and agencies over time, and more effectively compare and contrast expenditures across departments.

Deliverables to be completed in 2014-16:

- Launch a **new interactive online service** that enables Canadians to review and visualize **federal spending** broken down by department, and to compare expenditures across departments. Consultations with Canadians will be completed to test and ensure the effectiveness of this new online service.
- Provide **single-window**, searchable access to information that is **proactively disclosed** by departments and agencies (e.g., travel and hospitality, contracts, grants and contributions).
- Standardize procedures for publishing mandatory proactive disclosure information by federal departments and agencies.
- Make all **data** from charts and tables in **Budget 2015** available in machine-readable formats to facilitate analysis by citizens and parliamentarians.

Responsible institution: Treasury Board Secretariat

Supporting institution(s): None

Start date: November 2014

End date: 30 June 2016

COMMITMENT OVERVIEW	SPECIFICITY				OGP VALUE RELEVANCE (as written)				POTENTIAL IMPACT				COMPLETION		MIDTERM		DID IT OPEN GOVERNMENT?				
	None	Low	Medium	High	Access to Information	Civic participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Complete	Worsened	Did not change	Marginal	Major	Outstanding
9. Overall				X	X		X	X		X					X				X		
9.1. New Online Service to View Federal Spending				X	X		X	X			X				X						
9.2. Proactive Disclosure Portal				X	X		X	X		X				X							
9.3. Budget 2015 Data				X	X		X	X		X						X					

COMMITMENT AIM

The aim of this commitment is to increase transparency and accountability by providing Canadians with additional information and data related to the spending practices of the federal government.

STATUS

Midterm: Substantial

As was detailed in the mid-term report, a new online tool—the Treasury Board Secretariat (TBS) Infobase—for visualizing federal spending was launched in April 2015. It is “a searchable online database providing financial and human resources information on government operations.”

The first phase of the proactive disclosure portal, the second milestone under the commitment, was launched in November 2014 in the form of the Search Government Contracts service detailed under the eighth commitment of this second action plan on Open Contracting (see the previous commitment above). The third milestone was completed.

End of term: Substantial

The first milestone is complete, as the TBS Infobase was not only established, but also enhanced to include a range of options for users to view and explore government spending information. They can view infographics, search information by department, and create a dashboard that provides information using a range of different visuals. The second milestone is still limited in completion and has been rolled into the next action plan.

DID IT OPEN GOVERNMENT?

Access to information: Marginal

The TBS Infobase does not provide new information, but does repackage existing information and makes it more accessible and understandable by providing visualization and comparison features. While much of the data provided on the TBS Infobase is available for download via open data, it is not on the TBS Infobase page itself.

Providing the open format on the TBS Infobase site, instead of prompting users to leave the site in search of downloadable formats, would enhance the usability of the new service.

The proactive disclosure portal is too limited in completion to have made any significant difference in the openness of government. There is confusion around the “single window” referenced in this commitment. At the mid-term mark, government interviewees had indicated that the Search Government Contracts service, outlined in the eighth commitment, would provide a platform that can be built on to allow searchable access to other categories of information detailed in the federal proactive information disclosure policy. However, the Search Government Contracts service is not the “single window” detailed in the commitment. Information provided to the IRM researcher at the end of term also notes that completed access to information requests are searchable via the open.canada.ca website. This leads to confusion over where the “single window” resides.

The Canadian government published data from the 2015 federal budget. Charts and tables from the 2015 federal budget are accessible on the open.canada.ca website. Users can download data tables in both official languages (French and English) in either .CSV or Excel formats. Additionally, the federal budget document is available in French and English in PDF format. Although this milestone only stipulated the provision of 2015 budget information, the government released charts and tables from the 2016 budget. However, there is, as yet, no indication that civil society or data users consider the TBS Infobase to have significantly changed openness.

Public Accountability: Marginal

Budget and spending information allows citizens to better track the use of their tax money. This commitment allows users to assess that information in a way, which can make it more accessible and understandable. However, it is too early for accountability results to come from this information – so far, the commitment has only enabled government practice to be subject to future accountable actions.

CARRIED FORWARD?

This commitment, particularly the second (incomplete) milestone, has been carried into the next action plan. Commitment 10 of the third national action plan is to increase transparency around budget and other department of finance information. Milestones include:

- Starting with Budget 2017, make all data from budget charts and tables available in near real time to facilitate analysis by citizens and parliamentarians.
- Post publicly the list of briefing note titles prepared by Department of Finance officials on a regular basis, in order to be transparent about issues raised.
- Explore options to increase the transparency of the budget pre-consultation process.¹

¹Government of Canada, Third National Action Plan, <http://open.canada.ca/en/content/third-biennial-plan-open-government-partnership>.

10 | DIGITAL LITERACY

Commitment Text:

The Government of Canada will support the development of tools, training resources, and other initiatives to help Canadians acquire the essential skills needed to access, understand, and use digital information and new technologies.

Increasingly, Canadians are required to use technology to access, use, and create digital information in their work and other daily activities. Similarly, digital literacy skills are needed to take full advantage of the benefits of open data, information, and dialogue. The potential reach and impact of Canada's open government activities can be significantly augmented by efforts to ensure citizens understand how to make use of the technologies that enable open government.

In order to target these activities more effectively, initiatives will be undertaken to better understand the relationship between digital skills and labour market and social outcomes. To this end, the Government of Canada will develop tools, training resources, and other initiatives to support digital skills development by Canadians.

The Government of Canada will work with partners in the private sector, civil society, and academia to ensure that federal digital skills initiatives are aligned with nongovernmental efforts being undertaken in this domain.

Deliverables to be completed in 2014-16:

- **Sponsor** projects to increase understanding of the relationship between **digital skills** and relevant labour market and social outcomes, including building a profile of Canadians' digital skills competencies by region and by demographic group.
- Develop online tools, **training** materials, and other resources to enable individual Canadians to assess and improve their **digital skills**.
- **Fund** private sector and civil society initiatives aimed at improving the **digital skills** of Canadians (e.g., digital skills in rural small business, essential skills for Northern youth, business technology management accreditation).

Responsible institution: Employment and Social Development Canada

Supporting institution(s): None

Start date: November 2014

End date: 30 June 2016

COMMITMENT OVERVIEW	SPECIFICITY				OGP VALUE RELEVANCE (as written)				POTENTIAL IMPACT				COMPLETION		MIDTERM END OF TERM		DID IT OPEN GOVERNMENT?				
	None	Low	Medium	High	Access to Information	Civic participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Complete	Worsened	Did not change	Marginal	Major	Outstanding
10. Overall		X			X			X		X				X					X		
10.1. Sponsor Digital Skills Program		X			X					X				X							
10.2. Digital Skills Training / Education		X			X			X		X				X							
10.3. Fund Digital Skills Programs		X			X					X				X							
																X					

COMMITMENT AIM

The aim of this commitment is to support the development of resources that facilitate digital literacy. It emphasizes skills required to understand and use digital technology, but does not address the issue of access to technology itself.

STATUS

Midterm: Limited

At the time of the mid-term report, the lead agency—Employment and Social Development Canada (ESDC)—was working on seven reports based on a range of themes identified in the Organization for Economic Co-operation and Development's Programme for the International Assessment of Adult Competencies (PIAAC), but none of the reports had been released. ESDC also supported the development of an online assessment tool for education and skills online, which had not been released. Progress had been made toward the third milestone in the form of two grants and contribution projects to test models and tools for improving digital skills, carried out by the Université de Québec à Montréal (UQAM) and the Community Business Development Corporation, respectively. Both were ongoing at the mid-term reporting period.

End of term: Substantial

There is no evidence of progress on the first milestone as the PIAAC report had been released prior to the start of the second action plan and the seven thematic reports noted in the mid-term progress report still have not been released. The second milestone, however, was completed: Education and Skills Online, the online assessment tool developed with support from ESDC, was released in both official languages in 2016.¹ The two projects constituting the third milestone were also completed. The UQAM project resulted in an online training game, Neuro-Ludus, which helps improve information processing skills.²

The project carried out at the Community Business Development Corporation produced training material to support small and medium sized enterprises in rural parts of the country. Ten small rural businesses piloted that project across five provinces: Nova Scotia, New Brunswick, Québec, Manitoba, and Alberta.³

DID IT OPEN GOVERNMENT?

Access to information: Marginal

The effect of this commitment on opening government was minimal. The reports based on PIAAC results have yet to be seen. While the Education and Skills Online tool was completed, its use requires an access code that is available for purchase by institutions, organizations, and researchers.⁴ The project carried out at UQAM is more accessible, as the training game is available online as an app for both Apple and Android. The project carried out by CBDC resulted in improved digital skills among project participants.⁵

CARRIED FORWARD?

This commitment was not carried forward to the third action plan.

¹Education and Skills Online, <http://www.oecd.org/skills/ESonline-assessment/takethetest/>.

²Rewired for Technology, <http://www.rewired4technology.com>.

³Workplace Digital Skills, <http://www.digitalskills.biz>.

⁴Education and Skills Online Assessment, <http://www.oecd.org/skills/ESonline-assessment/abouteducationskillsonline/>.

⁵Workplace Digital Essential Skills in Rural Small Businesses: Final Research Report, <http://www.srdc.org/media/199928/digital-skills-report-en.pdf>.

11 | OPEN INFORMATION CORE COMMITMENT

Commitment Text:

The Government of Canada will expand the proactive release of information on government activities, programs, policies, and services, making information easier to find, access, and use.

Digital technologies have made it far easier for governments to create, repurpose, and disseminate information than ever before. Robust information management and next-generation search and discovery services will significantly improve the sharing of government information in support of government transparency and accountability. At the same time, public access to government research and analysis will open the door to the unlimited reuse of this information in new and innovative ways.

Throughout public consultations, Canadians have expressed a desire to see the Government of Canada expand its open information activities and facilitate easier access to published federal information. The Government of Canada will continue to take bold steps to make government information more widely available. This involves a range of activities, including ensuring more effective records management across all federal departments and agencies as the foundation of transparency and accountability; developing new public-facing open government resources such as a new online virtual library to preserve and improve access to historical and archival records; and providing better and more efficient access to information services to Canadians.

Providing open information will help to build a more engaged and informed citizenry, promote informed policy making, and enable better management of public resources.

Deliverables to be completed in 2014-16:

- **Modernize** the administration of Access to Information and Privacy (**ATIP**) services across the federal government, including the following:
 - Expansion of online ATI request-and-pay services to additional federal departments and agencies across government;
 - Access to a searchable database of all completed ATI requests, and the ability to request the released documents;
 - Publication of statistical information on extensions and consultations related to access requests;
 - Development of standardized, whole-of-government services and solutions to expedite ATIP requests and enable Canadians to track the status of their ATIP requests; and
 - Establishment of an expanded whole-of-government training strategy to help government officials understand and manage their responsibilities under ATIP legislation.
- Develop and launch a **virtual library** on the new government-wide open government portal (open.canada.ca). This new service will provide access to federal publications through an online, searchable repository of published federal documents of all kinds.
 - Complete public consultations with citizens and civil society to support development of the virtual library service;
 - Establish a government-wide system and web architecture for the release of government information assets; and
 - Standardize release procedures, formats, and metadata.

- *Improve the management and accessibility of government records, and facilitate faster responses to requests for information through the roll-out of **GCDOCS**, a government-wide records management solution for the federal government.*
- *Increase Canadians' access to federal records by **removing access restrictions on archived federal documents** held by Library and Archives Canada.*
- *Develop and pilot a single online discovery and access platform for federal **science library** services and collections.*
- *Provide consolidated, searchable access to **regulatory information** from federal departments and agencies involved in regulatory activities.*
- ***Improve** access to all online Government of Canada information through the new whole- of-government **open.canada.ca website**:*
 - *Intuitive user-centric design based on government-wide web standards;*
 - *Whole-of-government search functionality; and*
 - *Faster access to frequently used services and information.*

Responsible institution: Treasury Board Secretariat, Library and Archives Canada, National Research Council Canada

Supporting institution(s): None

Start date: November 2014

End date: 30 June 2016

COMMITMENT OVERVIEW	SPECIFICITY				OGP VALUE RELEVANCE (as written)				POTENTIAL IMPACT				COMPLETION		MIDTERM END OF TERM		DID IT OPEN GOVERNMENT?				
	None	Low	Medium	High	Access to Information	Civic participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Complete	Worsened	Did not change	Marginal	Major	Outstanding
11. Overall			X		X			X		X					X				X		
11.1. Modernize ATIP Services			X		X					X					X						
11.2. Virtual Library				X	X					X				X							
11.3. GCDOCS		X			X			X		X				X							
11.4. Document Release		X			X						X				X						
11.5. Science Library			X		X					X				X							
11.6. Regulatory Information			X		X					X				X							
11.7. Improve Government Websites		X			X			X		X					X						
															X						

COMMITMENT AIM

The overall aim of this commitment is to improve the discoverability, accessibility, and usability of information regarding federal activities, programs, policies, services, and information. It also aims to expand the proactive release of information.

STATUS

Midterm: Substantial

During the first year of the second action plan, the online request-and-pay service was expanded to ten additional federal institutions, bringing the total number of institutions using the service to 31. Summaries of completed access requests were made available and searchable online. Six training modules had been developed regarding access to information. The 'Open Information' component of open.canada.ca site was serving as the virtual library providing access to over 170,000 digital information resources. A readiness survey had been completed

to support the implementation of GCDOCs. The Library and Archives of Canada had reviewed six million pages for declassification since 2014 and had opened four million during the first year of the second action plan. An implementation plan had been developed for the Federal Science Library pilot. Some planning discussions had taken place around the notion of a consolidated, searchable access to federal regulatory information function, and the canada.ca website was updated in December 2014.

End of term: Substantial

Two additional institutions were added to the online request-and-pay system during the second year of the action plan, bringing the total number of federal institutions using the service to 33. According to documentation the government provided the IRM researcher, this is the maximum the pilot is able to support. The 33 institutions participating received approximately 90% of the access requests made to government in 2014-2015. The status of the virtual library the GCDOCs remains unchanged – both were rolled into the third action plan.

Library and Archives Canada (LAC) continued its block review process. According to interviews with officials from Library and Archives, 4,829,285 pages were reviewed and access restrictions were removed from 3,621,034 between July 2015-July 2016.¹ The Library and Archives prepared a draft 'Directive on Making Government of Canada Records Available' in support of its Access Policy Framework.² This Directive is meant to facilitate implementation of the Directive on Open Government by minimizing legal and policy restrictions preventing Canadians from accessing federal information held at the LAC. The LAC is also engaged in a process to digitize image holdings: 6,728,158 images were digitized between 1 July 2015 and 30 June 2016. Further, it conducts regular harvesting and archiving of government sites for long-term preservation, and has submitted 78 datasets to the open data portal of open.canada.ca.³ As an institution whose mandate involves the provision of information, the LAC's initiatives go above and beyond the commitments of the second national action plan.

The Federal Science Library saw significant progress during the second year of the action plan: Agriculture and Agri-Food Canada, Health Canada, the National Research Council, and Natural Resources Canada implemented a federal science library portal, thus completing the pilot.⁴

Some progress was seen with the sixth milestone related to consolidated searchable access to regulatory information. According to documents provided to the IRM researcher, all federal departments and agencies centralized their regulatory information on one site⁵ and are testing a working prototype of the searchable repository developed in fulfillment of this milestone.

The Canada.ca portal has not seen significant change in the second year of the action plan. While the architecture for the site is in place and has been modified based on the usability testing mentioned in the mid-term report, 88 departmental websites remain to be migrated.⁶ Given that the milestone, according to government, was meant to allow for "Access to all online Government of Canada information and services improved through the new whole-of-government Canada.ca website,"⁷ the milestone is considered substantially complete given the number of remaining departments that remain to be migrated.

DID IT OPEN GOVERNMENT?

Access to information: Marginal

With the exception of the work being done by the LAC, which has resulted in the removal of access restrictions from a significant number of documents, much of this commitment was focused on improving the discoverability of existing information and not on facilitating the flow of new information. With the exception of the science library, all initiatives related to this commitment are ongoing or were not fully complete at the time of assessment. The commitment has made minor but positive, incremental steps toward the opening of government.

CARRIED FORWARD?

Much of this commitment was carried forward to the third action plan. The third action plan's second commitment relates to the streamlining of requests for personal information. Milestones include:

- Develop a central website where Canadians can submit personal information requests to any government institution, with the first phase of roll-out targeted for 2018.
- Implement a 30-day guarantee for requests for personal information, backed by a commitment to provide a written explanation to the requester and the Privacy Commissioner if a request takes longer than 30 days to fulfill.

The third action plan's fourth commitment also carries forward the notion of providing and preserving open information. Milestones include:

- Enhance the Open Information Portal on open.canada.ca to improve access to digital publications made available by the federal government and develop a strategy to ensure the sustainability of access over time.
- Develop and publish clear guidelines on the preservation and retention of digital content.
- Increase Canadians' access to records documenting the continuing memory of the Government of Canada.
- Update Library and Archives Canada's online archive of the Government of Canada's web presence to ensure Canadians' long-term access to federal web content.
- Expand the implementation of the government-wide information technology solution for the effective management of federal records and documents (GCDOCS) as a foundation for improved transparency: Roll out this common solution managed by Public Services and Procurement Canada (PSPC) to 125,000 government workers across government departments by June 2018.⁸

¹Correspondence with the IRM researcher, September 2, 2016.

²Library and Archives, Access Policy Framework, <http://www.bac-lac.gc.ca/eng/about-us/policy/Pages/access-policy.aspx>.

³Correspondence with the IRM researcher, September 2, 2016.

⁴Why a Federal Science Library? http://www.claconference.ca/wp-content/uploads/2015/06/J7_Rethinking-Federal-Library-Services_EN_Marin-Comeau_O-Connell.pdf.

⁵Policies, Regulations, or Laws by department or agency, <https://www.canada.ca/en/government/policy/dept.html>.

⁶Document provided to the IRM researcher.

⁷<http://open.canada.ca/en/action-plan-commitment-11-open-information-core-action-plan-commitment>.

⁸Government of Canada, Third National Action Plan, <http://open.canada.ca/en/content/third-biennial-plan-open-government-partnership>.

12 | CONSULTING CANADIANS

Commitment Text:

The Government of Canada will provide direction and next-generation tools and resources to enable federal departments and agencies to consult more broadly with citizens and civil society in support of the development and delivery of government policies and programs.

Modern technology has enabled governments to connect faster and more easily with citizens. Given Canada's geographic diversity, federal departments and agencies often face a challenge in conducting wide-ranging consultations with Canadians from diverse areas of the country and backgrounds. Evolving technological solutions can help government departments and agencies better consult with citizens and civil society organizations on a wide range of policy, program, and regulatory issues. The result will be a more informed society on government programs and direction, and improved policy development for the government.

To meet this challenge, the Government of Canada will develop new and innovative approaches and solutions to enable Canadians to more easily take part in federal consultations of interest to them. The government will also develop a set of principles and procedures to guide consultation processes in order to increase the consistency and effectiveness of public consultations across government. As a result, Canadians will be more aware of the opportunities to engage with their government, will have consistent, advance notice of government consultations, and will have access to easy-to-use solutions for providing their ideas on federal programs and services.

Deliverables to be completed in 2014-16:

- **Improve** the existing **Consulting with Canadians website** to facilitate easier access to information on federal consultation activities for citizens.
- Develop and launch a **new** government-wide **consultation portal** to promote opportunities for public participation, host online consultations, and share findings from completed consultations.
- **Expand** the use of **social media** across government to enable departments and programs to connect to Canadians in innovative ways and enhance engagement in support of citizen-centric services.
- Develop a set of **principles and standards for public consultations** in discussion with citizens and civil society (e.g., advance notice and promotion of consultations, best practices for in-person and online engagement, effective use of social media, reporting on results), including setting out minimum benchmarks for consultations.
- Conduct targeted **consultations on open government** themes with key groups in Canada (e.g., youth, aboriginal populations). Complete public consultations with citizens and civil society to support development of the virtual library service.

Responsible institution: Treasury Board Secretariat, Privy Council Office

Supporting institution(s): None

Start date: November 2014

End date: 30 June 2016

COMMITMENT OVERVIEW	SPECIFICITY				OGP VALUE RELEVANCE (as written)				POTENTIAL IMPACT				COMPLETION		MIDTERM END OF TERM		DID IT OPEN GOVERNMENT?				
	None	Low	Medium	High	Access to Information	Civic participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not started	Limited	Substantial	Complete	Worsened	Did not change	Marginal	Major	Outstanding
12. Overall			X		X	X		X			X			X				X			
12.1. Improve Consulting with Canadians website		X			X	X				X						X					
																X					
12.2. New Consultation Portal			X			X		X			X			X							
12.3. Expand Social Media Reach		X				X				X					X						
															X						
12.4. Principles and Standards for Public Consultation			X			X					X			X							
														X							
12.5. Open Government Consultations		X				X				X				X							
														X							

COMMITMENT AIM

The aim of this commitment is to improve the tools and resources that allow for enhanced citizen engagement.

STATUS

Midterm: Limited

The new site for consultations, milestone number two, was part of Canada's first action plan and was not completed. As was noted in the midterm progress report, the government posted a bid for solicitations on 21 March 2014 and had established a standing offer for stakeholder/citizen engagement services. According to midterm interviews with government officials, the new consultation portal was to be launched by June 2016 and was to include a unified consultation calendar, enhanced search functionality, notification and subscription service, and reports and outcomes.

In April 2014, the government contracted with Hootsuite to provide social media account management services. According to information provided to the IRM researcher, 47 federal institutions were using Hootsuite's services as of July 2015. A review of existing principles and best practices on consultations was underway at that time, including

an environmental scan of internal and external guidance documents. The review will be used to draft new principles and best practices. Government officials said the draft would be released for public consultation early in 2016 and then finalized. The final milestone of engaging in targeted consultations with key constituencies was behind schedule. Government interviewees noted that some targeted consultations were done with what they referred to as “key” groups around specific commitments in the second national action plan, but no such consultations took place between November 2014 and April 2015.

End of term: Limited

The Consulting Canadians site had been modified in the first year of the action plan. No clearly identifiable progress was made in the development of a new consultation portal during the second year of the plan.

The Treasury Board Secretariat issued new policies and guidelines that, among other things, support the use of social media. The Policy on Communications and Federal Identity went into effect in May 2016.¹ The Directive on the Management of Communications went into effect the same month.² There was no clearly identifiable progress on the development of principles and standards for public consultation after the first year of the action plan. Similarly, there is no evidence of additional ‘targeted consultations’ beyond those mentioned in the mid-term progress report, or reported on in this end of term report in reference to previous commitments. Both of these milestones are ongoing.

DID IT OPEN GOVERNMENT?

Access to information: Did not change

The reorganization of the existing Consulting Canadians website on the Canada.ca website may facilitate citizens’ ability to discover and access information regarding federal consultations. However, it did not lead to the flow of new information.

Civic participation: Did not change

Overall, the incomplete fulfillment and limited progress made on this commitment presents little evidence that civic participation has been enhanced in any meaningful way. The provision of new tools and resources for consultation, which are at the heart of the commitment, are still works in progress - they have been carried forward to the next action plan.

CARRIED FORWARD?

This commitment is carried forward to the third national action plan, of which the 19th commitment is to ‘Engage Civil Society on Open Government.’ Milestones include:

- Develop and maintain a renewed mechanism for ongoing, meaningful dialogue between the government of Canada and civil society organizations on open government issues across the country.
- Undertake targeted engagement activities to discuss open government issues in specific domains with key civil society stakeholders.³

Commitment 20 of the third action plan is to ‘Enable Open Dialogue and Open Policy Making.’ Milestones include:

- Promote common principles for Open Dialogue and common practices across the government of Canada to enable the use of new methods for consulting and engaging Canadians.
- Engage with First Nations, Inuit, and Métis to ensure that these principles and practices support meaningful engagement and reflect the renewed nation-to-nation/Inuit-to-Crown/government-to-government relationships.

- Identify necessary supports (e.g. skills development, resourcing, technological innovation) needed to deliver on the full potential of engaging with stakeholders.
- Identify and support participatory processes undertaken by departments to share lessons learned and demonstrate the value of including stakeholders and members of the public throughout the policy, program or service design and implementation.
- Develop, implement the measurement of, and promote indicators for open government to support benchmarking and continuous improvement.⁴

¹Policy on Communications and Federal Identity, <http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=30683>.

²Directive on the Management of Communications, <http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=30682>.

³Government of Canada, Third National Action Plan, <http://open.canada.ca/en/content/third-biennial-plan-open-government-partnership>.

⁴Government of Canada, Third National Action Plan, <http://open.canada.ca/en/content/third-biennial-plan-open-government-partnership>.

METHODOLOGICAL NOTE

This report is based primarily on desk research reviewing government programs, regulations, and policies, along with a series of interviews and correspondence with many of the institutions leading commitments in the action plan. It is also based on a review of the draft government end of term self-assessment that was provided to the IRM researcher.



Mary Francoli is an Associate Professor of Communication and Media Studies with Carleton University's School of Journalism and Communication in Ottawa, Canada. Her research looks at the impact of new media on governance, the state and society. It is largely focused on access to information, and how new forms of e-participation affect the relationship between citizens and government.



The Open Government Partnership (OGP) aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. OGP's Independent Reporting Mechanism assesses development and implementation of national action plans to foster dialogue among stakeholders and improve accountability.



Independent Reporting Mechanism
Open Government Partnership
c/o OpenGovHub
1110 Vermont Ave NW Suite 500
Washington, DC 20005

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