Independent Reporting Mechanism (IRM): Greece Progress Report 2016–2018

IRM staff with contributions from the Openwise team in Athens

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Executive Summary:

Greece
Year 1 Report

Greece's third action plan covered several themes and contained express commitments from civil society, subnational governments, and Parliament. The two well-designed commitments on public administration assessment and public property open data saw limited completion. The next action plan could benefit from focusing on fewer, more well-defined commitments with actionable steps.

HIGHLIGHTS

Commitment	Overview	Well-Designed?*
8. Assess public employees and services	As part of the theme on public administration reform, this commitment would establish a meritocratic system for assessing public-sector employee performance.	Yes
9. Modernize the selection system of managers	This commitment would open managerial hiring to external recruitment for a transparent and effective process that could introduce a positive precedent for replication throughout the public administration hierarchy.	No
15. Public property open data	Opening data on public land usage would offer significant oversight by the public, with implications for effective real estate management, transparency, and anti-corruption efforts.	Yes

*Commitment is evaluated by the IRM as specific, relevant, and has a transformative potential impact

PROCESS

Greece improved the OGP consultation with civil society stakeholders. Civil society organizations and subnational governments contributed several commitments to the action plan. However, there was no regular multi-stakeholder forum to ensure regular monitoring of the commitments' implementation.

Who was involved?

		Government		
		Narrow/ little governmental consultations	Primarily agencies that serve other agencies	Significant involvement of line ministries and agencies
Civil society	Beyond "governance" civil society			
	Mostly "governance" civil society			✔
	No/little civil society involvement			

For the first time, the Ministries of Education; Justice, Transparency, and Human Rights; Maritime Affairs and Insular Policy; Defense; Foreign Affairs; and Agriculture took part in internal meetings concerning the action plan. Additionally, the Ministries of Education, Justice, and Maritime Affairs and Insular Policy contributed specific commitments that were included. Civil society organizations Open Technologies Alliance GFOSS and Open Knowledge Greece (OK Greece) reached out to their networks and invited new participants from civil society and academia. Three local governments participated in the process: the regions of Western Macedonia and Central Greece, as well as the municipality of Thessaloniki.

Level of input by stakeholders

Level of Input	During Development
Collaborate: There was iterative dialogue AND the public helped set the agenda	✔
Involve: The government gave feedback on how public inputs were considered	
Consult: The public could give input	
Inform: The government provided the public with information on the action plan.	
No Consultation	

OGP co-creation requirements

Timeline Process and Availability Timeline and process available online prior to consultation	Yes
Advance notice Advance notice of consultation	Yes
Awareness Raising Government carried out awareness-raising activities	Yes
Multiple Channels Online and in-person consultations were carried out	Yes
Documentation and Feedback A summary of comments by government was provided	Yes
Regular Multi-stakeholder Forum Did a forum exist and did it meet regularly?	No
Government Self-Assessment Report Was a self-assessment report published?	No
Total	**5 of 7**

Acting contrary to OGP process? A country is considered to have acted contrary to process if one or more of the following occurs: • The national action plan was developed with neither online or offline engagements with citizens and civil society • The government fails to engage with the IRM researchers in charge of the country's Year 1 and Year 2 reports • The IRM report establishes that there was no progress made on implementing any of the commitments in the country's action plan	No

COMMITMENT PERFORMANCE

Greece's action plan contained commitments across nine thematic areas, with express commitments from civil society, subnational governments, and the Hellenic Parliament. Completion, however, remains limited. The design of the commitments needs to be strengthened to articulate intended changes.

Current Action Plan Implementation

2016–2018 Action Plan

Completed Commitments (Year 1)	2 of 34 (6%)
OGP Global Average Completion Rate (Year 1)	18%

Previous Action Plan Implementation

2014–2016 Action Plan	
Completed Commitments (Year 1)	1 of 19 (5%)
Completed Commitments (Year 2)	1 of 19 (5%)
2012–2014 Action Plan	
Completed Commitments (Year 1)	1 of 11 (9%)
Completed Commitments (Year 2)	N/A

Potential Impact

2016–2018 Action Plan	
Transformative Commitments	2 of 34 (6%)
OGP Global Average for Transformative Commitments	16%
2014–2016 Transformative Commitments	1 of 19 (5%)
2012–2014 Transformative Commitments	0 of 11 (0%)

Starred Commitments

2016–2018 Action Plan	
Starred Commitments* (Year1)	0 of 34 (0%)
Highest Number of Starred Commitments (All OGP Action Plans)	5
2014–2016 Starred Commitments	0 of 19 (0%)
2012–2014 Starred Commitments	1 of 11 (9%)

* Commitment is evaluated by the IRM as specific, relevant, has a transformative potential impact, and is substantially complete or complete

IRM RECOMMENDATIONS

1.	Focus on continuity and consistency by creating a mandate for OGP action plan development and implementation that assigns specific responsibilities to the national representative, the national point of contact, and public officials involved.
2.	Establish a permanent and fully functional multi-stakeholder forum to monitor and improve the implementation of the action plan.
3.	Think of the impact for citizens first. New commitments must balance achievable ambition with a focus on improving citizens' lives.
4.	Develop problem-oriented commitments that seek to address key economic, social, and political problems in Greece.
5.	Regain trust in public institutions. Continue work in fiscal openness with a focus on citizen engagement, auditing, and public accountability.

COMMITMENT OVERVIEW

Commitment Title	Well-designed (Year 1)*	Starred (Year 1)	Overview
Theme I: Regulatory Reform			
1. Create and adopt national legal framework on open government	No	No	Dialogues have been held on the law's content, but there was insufficient interministerial coordination to finalize the draft. It is not clear when the draft law will be available for public consultation and presented to Parliament.
6. Improve the bill deliberation procedure	No	No	This commitment aims to make institutional, legal, operational, and technical changes to the bill deliberation procedure. It is unclear whether the document outlining consultation organization was published prior to the action plan. However, training has been offered to public employees conducting the deliberations.
Theme II: Public Service Delivery			
2. Create systems for the public to assess agency performance	No	No	Although civil society organizations view this commitment as a positive step to reinstate public trust in government agencies, the listed implementation activities only slightly expand efforts that are already being implemented through the National Strategic Reference Framework 2014–2020.
3. Publish organizational charts of each agency	No	No	This commitment aims to implement the pre-existing law, which standardizes the organizational charts on the relevant agencies' websites, informing citizens on how public services operate. The common publication and content standard has not been fully adopted.
4. Create framework for dispute settlements	No	No	This commitment introduces two institutional mechanisms for mediation, allowing the public to seek conflict resolution before going to the judicial system. Other than one government event organized to gather public perspectives on how to enact regulation, there is no information on the implementation of this commitment.
5. Uniform catalog of services	No	No	This commitment standardizes public service provision information among various portals and centers, allowing for interoperability. It also provides citizens an opportunity to give feedback. Implementation has not yet started.

Theme III: Managerial Recruitment			
7. National register of line managers of the public administration	No	No	Candidates will be required to register themselves in a national registry, and a special council will be tasked with final selection. Without a public-facing element, this commitment does not make the selection system more transparent. A 2017 presidential decree may open access to the register, but the "interested parties" have not been defined.
8. Assess public employees and services	Yes	No	This commitment implements a meritocratic and participatory assessment system. In 2017, the government defined the content of the assessment form, but other activities have not been implemented. The Union of Public Employees has criticized the system as ineffective and has called for a general strike among employees.
9. Modernize the selection system of managers	No	No	This commitment aims to publicly publish vacancies and fill senior manager positions on merit-based criteria. This constitutes a serious change in practice at the senior level. As of 2017, the Ministry of Administrative Reconstruction has issued ministerial decisions defining the evaluative criteria and establishing interview guidelines for the selection process.
Theme IV: Open Public Administration Studies			
10. Digital repository of public administration studies	No	No	This commitment aims to employ the Diavgeia Transparency Portal as the single location to publish studies of the public administration and effectively fulfill the pre-existing guidelines on this process. However, it is not clear what the baseline or intended impact is, given the vague language of the commitment.
Theme V: Commitments on Culture			
11. Provision of open cultural data	No	No	Although an open government expert has stated the invaluable potential in the provision of open, linked data on cultural monuments and geospatial data on archeological sites, it is not clear which datasets will be added to the Archaeological Registry or how many, thereby affecting the potential impact.
Theme VI: Commitments on Maritime Affairs			
12. Geospatial maritime data	No	No	This commitment will open up data on the rules and regulations for various maritime activities. It will also make it possible to use datasets in navigation systems. One of two

			datasets have been available (i.e., dataset on borders for fishing activity).
13. Open datasets on ship/company, fishing fleet, and seafarer registers	No	No	This commitment aims to provide public access to data on registers on ships, fishing vessels, and seafarers in an open format on the central data portal and relevant ministry websites. The registry currently is at the sectoral level, rendering the data less useful for transparency and accountability on fishing and environmental protection.
14. Open datasets on maritime activity	No	No	This commitment aims to provide public access to datasets on ship inspection and analysis of pollution incidents. Currently, the Ministry of Maritime Affairs and Insular Policy is developing applications to provide e-services in the context of the National Strategic Reference Framework 2014–2020. However, no planned datasets have been made available.
Theme VII: Commitments on Economy			
15. Public property open data	Yes	No	This commitment seeks to publish open data on public property to preclude unregulated use, as well as to develop an e-auction platform to lease coastal property locations. This could have a transformative impact on oversight and auctioning of public plan use. So far, however, completion has been limited.
16. Publish data on public and EU-financed projects	No	No	This commitment aims to publish uniform, detailed data on the implementation of public and EU-financed projects. Completion is limited, however. The Ministry of Economy, Development, and Tourism is expected to publish the initial information by the end of 2018.
Theme VIII: Commitments on Education			
17. Data and statistics for Greek national exams	No	No	This commitment aims to publicly publish a wider set of data related to the Greek national exams and make this data more user friendly. As implemented currently, the database is for the internal use of the Ministry of Education.
18. Protocol digitization	No	No	This commitment aims to fully digitize the Ministry of Education's protocol service for receiving citizen requests and applications. As written, this is a technical, internal change and will not make the government more transparent or accountable.
19. Raise open data	No	No	The Ministry of Education aims to spread knowledge regarding the use and benefits

awareness among students			of open data among students in secondary and higher education. The commitment text does not mention specific informational activities, making it difficult to interpret what the potential impact could be. There is also no available evidence to assess completion.
20. Open education	No	No	The Ministry of Education aims to develop a platform to aggregate all digital educational resources and introduce a procurement process that accounts for openly licensed material. So far, there is no available evidence to assess completion.
Theme IX: Commitments on Justice			
21. Provision of open data for justice	No	No	In the context of ongoing efforts to integrate case management systems, this commitment aims to develop three publicly accessible case-law and legal databases. The Court of Auditors has provided access to its anonymous judgments. The Integrated Judicial Case Management System for Civil and Criminal Justice (OSDDY-PP) is expected to be completed in June 2018.
22. Enhanced statistical data on justice open to the public	No	No	This commitment will simplify and standardize requests for civil and criminal court data. The Ministry of Justice, Transparency, and Human Rights consolidates the data and publishes it on its webpage, which will continue until full implementation of the OSDDY-PP.
Stand-alone commitment: Geo-data			
23. Open provision of geo-data	No	No	The Ministry of Environment and Energy seeks to fully implement Law 3882/2010, which requires the publication of all government-held, geospatial data in an open format. Although this is from the previous action plan, the commitment lacks concrete activities, and agencies lack the capacity for implementation.
Theme X: Commitments for Open Local Administration			
24. Open-participatory budget (Western Macedonia)	No	No	As part of the region's strategy for open government, this commitment seeks to provide more detailed information on the regional budget and involve the public in the allocation of funds. The process is delayed until the regional government hires an external vendor to provide the technical capacity to develop a participatory budgeting platform.
25. Regional Council	No	No	This commitment will introduce an interactive, online platform to facilitate the Regional Council's functioning. It will also

Platform (Western Macedonia)			provide opportunities for the public to contribute to policy design. The activities derive from the region's strategy for open government. Implementation has not started due to a delay in hiring an external vendor.
26. Open - participatory budget (Central Greece)	No	No	Stakeholders developed this commitment in the context of Central Greece's plan for increasing participation and innovation. The commitment introduces a means for public input on the allocation of a set portion of the funds. Basic budgeting data has been made available, but implementation of the participatory budgeting component is delayed.
27. Capture and evaluation platform for regional technical projects (Central Greece)	No	No	This commitment aims to publish online all related data on implementation of public infrastructure projects. It also intends to bring functionality for the public to provide feedback and evaluate the projects. This commitment is complete and could be enhanced in the future with added access to contracts and progress reports.
28. City Dashboard (Thessaloniki)	No	No	This commitment will build on an existing database with the creation of an online dashboard that will aggregate existing open data and new sets of information. It will also increase the quality, presentation, and usability of such information. Citizens can view charts on e-government services and data on allocution of public funds.
29. Online consultation platform (Thessaloniki)	No	No	The goal of this commitment is to provide citizens with an online platform to communicate with the municipal administration. The city has completed the regulatory framework for the platform, which is currently live and accessible.
Theme XI: Commitments from Civil Society			
30. Open Data Index for cities and local administratio ns	No	No	A customized version of the Global Open Data Index for cities and local administrations is now publicly available, with 10 participating municipalities. In Thessaloniki, a public awareness workshop took place on the use of the platform and open data in general.
31. Linked, open, and participatory budgets	No	No	This commitment aims to standardize budget and public expenditure data in an open, machine-readable format. The information will be available at the national,

			regional, and municipal levels through an online dashboard.
32. School of data for public servants	No	No	Implementation is delayed. Educational material has been developed to increase knowledge of open data among public-sector employees. The pilot courses are being finalized.
33. The collaborative wikification of public service procedures	No	No	The civil society organization Open Technologies Alliance GFOSS extended its system for cataloging public services to a new platform by implementing the Core Public Service Vocabulary (CPSV). This commitment also includes training public agencies in using the CPSV model to catalog their services.
Theme XII: Parliamentary Openness			
34. Openness and accessibility of the Hellenic Parliament for citizens	No	No	This commitment seeks to improve transparency and accessibility of Parliament and parliamentary data and publications through a variety of activities. No institution was listed as responsible for this commitment's implementation. Evidence of completion is not available. Thus, the commitment is considered not started.

*Commitment is evaluated by the IRM as specific, relevant, and has a transformative potential impact

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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 (IRM) assesses development and implementation of national action plans to foster dialogue among stakeholders and improve accountability.

Open
Government
Partnership

I. Introduction

The Open Government Partnership (OGP) is an international multistakeholder initiative that aims to secure concrete commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. OGP provides an international forum for dialogue and sharing among governments, civil society organizations, and the private sector, all of which contribute to a common pursuit of open government.

Greece began its formal participation in 2011, when the former vice minister of administrative reconstruction, Pantelis Tzortzakis, declared his country's intention to participate in the initiative.

In order to participate in OGP, governments must exhibit a demonstrated commitment to open government by meeting a set of (minimum) performance criteria. Objective, third-party indicators are used to determine the extent of country progress on each of the criteria: fiscal transparency, public officials' asset disclosure, citizen engagement, and access to information. See Section VII: Eligibility Requirements for more details.

All OGP-participating governments develop OGP action plans that elaborate concrete commitments with the aim of changing practice beyond the status quo over a two-year period. The commitments may build on existing efforts, identify new steps to complete ongoing reforms, or initiate action in an entirely new area.

Greece developed its third national action plan from April 2016 to June 2016. The official implementation period for the action plan was 1 July 2016 through 30 June 2018. This report covers the action plan development process and first year of implementation, from 1 July 2016 through 30 June 2017. Beginning in 2015, the IRM started publishing end-of-term reports on the final status of progress at the end of the action plan's two-year period. Any activities or progress occurring after the first year of implementation (July 2017) will be assessed in the end-of-term report. The government published its self-assessment in November 2017.

In order to meet OGP requirements, the Independent Reporting Mechanism (IRM) of OGP has partnered with Athanasios Deligiannis, Alexandros Melidis, and Athansios Priftis (Openwise), who carried out this evaluation of the development and implementation of Greece's third action plan. To gather the voices of multiple stakeholders, the IRM researchers held one preparatory discussion at the beginning of the creation of the third action plan and one focus group in Athens, and conducted targeted interviews. Methods and sources are dealt with in Section VI of this report (Methodology and Sources).

II. Context

Greece's third action plan reflects the government's improved co-creation process and its efforts to strengthen public administration and the accountability of service delivery. However, the action plan lacks important commitments related to fiscal transparency, tax evasion, and corruption. Such commitments stand out as especially important given the continued difficulties stemming from the financial crisis.

2.1 Background

Since the global economic crisis of 2008, Greece has continued to recover from a government deficit that has had significant impacts in all sectors of society. Since 2010, the country has received financial support from the eurozone countries and the International Monetary Fund. The support works to address Greece's fiscal sustainability, tackle social challenges, and pave the way for sustainable economic growth and job creation.[1] Consequently, 2016 marked the first year that had a positive fiscal balance.[2] To continue the financial stability, in 2018, the Greek Parliament voted for a midterm fiscal strategy framework for 2018–2021 that continues legislative actions in line with the third memorandum of understanding (bailout agreement).[3,4,5,6]

Public integrity and tax evasion

Greece ranks sixty-ninth on Transparency International's Corruption Perceptions Index.[7] According to recent research, politicians and political parties stand among the least trusted institutions by the general public.[8,9] The Council of Europe's Group of States against Corruption stated that, while some progress had been made in asset disclosure and ethics for politicians, politicians' claims of immunity from prosecution, delays in judicial proceedings, and anonymity in political donations constituted major holes in the legislative framework.[10]

Some efforts have been made to begin prosecuting cases of grand corruption. In October 2017, months after the sudden resignation of Eleni Raikou, the Supreme Court nominated Eleni Touloupaki as the new head of the corruption prosecutor's office. Since then, an investigation into Novartis, a multinational pharmaceutical company, has revealed the possible involvement of at least 10 high-level functionaries.[11] Parliament has not reached a consensus on whether the case will be referred back to the prosecutor, given the wide-ranging immunity provisions that cover ministers and ministers of Parliament linked to the investigation. There have also been new developments[12] in the ongoing investigation into deals between Siemens AG and the Greek state during the 2004 Olympics. Additionally, Touloupaki pressed charges against a former defense and finance minister who was found to have more than 3 million euros in undisclosed assets.[13]

Additionally, Greece continues to have a tax evasion challenge, which is most acute with its wealthiest citizens.[14] Corruption prosecutors began looking into Piraeus Bank[15] and continued their examination of Proton Bank, which stands accused of helping wealthy citizens shelter money outside of the country. In November 2017, the country's highest administrative court ordered Lavrentis Lavrentiadis, former chief of Proton Bank, and other executives to pay a fine after deeming that they failed to take the required action to prevent money laundering.[16] Additionally, in October 2017, Yiannis Diotis, the former Financial Crime Squad chief, was given a 10-year suspended sentence. The Court of Athens found Diotis guilty of failing to inspect tax evaders found on the Lagarde List, a spreadsheet published in 2012 containing approximately 2,000 names of tax evaders.[17]

Fiscal transparency

Given the fiscal pressures, including the 2017 IMF loan approval, there is an urgent need for Greece to maintain and improve its budgeting and expenditure transparency. More granular International Budget Partnership data is not available for Greece, but there is some analysis

of budgeting and expenditure data. Open Knowledge Foundation's Global Open Data Index finds that much of the data being published is still not fully accessible.[18] Similarly, the World Wide Web Foundation's (Web Foundation) Open Data Barometer gives the government strong reviews on spending data, although budgeting data is weaker. While the General Accounting Office publishes a budget every year, it is a high-level projected budget and not the actual budget. That high-level budget provides limited accessibility, due to the format of publishing and the fact that breakdowns change from year to year, which makes it difficult to compare over time. In general, there is a lack of semantically structured and well-coded information and data regarding state and local government budgets. Also, little opportunity exists for citizens to have their say on public spending processes.[19]

Civil service

The International Civil Service Effectiveness Index ranked Greece 28 among 31 surveyed countries.[20] Austerity measures—public pension cuts, wage reductions, and tax increases—have created challenging conditions for public servants.[21] Government services have also been strained due to the influx of refugees and migrants following the 2015 migrant crisis.[22] As a result, government employment has declined markedly since the onset of the financial crisis.[23] The most recent data comes from 2015, which is the year that the current government under SYRIZA came to power. The government and opposition cite different figures, and claim decreases and increases in civil servant staffing levels, respectively.[24,25] Given the lack of current, openly available data, assessing changes in staffing levels is contentious and has created a divisive dissensus among the government, opposition, and public. Further issues impacting public service delivery include petty corruption, bribery, and non-merit-based selection.[26] To strengthen public administration, Law 4369/2016 established a national registry for public-sector staff. The registry articulates staff responsibilities, evaluation mechanisms, selection criteria, and actions of a public hearing committee of social actors and citizens.[27]

Rule of law and division of powers

The latter half of 2017 marked a period of increased tension between the judicial and executive branches in Greece.[28] Members of the executive branch frequently chose to assert what they saw as their right to publicly criticize specific rulings.[29] The judicial branch saw such actions as an attempt to curtail its independence and undermine its authority.[30] Previously, the judiciary had acted independently of the government's preference in cases regarding salary cuts to Greek armed forces personnel and telecommunications regulation.[31]

In addition, Andreas Georgiou, head of the Hellenic Statistical Authority, was dismissed under divisive circumstances—that is, allegations of "undermining the interests of the state." Some observers have suggested that these allegations may be political motivated.[32] In the context of a bruised civil service and a continuing debate around the terms of austerity, questions about the quality and independence of accountability institutions have raised tensions on all sides of the debates.

Access to information

By global standards, Greece has a fairly old right to information law (1986). Thus, the law is limited in scope (applying only to the administrative apparatus of the state), and allows for significant delays and a number of exemptions.[33] To test the application of the law, Vouliwatch.gr searched for minutes on and documentation of the drafting of laws on three topics: open data, simplification of business licenses, and civil partnership. Requests were largely met with administrative silence, highlighting that the government lacks the administrative infrastructure or willingness to support citizen requests.[34]

Beyond reactive mechanisms, Greece has a number of proactive mechanisms for releasing information. Since 2010, the Diavgeia Transparency Program has operated as a central clearing house for the publication of all administrative decisions, actions, and tenders. In 2014, the Greek Parliament passed an open data policy (Law 4305) that articulates a concrete set of provisions on open data and use of public-sector datasets.[35] This law

established an open data website maintained by the Ministry of Administrative Reconstruction. It currently holds over 5,000 datasets from numerous government agencies.[36]

The Web Foundation carried out a survey of available information. The results were clear. While there is strong, publicly available data on spending, nearly every other sector surveyed lacked open licensing or metadata. In the cases of land and company registers, there was no data available at all.[37]

Maritime issues

The maritime industry in Greece plays an important role in the Greek economy, with direct and indirect contributions accounting for nearly 7 percent of the gross domestic product.[38] The industry is one of the most regulated in the country, well above average compared to other countries in the European Union. However, the transport infrastructure overall is poor, and pollution is an issue.[39,40] Since 2016, over 1 million migrants and refugees have arrived through Greece's maritime borders, with over 85,000 in 2017 thus far.[41,42] This has influenced the number of boats and vessels for maritime authorities to regulate and monitor in the Mediterranean Sea.

Civic space

Citizens are generally able to seek out information and publish it. However, some regions have suffered information gaps after the closing of print media due to competition from the internet.[43] The government has strong regulations to encourage free association. Still, organizations explicitly focusing on issues regarding the Turkish and former Yugoslav Republic of Macedonian have had some trouble with registering. At one point, they took their complaints to the European Court of Human Rights and won. Nevertheless, even with the amendment introduced by the government to comply with the decision, the organizations will be unable to reform due to procedural reasons.[44,45]

2.2 Scope of Action Plan in Relation to National Context

The current action plan reflects improved development of the action plan itself, through numerous meetings, public events, and online consultations. These elements led to a more collaborative culture regarding implementation of the OGP commitments.[46]

The action plan reflects efforts to improve public administration and strengthen accountability for service delivery. The commitments involve publishing new information about government structures, identifying mechanisms for public dispute resolution, and monitoring tools for open government. In the future, the plan may include a national digital strategy in which policies for public services are digitized and simplified for greater public access.[47] The commitments involving the civil society reflect current civil society priorities, such as the Open Data Index, open budgets, open data training for civil servants, and the creation of a wiki-based repository of processes and services in the public sector.

This action plan also includes commitments related to maritime issues, such as activities making it easier for citizens who are fishermen to access data on the location of public waters open for fishing. The activities also allow such citizens to get commercial or private licenses for their boats, track pollution in different areas, and gain information about fishing statistics. The plan also includes commitments related to education.

The plan shows progress with civic participation in the action plan process and public administration improvements. However, the current action plan lacks important commitments related to fiscal transparency, tax evasion, and corruption. Such commitments are especially important given the continued difficulties with recovery from the financial crisis.

Civil society organizations (CSOs) raised concerns about new regulations limiting the Diavgeia Transparency Program during the second progress report. However, the action plan did not include any commitments enhancing the program's functions.[48] CSOs have even articulated specific ways that this program can improve. Those recommendations include

expanding it to more government agencies or developing a feature monitoring the legislative process.[49,50]

The current action plan could have focused more on using transparency, participation, and accountability to work toward the immediate improvement of public services.

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III. Leadership and Multistakeholder Process

Greece continues to improve its OGP consultation efforts, as civil society stakeholders were empowered to include their own self-implemented commitments in the action plan. However, the creation of a regular, multistakeholder forum that would push forward the action plan during the implementation period is still pending.

3.1 Leadership

This subsection describes the OGP leadership and institutional context for OGP in Greece. Table 3.1 summarizes this structure while the narrative section (below) provides additional detail.

Table 3.1: OGP Leadership

1. Structure	Yes	No
Is there a clearly designated Point of Contact for OGP (individual)?	✔	
	Shared	Single
Is there a single lead agency on OGP efforts?		✔
	Yes	No
Is the head of government leading the OGP initiative?		✕
2. Legal Mandate	Yes	No
Is the government's commitment to OGP established through an official, publicly released mandate?		✕
Is the government's commitment to OGP established through a legally binding mandate?		✕
3. Continuity and Instability	Yes	No
Was there a change in the organization(s) leading or involved with the OGP initiatives during the action plan implementation cycle?		✕
Was there a change in the executive leader during the duration of the OGP action plan cycle?		✕

Officially, the Ministry of Administrative Reconstruction, formerly the Ministry of Interior and Administrative Reconstruction, leads the development and implementation of Greece's action plan. Within this ministry, the Department of Transparency, Open Government, and Innovation (established 2014) has statutory responsibility for open government policies at the administrative level. The department, among other things, holds responsibility for implementing open government policies across the whole public administration. It also promotes the necessary new regulations and confronts organizational, legal, technical, and operational issues that might arise in its jurisdiction.

However, the presidential decree[1] does not directly mention OGP or the action plan, reflecting the same lack of a specific legal mandate from Greece's first and second action plans. The absence of a legal mandate, a permanent working group devoted to OGP commitments, or a permanent multistakeholder forum with strong civil society participation stood among the main points raised in prior IRM reports.

During the development of Greece's third action plan, between April and June 2016, following the IRM recommendations, then-Minister of Interior and Administrative

Reconstruction Christoforos Vernardakis, took steps to enhance the institutional context. First, in March 2016, during the presentation of the IRM midterm report, the minister publicly announced his intention to introduce a new law on open and participatory government. One year later, the creation of this law has also become a separate commitment within the current action plan. Secondly, he initiated an informative discussion in the Greek Parliament concerning the development of the third action plan a few days before it was submitted to OGP. The IRM researchers from Greece were invited to the hearing and allowed to present their findings. Thirdly, he established a permanent interministerial OGP working group that includes members from all involved ministries and public service agencies to guide the implementation of the third action plan and improve commitment ownership.[2]

Five months after implementation of the third action plan began, a government reshuffle moved Christoforos Vernardakis from the Ministry of Administrative Reconstruction to the Ministry of State. The Ministry of State for Policy Coordination is hosted in the prime minister's office, and the minister coordinates government work.[3] Nevertheless, Mr. Vernardakis initially retained the responsibility of representing the Greek government to OGP at the political level. During the OGP summit in December 2016, he participated in a ministerial panel, where he highlighted relevant initiatives and action plan commitments. In September 2017, the role of OGP representative for Greece reverted back to the acting minster of administrative reconstruction, Olga Gerovasili. A permanent forum for civil society engagement is not currently active, however.

3.2 Intragovernmental Participation

This subsection describes which governmental institutions were involved at various stages in OGP. The next section will describe which nongovernmental organizations were involved in OGP.

Despite a lack of formality at the national steering level, the action plan is distinguished by two factors. First, civil society organizations are proposing their own commitments, led by Open Technologies Alliance GFOSS and Open Knowledge Greece. Three local governments have participated as well: the regions of Western Macedonia and Central Greece and the municipality of Thessaloniki have drafted a commitment included in the action plan. The Hellenic Parliament also contributed one expansive commitment, which is administered separately by the Ministry of Administrative Reconstruction. At the administrative level, the third action plan involves seven ministries (Administrative Reconstruction; Finance; Environment and Energy; Culture; Education; Justice, Transparency, and Human Rights; and Maritime Affairs and Insular Policy).

Currently, six employees of the Ministry of Administrative Reconstruction and two members of the Hellenic Parliament hold responsibility for OGP issues on a part-time basis. There is no specific budget dedicated to OGP beyond some promotional funding for social media, derived from relevant e-government public-sector projects on an ad hoc basis.

Compared with the turbulent political period in 2015 (which saw two general elections and one referendum on the future of the country within the European Union), the following years presented no such extraordinary events in terms of overall institutional context. However, the day-to-day news and political agenda are still dominated by the government's implementation of the memorandum agreed upon with Greece's creditors. The preoccupation with the memorandum limits the available space, time, and public interest to deliberate on reforms beyond the implementation of the memorandum.

Table 3.2 Participation in OGP by Government Institutions

How did institutions participate?	Ministries, Departments, and Agencies	Legislative	Judiciary (including quasi-judicial agencies)	Other (including constitutional independent or autonomous bodies)	Subnational Governments
Consult: These institutions observed or were invited to observe the action plan but may not be responsible for commitments in the action plan.	15[4]	1[5]	0	2[6]	3[7]
Propose: These institutions proposed commitments for inclusion in the action plan.	7[8]	1	0	0	3
Implement: These institutions are responsible for implementing commitments in the action plan whether or not they proposed the commitments.	7	1	0	0	3

The third action plan development phase evolved from April to June 2016. Prior to the first consultation, the IRM researchers met with the national representative, then-Minister of Administrative Reconstruction Mr. Vernardakis, and the national point of contact, Nansy Routzouni. IRM researchers presented key points stemming from the midterm report. They also focused on making consultation practices more empowering for civil society and citizens by adapting the International Association for Public Participation's Public Participation Spectrum.[9] Following this meeting, the government outlined a draft timeline for the action plan development process.[10] The national point of contact shared this early draft with IRM researchers and asked for their comments. The IRM researchers suggested that the timeline should be made public prior to the midterm report launch event. The researches thought it should include a brief description explaining the process in simple terms, to increase potential participation. No evidence suggests that the timeline was publicly available. However, the timeline was emailed to invited participants and explained at public events.[11]

Compared to the previous development cycle, the cycle for the third action plan was informed with opinions and proposals from a more diverse set of stakeholders both within and outside of government. For the first time, the Ministries of Education; Justice, Transparency, and Human Rights; Maritime Affairs and Insular Policy; Defense; Foreign Affairs; and Agriculture took part in internal meetings concerning the action plan. Furthermore, as the consultative events evolved, the Ministries of Education, Justice, and Maritime Affairs contributed specific commitments that were included in the submitted action plan.[12]

3.3 Civil Society Engagement

Countries participating in OGP follow a set of requirements for consultation during development, implementation, and review of their OGP action plan. Table 3.3 summarizes the performance of Greece during the 2016–2018 action plan.

Table 3.3: National OGP Process

Key Steps Followed: 5 of 7							
Before	**1. Timeline Process & Availability**			**2. Advance Notice**			
		Yes	No			No	Yes
	Timeline and process available online prior to consultation	✔		Advance notice of consultation			✔
	3. Awareness Raising			**4. Multiple Channels**			
		Yes	No	4a. Online consultations:		Yes	No
	Government carried out awareness-raising activities	✔				✔	
				4b. In-person consultations:		Yes	No
						✔	
	5. Documentation & Feedback						
						Yes	No
	Summary of comments provided					✔	
During	**6. Regular Multistakeholder Forum**						
		Yes	No	6b. Did it meet regularly?		Yes	No
	6a. Did a forum exist?		✘				✘
After	**7. Government Self-Assessment Report**						
		Yes	No	7b. Report available in English and administrative language?		Yes	No
	7a. Annual self-assessment report published?		✘				✘
		Yes	No	7d. Report responds to key IRM recommendations?		Yes	No
	7c. Two-week public comment period on report?		✘				✘

Table 3.4: Level of Public Influence

The IRM has adapted the International Association for Public Participation (IAP2) "Spectrum of Participation" to apply to OGP.[13] This spectrum shows the potential level of public influence on the contents of the action plan. In the spirit of OGP, most countries should aspire for "collaborative."

Level of public influence		During development of action plan	During implementation of action plan
Empower	The government handed decision-making power to members of the public.	✔	
Collaborate	There was iterative dialogue AND the public helped set the agenda.		
Involve	The government gave feedback on how public inputs were considered.		
Consult	The public could give inputs.		✔
Inform	The government provided the public with information on the action plan.		
No Consultation	No consultation		

The government, two civil society organizations (Open Technologies Alliance GFOSS and Open Knowledge Greece [OK Greece]), and the IRM researchers worked together during the action plan's development to invite diverse stakeholders. They invited stakeholders from ministries, the Parliament's administration, civil society, universities, members of Parliament, political parties, regional government representatives, municipalities, unions, and the private sector. Staff from the OGP government team emailed the timeline, the related regulations, and guidance on how to participate to invitees prior to the first consultative event. They repeatedly followed up with post-event updates. Civil society organizations Open Technologies Alliance GFOSS and OK Greece reached out to their networks and invited new participants from civil society and academia. The IRM researchers of Openwise informed and invited politicians from parties represented in the Greek Parliament.[14]

Regarding issues of diverse representation and the degree to which the consultations would influence the actual outcome, OK Greece made the following remarks:

> "While conducting the third version of Open Government Strategy Plan, the Greek Government has initiated a bottom up process, so that the new version is not only commented [on] by different stakeholders but actually co-developed and co-created by the citizens. This procedure has been a major change compared to the way the two previous plans have been formed. A number of 'invitation-only' meetings with stakeholders have taken place in Athens. Following that, Open Knowledge Greece proposed to organize an open event in order to get feedback from the citizens. The event has been co-organized by the Ministry of Interior and Administrative Reconstruction, Aristotle University and Open Knowledge Greece on the 30th of May 2016. The workshop has been very successful and productive as more than 32 proposals on open government were stated, based on the three issue areas of integrity and accountability, access to information and authorization to the citizens. Moreover, it was an opportunity for the administrative sector to talk and listen to citizens and other stakeholders on the matter of a transparent society. The participants evaluated the proposals via an online form and the most important ones have been included as part of the final document with the proposals from OK Greece that has been submitted to the Ministry. The submitted document will be further evaluated in order to be incorporated in the Greek third national action plan to the Open Government Partnership."[15]

3.4 Consultation During Implementation

As part of their participation in OGP, governments commit to identify a forum to enable regular multistakeholder consultation on OGP implementation. This can be an existing entity or a new one. This section summarizes that information.

Currently, no functional, ongoing multistakeholder forum for OGP exists in Greece. Establishing a regular forum has been a recurring IRM recommendation. During the previous action plan implementation period, the Greek government, following IRM researchers' advice, initiated an open call for those interested in becoming a part of an ongoing OGP cooperation committee. That committee would perform the tasks of a permanent multi-stakeholder consultation forum on various OGP issues. The call was published on the government-sponsored websites www.opengov.gr and http://goo.gl/Xm8sFb. Interested parties had the opportunity to submit their applications to join the forum online. According to the call, the forum has the following four objectives: First, it will cooperate with the government in the implementation of the national action plan. Second, it will present on the progress of implemented actions. Third, it will develop new proposals for consideration in future action plans. And fourth, it will transfer know-how and exchange experiences.[16] According to civil society stakeholders, the above-mentioned goals provide a proper backbone for the establishment of a permanent multi-stakeholder forum. In the specific, measurable, accountable, relevant, and time bound (SMART) recommendations section of the previous progress report, the IRM researchers of Openwise explicitly mentioned that the government should coordinate efforts with the parliament to establish a permanent public consultation mechanism.

3.5 Self-Assessment

The OGP Articles of Governance require that participating countries publish a self-assessment report three months after the end of the first year of implementation. The self-assessment report must be made available for public comments for a two-week period. This section assesses compliance with these requirements and the quality of the report.

The Greek government completed its self-assessment in November 2017, after the formal deadline. The document contains commitment-by-commitment tracking, including information on the commitments carried out by other parts of the administration. Some of the commitments have links to evidence, while others rely on the testimony of the administrative body responsible for the commitment. It is unclear whether there was a two-week public comment period on the report.

3.6 Response to Previous IRM Recommendations

Table 3.5: Previous IRM Report Key Recommendations

	Recommendation	Addressed?	Integrated into Next Action Plan?
1	Improve ownership of the OGP action plan by appointing a relevant authority with increased enforcement powers for the overall coordination of the OGP action plan. It should be an independent role, following the model of the State Secretary for Public Revenue.	✕	✕
2	To ensure meaningful stakeholder participation in the development and implementation of the action plan, the government should coordinate with Parliament to initiate a legal mandate for open government and a permanent dialogue mechanism for public consultation.	✔	✔

3	Support ongoing efforts to connect the release of datasets with specific reform efforts in critical policy areas.	✕	✔
4	Commitments should be written in such a way that they clearly elaborate which policy targets they intend to achieve and how these activities will lead to reforms in the policy area.	✕	✔
5	The scope of the action plan should include other policy areas that would benefit from more openness and open government solutions such as healthcare, the pensions system, and undeclared workers.	✕	✕

At the time of writing, and considering the pending status of the self-assessment report, one out of the five recommendations were addressed by the government. It should be noted, though, that one recommendation is integrated as a commitment in the current action plan, and one is partly integrated.

Recommendation 1: Instead of appointing a new, independent authority with increased power, as originally suggested by the IRM researchers, the government established an interministerial committee to improve ownership of the action plan implementation. According to the government, it preferred this outcome because it was faster and more cost-effective than appointing a new, independent authority. On this matter, the civil society organization Vouliwatch suggests that open government policies be legitimized by an independent authority and not through the executive branch. It should be noted, though, that since the latest reshuffle, the authority of this interministerial committee to oversee action plan implementation issues has come into question by the new political leadership of the Ministry of Administrative Reconstruction.

Recommendation 2: The government brought the discussion for the finalization of the action plan to the parliament. It also introduced a special decree creating a committee that would be tasked with drafting a framework law on open and participatory governance. The draft law stands as a separate commitment in the current action plan. However, there is no clear mention or indication that a permanent dialogue mechanism for improving civil society consultation on the OGP process will be included in the final law text.

Recommendation 3: Suggestions on the open data commitments of the previous action plan included improving the technical quality and operational usability of the published open datasets. There exists no indication that the evolving actions to improve the overall quality of the public datasets bore specific results. However, the current action plan includes a commitment from the Ministry of Economy, Development, and Tourism that pledges to link the publishing of open data with reforming public property management.

Recommendation 4: For the most part, the language that describes the commitments remains vague and loosely related with concrete OGP values.

Recommendation 5: The action plan did not include policy areas of major concern to the public such as healthcare, the pension system, and undeclared workers.

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[1] http://bit.ly/1KT58uO
[2] The decision that establishes the group:
https://drive.google.com/file/d/0B2uhxfYzE1dgRHZFNE05VHlkTktHRkZYNjlLUTV3OU5GWG1F/view?usp=sharing.
[3] https://primeminister.gr/en/the-government/the-cabinet
[4] Ministry of the Interior and Administrative Reconstruction; Ministry of Economy, Development and Tourism; Ministry of National Defense; Ministry of Education; Ministry of Foreign Affairs; Ministry of Justice Transparency and Human Rights; Ministry of Labor; Ministry of Health; Ministry of Culture; Ministry of Finance; Ministry of the

Environment; Ministry of Infrastructure; Ministry of Maritime Affairs; Ministry of Agriculture; National Center for Public Administration

[5] Hellenic Parliament

[6] Supreme Council for Civil Personnel Selection (ASEP), Ombudsman

[7] Region of Western Macedonia, Region of Central Greece, Municipality of Thessaloniki

[8] Ministry of Interior and Administrative Reconstruction, Ministry of Education, Ministry of Culture, Ministry of Justice, Ministry of Environment, Ministry of Maritime Affairs, General Secretariat of Public Property

[9] The IRM researchers of Openwise handed a print version of the participation spectrum to the minister of administrative reconstruction: http://iap2canada.ca/page-1020549.

[10] The action plan development timeline: https://drive.google.com/file/d/0B2uhxfYzE1dgeXdjREdLSG4wVjl5aHNLWWpqaVVyQ2c3ZExn/view?usp=sharing.

[11] Member of the government OGP management team, email interview by IRM researcher, July 2017.

[12] See third national action plan for open government, 2016-2018, pp. 36–38, 42–46, 48–50. https://www.opengovpartnership.org/sites/default/files/GREEK_NAP3-OGP-ENG_0.pdf

[13] "IAP2's Public Participation Spectrum," International Association for Public Participation, http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/foundations_course/IAP2_P2_Spectrum_FINAL.pdf.

[14] See the invitation to the midterm report launch and consultation event: https://www.facebook.com/events/559834504192593/?acontext=%7B%22source%22%3A3%2C%22source_newsfeed_story_type%22%3A%22regular%22%2C%22action_history%22%3A%22[%7B%5C%22surface%5C%22%3A%5C%22newsfeed%5C%22%2C%5C%22mechanism%5C%22%3A%5C%22feed_story%5C%22%2C%5C%22extra_data%5C%22%3A[]%7D]%22%2C%22has_source%22%3Atrue%7D&source=3&source_newsfeed_story_type=regular&action_history=[%7B%22surface%22%3A%22newsfeed%22%2C%22mechanism%22%3A%22feed_story%22%2C%22extra_data%22%3A[]%7D]&has_source=1&hc_ref=PAGES_TIMELINE.

[15] "Open Government in Greece: Participate, Propose and Be Heard!" Stories, Open Government Partnership, https://www.opengovpartnership.org/stories/open-government-greece-participate-propose-and-be-heard.

[16] Open Government Partnership, Independent Reporting Mechanism (IRM) Progress Report, 2014-2015: Greece, p. 14, https://www.opengovpartnership.org/sites/default/files/Greece_Second%20IRM%20Report_final_EN_0.pdf.

IV. Commitments

All OGP-participating governments develop OGP action plans that include concrete commitments over a two-year period. Governments begin their OGP action plans by sharing existing efforts related to open government, including specific strategies and ongoing programs.

Commitments should be appropriate to each country's unique circumstances and challenges. OGP commitments should also be relevant to OGP values laid out in the OGP Articles of Governance and Open Government Declaration signed by all OGP-participating countries.[1]

What Makes a Good Commitment?

Recognizing that achieving open government commitments often involves a multiyear process, governments should attach time frames and benchmarks to their commitments that indicate what is to be accomplished each year, whenever possible. This report details each of the commitments the country included in its action plan and analyzes the first year of their implementation.

The indicators used by the IRM to evaluate commitments are as follows:

- **Specificity:** This variable assesses the level of specificity and measurability of each commitment. The options are:
  - **High**: Commitment language provides clear, verifiable activities and measurable deliverables for achievement of the commitment's objective.
  - **Medium:** Commitment language describes activity that is objectively verifiable and includes deliverables, but these deliverables are not clearly measurable or relevant to the achievement of the commitment's objective.
  - **Low**: Commitment language describes activity that can be construed as verifiable but requires some interpretation on the part of the reader to identify what the activity sets out to do and determine what the deliverables would be.
  - **None**: Commitment language contains no measurable activity, deliverables, or milestones.
- **Relevance:** This variable evaluates the commitment's relevance to OGP values. Based on a close reading of the commitment text as stated in the action plan, the guiding questions to determine the relevance are:
  - **Access to Information:** Will the government disclose more information or improve the quality of the information disclosed to the public?
  - **Civic Participation:** Will the government create or improve opportunities or capabilities for the public to inform or influence decisions?
  - **Public Accountability:** Will the government create or improve opportunities to hold officials answerable for their actions?
  - **Technology & Innovation for Transparency and Accountability:** Will technological innovation be used in conjunction with one of the other three OGP values to advance either transparency or accountability?[2]
- **Potential impact:** This variable assesses the *potential impact* of the commitment, if completed as written. The IRM researcher uses the text from the action plan to:
  - Identify the social, economic, political, or environmental problem;
  - Establish the status quo at the outset of the action plan; and
  - Assess the degree to which the commitment, if implemented, would impact performance and tackle the problem.
- **Starred commitments** are considered exemplary OGP commitments. In order to receive a star, a commitment must meet several criteria:

- o Starred commitments will have "medium" or "high" specificity. A commitment must lay out clearly defined activities and steps to make a judgement about its potential impact.
- o 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.
- o The commitment would have a "transformative" potential impact if completely implemented.[3]
- o The government must make significant progress on this commitment during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation.

Based on these criteria, Greece's action plan contained no starred commitments.

Finally, the tables in this section present an excerpt of the wealth of data the IRM collects during its progress reporting process. For the full dataset for Greece and all OGP-participating countries, see the OGP Explorer.[4]

General Overview of the Commitments

The current action plan focused on nine broad policy areas that includes public administration reforms and open data for culture, maritime affairs, the economy, education, justice, the environment, and Parliament. Also, for the first time, the action plan includes regional and local administration commitments, as well as those from civil society.

Themes

Because of the length of the current action plan, the IRM researchers clustered the commitments into themes, to keep the report readable. These themes align with the themes of the third action plan submitted by the government.

This report breaks down the official "Theme 1 public administration reforms" to the following themes:

Theme 1: Regulatory Reform
- Commitment 1 Framework law on open participation in government
- Commitment 6 Improvement of open deliberation law

Theme 2: Public Service Delivery
- Commitment 2 Participation in the assessment of the public sector
- Commitment 3 Publish organizational charts
- Commitment 4 Accountability in dispute settlement between citizens and the public sector
- Commitment 5 Standardize public service provision and procedures, and publish a guide

Theme 3: Managerial Recruitment
- Commitment 7 National register of line managers
- Commitment 8 Implement assessments of employees, services, and control methods
- Commitment 9 Implement a system for selecting managers

Stand-alone commitment
- Commitment 23 Digital repository for public administration studies

The report clusters the remaining 24 commitments by the themes already provided in the action plan.

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[1] Open Government Partnership, Articles of Governance, June 2012 (updated March 2014 and April 2015), https://www.opengovpartnership.org/sites/default/files/attachments/OGP_Articles-Gov_Apr-21-2015.pdf.

[2] "IRM Procedures Manual," Open Government Partnership, https://www.opengovpartnership.org/documents/irm-procedures-manual

[3] The International Expert Panel changed this criterion in 2015. For more information, visit http://www.opengovpartnership.org/node/5919.

[4] OGP Explorer: bit.ly/1KE2Wil.

Theme 1: Regulatory Reform

1. Framework Law on Open & Participative Governance
Drafting and submission of a bill to Parliament for an Open and Participative Governance in view of a comprehensive regulation of the relevant issues and the promotion of the respective policies.

Ministry of the Interior and Administrative Reform- division of Administrative Reconstruction & e-Government, Alternate Minister for Reform, Deputy Secretary General. (July 2016–March 2018)

6. Improving the Open Deliberation Procedure
Enhancement of the bill deliberation procedure in all levels (institutional, legal, operational, technical).

Ministry of Interior& Administrative Reform – Sector of Administrative Reform & E-Government – for the regulatory framework; National School of Public Administration and Local Government. (July 2016–December 2017)

Editorial Note: Commitment text has been abridged by the IRM. To see the full action plan, please refer to https://www.opengovpartnership.org/sites/default/files/GREEK_NAP3-OGP-ENG_0.pdf.

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
1. Framework Law on Open & Participative Governance				✔	✔	✔					✔		No		✔		
6. Improving the Open Deliberation Procedure				✔		✔					✔		No		✔		

Context and Objectives
The commitments in this theme aim to reform the regulatory environment, to improve the governance model of OGP in Greece, and to offer opportunities for citizen participation in policymaking. The implementation of these commitments attempts to respond to the lack of a legal mandate for OGP and enhance participatory practices in Greece.

1. Framework Law on Open & Participative Governance
This commitment would create a central legal framework for open government, and OGP in particular. The law would cover:
- Open meeting rules at the subnational level;
- Establishment of advisory multistakeholder working groups at each agency;
- Establishment of an interministerial working group on governance; and
- Digital transparency regarding personnel and administrative actions.

The government expects that the law will strengthen the mandate for transparency and collaboration. Civil society organizations (CSOs) involved in OGP have also consistently requested a systematic, continuous framework to advance open government issues. This law might allow for the organization and activation of civil society by providing a permanent forum for dialogue and the submission of comments and opinions. If fully implemented, this commitment would have a moderate impact, based on how the law could institutionalize government-CSO collaboration for future action plans.

6. Improving of the Open Deliberation Procedure
Law 4048/2012 outlines regulations related to good governance.[1] Although the law enshrines the promotion of transparency and public consultation, it does not flesh out the specific processes and standards for consultation. The commitment would provide guidance on how stakeholders are defined, the training of government officers involved in the deliberation process, and how public consultations should be conducted. It would also outline standards for a "reasoned response" to public inputs during policymaking.

This commitment carries forward work from the previous action plan. At the end of the last action plan, very little progress had been made. The National Center for Public Administration had provided some guidance and technical support to teams. Transparency International Greece points out that the commitment text does not make clear if technological improvements are necessary in the system to effectively support the consultation process.[2] If fully implemented, this commitment would have a moderate potential impact.

Completion
1. Framework Law on Open and Participative Governance
The government has not yet presented the new law to Parliament for voting, and thus, the commitment is behind schedule. According to the action plan, the law should have been passed in March 2017. As of the end of this assessment period (June 2017), the law creation committee had formed and held two deliberative dialogues on the content of the law. The law creation committee, which began work in late 2016, includes the national contact point, two law experts from the public administration, and one citizen legal expert.[3] The IRM researchers were invited to attend all meetings of this committee and to provide comments. The first deliberation activity occurred online, in September 2016. The government asked and received citizens' feedback about the overall structure and possible content of the draft law. In October 2016, the second deliberation activity involved a workshop and featured participation from civil society organization representatives, members of an academic society, and civil servants.[4] Participants had the chance to submit their inputs and discuss ideas about the general aims of the law with Minister of State Christoforos Vernardakis, members of the law creation committee, civil servants, and civil society stakeholders. This open discussion reflected an innovation not originally outlined in the action plan. The government published a summary of the deliberative events online.[5]

According to members of the OGP management team, there was insufficient interministerial coordination to finalize the draft. Some ministries could not identify how to introduce the collaborative model into their work. A first version of the draft law document has been shared with the IRM researchers. However, it is not yet clear when the draft law will be available for public consultation.

6. Improving of the Open Deliberation Procedure
The government has not yet introduced changes in the legal framework concerning public participation in drafting laws (Law 4048/2012). However, the website of the Ministry of Administrative Reconstruction does contain a brief outline of the process of organizing consultations. It is unclear whether this was published prior to the current action plan.[6] Regarding the operational issues of online deliberation, the National Center for Public Administration continues to offer training and support to public employees in charge of

conducting online deliberations in each ministry. The National Center for Public Administration holds responsibility for technical support and operational coordination of the opengov.gr platform.

Early Results

6. Improving of the Open Deliberation Procedure

Improvements to the process of public consultation have been delayed. So the IRM researchers reached out to actual participants in a specific opengov.gr consultation and asked about their overall experience. This consultation involved a draft law on legal recognition of gender identity. Marina Galanou, who represents a transgender association, made specific suggestions to improve the draft law. However, five months after the consultation ended, the law has not yet been a subject of discussion in the parliament. There has been no government documentation to explain the delay.[7]

Next Steps

1. Framework Law on Open and Participative Governance

- The government should publish the draft framework law on open government and assign a reasonable time frame for online and parliamentary consultation.
- The lack of a permanent multistakeholder OGP forum has been a recurring issue for Greece. Introducing the framework law on open governance brings an opportunity to establish such a forum with a strong legal mandate. The forum should include representation from civil society.
- The law should also clarify the ownership of the action plan and define how it will be tracked and implemented. Also, a minister, or even the prime minister, should present the action plan at the highest political level possible and should be responsible for its progress.[8]

6. Improving of the Open Deliberation Procedure

To improve citizens' participation in policymaking via the opengov.gr platform, the government must specify the necessary legal amendments to improve online public consultation. It should also assign implementation of those amendments to an agency with clear ownership, outlining a concrete process and delivery schedule.

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[1] "OpenGov series," Ministry of Administrative Reconstruction, http://www.opengov.gr/home/services.

[2] Transparency International Greece response to IRM researchers' questions, 20 November 2017.

[3] The official decision that establishes the law creation committee: https://drive.google.com/file/d/0B2uhxfYzE1dgSU9tanhacm9HNmstczhXYWdjT2MzLUxReFVF/view?usp=sharing.

[4] "Get Your Ideas: Open and Participatory Governance," Ministry of Administrative Reconstruction, 13 October 2016, http://www.minadmin.gov.gr/?event=%CF%86%CE%AD%CF%81%CE%B5-%CE%BC%CE%B1%CF%82-%CF%84%CE%B9%CF%82-%CE%B9%CE%B4%CE%AD%CE%B5%CF%82-%CF%83%CE%BF%CF%85-%CE%B1%CE%BD%CE%BF%CE%B9%CE%BA%CF%84%CE%AE-%CE%BA%CE%B1%CE%B9-%CF%83%CF%85%CE%BC%CE%BC.

[5] Ministry of Administrative Reconstruction, "A report on the evaluation of proposals and ideas on the proposed legislative framework for open and participatory governance," November 2016, http://opengov.diavgeia.gov.gr/minadmin/wp-content/uploads/sites/5/2016/09/OpenGovLaw-ConsultationResults-Report-2016.11.pdf.

[6] "Process of Organizing Consultations," Ministry of Administrative Reconstruction, http://www.opengov.gr/home/services/%CE%B4%CE%B9%CE%B1%CE%B4%CE%B9%CE%BA%CE%B1%CF%83%CE%AF%CE%B1-%CE%BF%CF%81%CE%B3%CE%AC%CE%BD%CF%89%CF%83%CE%B7%CF%82-%CE%B4%CE%B9%CE%B1%CE%B2%CE%BF%CF%85%CE%BB%CE%B5%CF%8D%CF%83%CE%B5%CF%89%CE%BD.

[7] Marina Galanou, interview by IRM researcher, 14 September 2017.

[8] Panoraia Spiliotopoulou (lawyer, open government expert), interview by IRM researcher.

Theme 11: Public Service Delivery

2. Participation in the assessment of the public sector – e-goal setting tool & monitoring of the government's work

Until now the involvement of citizens in the assessment of services received by the State does not have an institutional nature and is almost non-existent in the functioning of the services/agencies while it is not taken into account when establishing policies on the functioning of the public sector.

- *By virtue of law 4369/2016 the citizens shall be able, through questionnaires and the submission of proposals, to participate in the shaping of the results of the assessment, while at the same time they shall be able to monitor its detailed and visualised results through the e-goal setting tool.*

- *Each service/entity and in particular those with a strong interaction with citizens shall make available questionnaires and forms for the submission of proposals, while these shall be also available in electronic form on the website of each service/entity.*

- *Both the results and the preparation of the goal setting through the e-goal electronic platform shall be public and citizens shall be constantly aware of the functioning of services, while being able to formulate proposals.*

- *This project already implemented through the new NSRF 2014-2020 will be launched as a pilot for the Ministry of the Interior and Administrative Reconstruction and the Ministry of Health, and will be extended to the whole of the public sector.*

- *Monitoring of the work of the government. All government bodies should provide open data on their activity, and to draw up reports to be published online.*

Ministry of the Interior and Administrative Reform – division of Administrative Reconstruction & e- Government, Management Authority of the Operational Program "Reform of the Public Sector" Alternate Minister for Reform, Deputy Secretary General. (July 2016–March 2017)

3. Publish organizational charts

The Greek State will make publicly accessible every organisational chart of all services and entities of the Greek State, through their publication on the website of the relevant services/entities down to the level of department. The publication shall be made based on common standards and shall include details of electronic and phone communication as well as a brief description of competencies and tasks.

Ministry of the Interior and Administrative Reform – division of Administrative Reconstruction & e-Government, Alternate Minister for Reform, Deputy Secretary General (July 2016–December 2017)

4. Accountability in dispute settlement between citizens and the public sector

Through procedures of institutional dialogue the social actors and the citizens are able to resolve or even anticipate problems in their transaction with the services of the public sector.

- *Hearing Committee of Social Actors and Citizens, article 24 of law 4369/2016.*
  - *Institutional Mediation – (binding or optional) before the recourse to administrative courts.*
  - *The creation of the Hearing Committee per Service or per Entity, as provided for in article 24 of law 4369/2016 consolidates confidence in relations between the citizen and the State, contributes to the smoother operation of the public sector and prevents any disagreements and maladministration.*

- *The citizens may submit improvement proposals, particularly for Services with which they come in direct and daily contact. -Furthermore, if the procedure of the Hearing Committee does not allow the resolution of the existing problems and disputes, then, before the recourse to administrative courts and the creation of additional burden of judicial affairs for disputes between citizens and the State, there will be a procedure of Institutional Mediation.*

- *In this procedure, each citizen shall be able, following a reasoned request and possibly with the presence of an attorney, to enter in mediation with the public sector (with the participation of a representative from the Legal Council of State) for the resolution of the existing dispute.*

- *The establishment of the Hearing Committee and of the Institutional Mediation in each organizational chart ensures their rational operation and their institutional consolidation beyond the legislative provisions for their creation.*

Milestones: 4.1 Ministerial Decisions on the procedures of the hearing committee. 4.2 Legislative regulation on institutional mediation. 4.3 Establishment and operation of institutional mediation. 4.4 Establishment and Operation of the Hearing Committees.

Ministry of the Interior and Administrative Reform – division of Administrative Reconstruction & e-Government, Alternate Minister for Reform, Deputy Secretary General (July 2016–December 2017)

5. Standardize public service provision and procedures and publish a guide

- *Each Service/Entity of the Public Sector shall publish on its website the Guide for the Provision of Services and for Procedures, in accordance with its competencies. The Guide shall describe in detail which are the services and actions it may provide as well as the necessary procedure, so that all the steps required for the provision of a service may be known in advance.*

- *In addition, a data base of standard procedures shall be created regarding the provision of identical or similar services by the Public Sector. The data base of standard procedures as well as all the Guides (apart from the website of the relevant Service/entity) shall be published in the web site of the Ministry of Interior and Administrative Reconstruction.*

- *Citizens shall have the possibility to submit comments on the improvement of operation and the provision of services.*

Milestones: 5.1 Enactment of regulatory framework. 5.2 Publication of Guidelines in each service and entity. 5.3 Data base of standardization procedures.

Ministry of the Interior and Administrative Reform – division of Administrative Reconstruction & e-Government, Alternate Minister for Reform, Deputy Secretary General (July 2016–June 2017)

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
2. Participation in the				✔	✔	✔		✔		✔			No		✔		

assessment of the public sector – e-goal setting tool & monitoring of the government's work																	
3. Publish organizational charts				✔	✔					✔			No		✔		
4. Accountability in dispute settlement between citizens and the public sector				✔			✔			✔			No		✔		
5. Standardize public service provision and procedures and publish a guide				✔	✔	✔				✔			No	✔			

Context and Objectives

This set of commitments aims to make public-facing agencies more transparent, accountable to the public, and more open to public input. As described in the Context section at the beginning of this report, the Greek civil service faces tremendous pressure to improve the quality of delivery and to become more efficient. This set of commitments outlines how the civil service can achieve these objectives:

- Commitment 2 would create systems for performance feedback through questionnaires and public input into performance in each agency[1] (pursuant to Law 4369 and the National Strategic Reference Framework (NSRF) 2014–2020.[2] Civil society organizations (CSOs) view this commitment as a very positive step with the potential to reinstate trust in public administration.[3,4] Given that this commitment is already being implemented in the context of Law 4369 and the NSRF 2014–2020, the potential impact of this commitment is minor. It only expands slightly on the existing efforts by adding specialization for the regulatory framework.

- Commitment 3 would publish organizational charts of each agency (pursuant to Law 4440).[5] Before the law passed, only a few public agencies published their organizational charts. In the implementation of the commitment, information should follow common standards (including contacts, competencies, and tasks). A board member of the CSO Open Technologies Alliance GFOSS sees the provision of organizational charts as a necessary prerequisite for the government to move toward a data-centric model.[6] Given that this commitment is already being implemented in the context of Law 4440, the potential impact of this commitment is minor. It only expands slightly on the existing efforts by articulating the regulatory framework.

- Commitment 4 creates a framework for bringing, settling, and reporting disputes on public services in each agency (pursuant to Law 4369). This commitment introduces two new institutional mechanisms for mediation.[7] By allowing the public to seek

conflict resolution before going to the judicial system, the commitment aims to save public money and time.[8] The potential impact of this commitment is moderate. It expands on the existing efforts by articulating the regulatory framework and establishing an institutional mediation mechanism.

- Commitment 5 creates a uniform catalog of services that allows interoperability across services.[9] Currently, public service provision information is offered through the ERMIS central public administration portal, region-based Citizen Service Centers, and the EUGO portal. The EUGO portal serves as a single point of contact for businesses to get relevant government information.[10] This commitment expands access to information and participation by standardizing the information and providing an opportunity for citizens to provide feedback.

Completion

2. Participation in the assessment of the public sector – e-goal setting tool and monitoring of the government's work
The regulatory changes that would enable citizens to participate in evaluation remain pending. So far, the evaluation of public services is an internal process limited to a self-assessment system for public servants.[11] The Ministry of Administrative Reconstruction has issued an international tender to select a contractor to develop the e-goal setting system. However, the system is not available at the time of writing.[12,13] Civil society has also raised concerns about the lack of a public-facing aspect of the evaluation process. Transparency International Greece notes that if the government designs the evaluation questionnaires without citizens' input, the priorities would not likely reflect citizens' perspectives.[14]

3. Publish organizational charts
Public agencies do not yet use a common standard to provide the public with meaningful access to their organizational structures. The Ministry of Finance recently published an organizational chart, but it lacks details regarding competencies and tasks.[15] The Ministry of Administrative Reconstruction issued a set of guidelines in 2017. However, it is limited and does not include information about public employees.[16] The government indicates that a web-based application to publish the charts—although not originally outlined in the commitment—is currently under construction by an external private vendor. The system will be ready to use 24 August 2018.[17]

4. Accountability in dispute settlement between citizens and the public sector
Although the creation of the hearing committee is mandated by Law 4369/2016, the issuance of the ministerial decision that will specify the process that the hearing committee shall operate is still pending. In December 2016, the government hosted an event to gather public perspectives on how to enact regulation regarding dispute settlement. The government solicited feedback on aspects such as which cases should fall under the jurisdiction of mediation bodies and how to register intermediaries.[18] Other than information on the event, no publicly available information exists to indicate further implementation of this commitment. The government did not respond to additional requests for information.

5. Standardize public service provision and procedures and publish a guide
The government has not published the regulatory framework to standardize a public services catalog. While reporting on implementation, the government indicated that the portal ermis.gov.gr provides information for all public services delivered by the Citizen Service Centers.[19] However, information on ermis.gov.gr does not qualify as an action for completing this commitment. As Open Technologies Alliance GFOSS points out, the public services on the ERMIS portal have been available since 2013.[20] Currently, there is no catalog with standardized public services, and citizens have no mechanism to submit their comments.[21]

Next Steps

2. Participation in the assessment of the public sector – e-goal setting tool and monitoring of the government's work

- The government should specify the exact method and means by which citizens can have meaningful participation in the evaluation of public services. The legal amendments must make clear whether citizens can assess a public agency as an organization, a specific service, a public employee, or all of the above.
- It is also important to involve citizens in the formation of the evaluation questionnaires.[22]
- Furthermore, the tools for this kind of citizen participation should be made public, as well as the process by which their input will contribute to determining the content of the final assessment.

3. Publish organizational charts

- The government should define the common standard for the publication of organizational charts. This step could be made in cooperation with civil society organizations that are engaged with OGP commitments, such as Open Knowledge Greece, Open Technologies Alliance GFOSS, and Vouliwatch.
- Complexity lies in defining and applying a common standard for hundreds of public agencies. Thus, the government could take an incremental approach by selecting a number of organizations to test the new standard. It could then develop a plan to extend the standard's adoption to the wider public sector.
- Future activities should address data gaps around agency contacts and specific competencies.[23]
- A modified version of this commitment, incorporating the steps above, could be included in the next action plan.

4. Accountability in dispute settlement between citizens and the public sector

The government should provide citizens with a time frame regarding its future plans for the operation of hearing committees. It should also provide such information for the mechanism of institutional mediation and opportunities to comment on drafts in progress.

5. Standardize public service provision and procedures and publish a guide

- The government should introduce a pilot system of cataloging public procedures and services following European open interoperability standards. As the assistant professor Vasileios Peristeras presented in an open government workshop, the cataloging of public services must use a well-established European standard that makes the description readable by humans and machines.
- Furthermore, it will be important to use open software platforms that allow extensions such as semantic wikis. This will enable pages to link with one another in a standardized fashion.

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[1] Response from the Ministry of Administrative Reconstruction, 29 September 2017, https://drive.google.com/open?id=0B2uhxfYzE1dgNVlrVFBUa3hNZU92QzNIdzVBUUF3Ynh2TkNR.

[2] Sofia Lampousaki, "Greece: The Third Memorandum's Plans for Public Administration," EurWORK: European Observatory of Working Life, 30 May 2016, https://www.eurofound.europa.eu/observatories/eurwork/articles/working-conditions-labour-market-industrial-relations-law-and-regulation/greece-the-third-memorandums-plans-for-public-administration.

[3] Response from Open Technologies Alliance GFOSS to IRM researchers' questions, 8 January 2018.

[4] Response from Transparency International Greece to IRM researchers' questions, 20 November 2017.

[5] "Law N° 4440 of 2016 on the Unified Mobility System in Public Administration and Local Authorities, on the Obligations of Persons Appointed in the Positions Set out in Articles 6 and 8 of the Law N° 4369 of 2016, on Professional Incompatibility and on Prevention of Cases of Conflict of Interest and Other Provisions," Labor Standards, International Labor Organization, http://www.ilo.org/dyn/natlex/natlex4.detail?p_lang=&p_isn=104617&p_country=GRC&p_count=702.

[6] Response of Panagiotis Kranidiotis (systems administrator, IT consultant), 9 November 2017.

[7] Article 24 of Law 4369 (2016): https://www.taxheaven.gr/laws/law/index/law/737.

[8] Stavros Tasiopoulos, "Institutional Intermediate for Solving Difference Citizens—Public," Intelligent Deep Analysis, December 2016, http://www.indeepanalysis.gr/nomika-themata/thesmikh-diamesolavhsh-gia-thn-epilysh-diaforwn-polith-dhmosiou-.

[9] Response from Open Technologies Alliance GFOSS to IRM researchers' questions, 8 January 2018.

[10] Home page, http://www.ermis.gov.gr/portal/page/portal/ermis/; "Life of Citizens' Service Centers (KEP)," Portal ERMIS, http://www.ermis.gov.gr/portal/page/portal/ermis/KepIndex; and ERMIS, http://www.eu-go.gr/sdportal/index.jsp?lang=EL.

[11] "Ministers Ultimatum on Public Sector Evaluation," Aftodioikisi.gr, 8 August 2017, http://www.aftodioikisi.gr/dimosio/ligei-simera-telesigrafo-gerovasili-gia-axiologisi-dimosion-ipallilon/.

[12] More information on the tender can be found at http://www.minadmin.gov.gr/?p=23706.

[13] Response from Open Technologies Alliance GFOSS to IRM researchers' questions, 8 January 2018.

[14] Response from Transparency International Greece to IRM researchers' questions, 20 November 2017.

[15] See the organizational chart here: http://www.minfin.gr/web/guest/organogramma-olou-tou-ypoik.

[16] https://diavgeia.gov.gr/doc/%CE%A890%CE%9F465%CE%A7%CE%98%CE%A8-%CE%985%CE%94?inline=true; and Dionisis Rigopoulos (public administration inspector), interview by IRM researcher.

[17] Response from the Ministry of Administrative Reconstruction, 29 September 2017, https://drive.google.com/open?id=0B2uhxfYzE1dgNVlrVFBUa3hNZU92QzNIdzVBUUF3Ynh2TkNR.

[18] "Events: Advocating with the Citizen Discussion Event," Impact Hub Athens, https://athens.impacthub.net/event/%CF%83%CF%85%CE%BD%CE%B7%CE%B3%CE%BF%CF%81%CF%8E%CE%BD%CF%84%CE%B1%CF%82-%CE%BC%CE%B5-%CF%84%CE%BF%CE%BD-%CF%80%CE%BF%CE%BB%CE%AF%CF%84%CE%B7-%CE%B5%CE%BA%CE%B4%CE%AE%CE%BB%CF%89%CF%83%CE%B7-%CF%83/.

[19] Response from the Ministry of Administrative Reconstruction, 29 September 2017, https://drive.google.com/open?id=0B2uhxfYzE1dgNVlrVFBUa3hNZU92QzNIdzVBUUF3Ynh2TkNR.

[20] See details here: http://www.yap.gov.gr/index.php/themata-enimerosis-politi/nea-enimerosi-menu/190-news-eugo-eke.html.

[21] Response from Open Technologies Alliance GFOSS to IRM researchers' questions, 8 January 2018.

[22] Response from Transparency International Greece to IRM researchers' questions, 20 November 2017.

[23] Response from Transparency International Greece to IRM researchers' questions, 20 November 2017. See also Article 8 of Law 3681 (2010).

Theme III: Managerial Recruitment

7. National register of line managers of the public administration

Application of a modern and innovative system for the selection of line managers regarding posts of high responsibility lying at the top of the administrative hierarchy, both in the public and the wider public sector. The Register aims at depoliticizing the public administration, establishing objective and merit-based methods for the selection of these managers from the public administration and the private sector, as necessary conditions for the smooth operation of the public administration and the widening of its reliability towards the society and the citizens.

Ministry of the Interior and Administrative Reconstruction, Ministries and other entities of the public administration, National Centre for Public Administration and Local Government, Supreme Council for Personnel Selection, Government Council for Reform of the Public Administration, public law entities and local government agencies, Cabinet of Ministers, Ministry of Finance. (July 2016–June 2018)

8. Implementation of the assessment of employees and services and control methods

Implementation of an objective and merit-based assessment system that places emphasis on inclusiveness, accountability and social dialogue and aims to link the assessment of employees, the assessment of the functioning of public services and the achievement of objectives both at individual level and service level.

Ministry of the Interior and Administrative Reconstruction, Ministries and other entities of the public administration, National Centre for Public Administration and Local Government; (July 2016–June 2017)

9. Implementation of a system for the selection of managers

Application of a modern innovative system for the selection of Heads of organizational units, which calls for the utilization of human resources of the public administration depending on their qualifications and skills, with a view to increase efficiency in the functioning of the public administration and the satisfaction of citizens. Furthermore, the publication of vacancy notices for the posts of Heads of the organizational units shall contribute to the consolidation of citizens' trust in public administration.

Ministry of the Interior and Administrative Reconstruction Ministries and other entities of the public administration, the employees of which fall in the scope of the Code of Civil Servants and the Code of Regulations on the status of municipal and communal employees.

National Centre for Public Administration and Local Government Supreme Council for Personnel Selection (Α.Σ.Ε.Π.) (July 2016–June 2018)

Editorial Note: The action plan text has been abridged by the IRM. For the complete version, please see https://www.opengovpartnership.org/sites/default/files/GREEK_NAP3-OGP-ENG_0.pdf.

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete

7. Register of line managers			✔		None						✔		No			✔
8. Assessment of employees, services, and controls		✔		✔	✔							✔	No	✔		
9. Selection system		✔		✔							✔		No			✔

Context and Objectives

In 2016, the Greek Parliament passed Law 4369. The law aims to improve public administration by outlining how departmental heads are selected, establishing a job grading structure, and developing systems of public evaluation, as well as other related reforms.[1] The activities for the commitments under this theme essentially implement various aspects of this law. All three of these commitments reflect government efforts to depoliticize the Greek public administration. It intends to do this by establishing selection standards that will free the public administration from practices of favoritism and clientelism evident in the past.

7. National register of line managers of the public administration

This commitment aims to depoliticize the public administration (pursuant to Law 4369/2016, Articles 3, 6, 7, 8, 9, and 170). Prior to this law, individual government bodies filled posts of high responsibility according to Presidential Decree 63/2005.[2] Under the new selection system, candidates must register themselves in the national registry before submitting an application for a managerial call. A Special Council for Selecting Administrations will be tasked with the final selection. Transparency International Greece states that the more transparent the registry is the more it will be able to repair the current, broken selection system.[3] As it is written, the commitment does not have a public-facing element, but as implemented, the commitment is relevant. (See Completion section below.)

8. Implementation of the assessment of employees and services and control methods

This commitment implements Law 4369/2016 (Article 24), pursuant to the work for the European Foundation for the Improvement of Living and Working Conditions.[4] It would establish a meritocratic system for assessing public employees and services. All employees of a given agency have the right to participate in assessing performance according to specific goals. This commitment is relevant to access to information and civic participation. Public assessment (milestone 8.5), and the hearing committee and public administration observatory (milestone 8.6), add participatory elements, assuming the observatory will hold public meetings and include nongovernmental employees. It is currently unclear how a self-assessment would change the overall behavior of the public service. However, based on the recent protests over this commitment (see below), it is likely that such a process would have significant impacts. The Organization for Economic Cooperation and Development (OECD) states that of all OECD countries, the Greek government currently "makes the least use of performance assessments in HR decisions."[5]

9. Implementation of a system for the selection of managers

This commitment aims to modernize selection of heads of organizational units in all public agencies. This commitment is relevant to the OGP value of access to information. The government will post vacancies of positions that have not been published before, in hopes of supporting citizen trust. Currently, according to the Organization for Economic Cooperation and Development, "No posts are open to external recruitment and all applicants first have to enter the public service."[6] The same study states:

"Senior managers can only be recruited from within the public service and all positions in all management levels are selected by the Supreme Council for the Selection of Personnel, an independent HRM body. All of the ministries' advisors tend to turn over with a change of government, as well as many ministry directors general and directors."[7]

If fully implemented, this commitment is an important step forward to increase the transparency of the selection process. A more transformative commitment would clearly describe a selection mechanism and fully open up the application process to people who are not public administration employees.

Completion

7. National register of line managers of the public administration
In May 2017, the Government Reform Council established the first section of the Special Administrative Selection Board (ESDP). ESDP stakeholders include Supreme Personnel Selection Council (ASEP) representatives and appointed experts on government reform, human resources, and central employers.[8]

Decisions related to the filling of posts of sectoral and special sectoral secretaries have now been connected to the National Strategy for Administrative Reform 2017–2019 presented by the Ministry of Administrative Reconstruction in September 2017.[9] Filling these posts has been delayed. Officials from the Ministry of Administrative Reconstruction expect decisions on the selection of the new line managers by 31 December 2017.[10] As planned, the ASEP website lists the initial version of the national registry as a downloadable Excel file.[11] Perhaps most importantly, this commitment may have a public-facing transparency element. Presidential Decree 81/2017 declares "open access of interested parties to the qualifications of candidates included in the Register, by their selection procedure as well as by the clear responsibilities they have during their mandate."[12] Of course, the implementation of this decree depends on how "interested parties" is defined and whether access is facilitated through usable, searchable data.

8. Implementation of the assessment of employees and services and control methods
Completion of this commitment is limited as of 2017. The government issued the required ministerial decision that defines the content of the assessment forms.[13] However, it has not created the assessment goals, the hearing committee, and the Public Administration Observatory. Civil servant opposition has delayed the assessment to at least September 2017.[14] The Union of Public Employees has criticized several aspects of the system as unreliable and ineffective. The union has also called public employees to a general strike, to avoid participating in and legitimizing the assessment exercise in June 2017.[15] Dr. Dionysis Rigopoulos, a public administrator inspector, adds that the lack of clarity among civil servants regarding their role and how they fit within the larger governmental ministry negatively impacts employee mobility.[16]

9. Implementation of a system for the selection of managers
The Ministry of Administrative Reconstruction has issued the ministerial decisions that define relevant details necessary for the regulation of the evaluation and the selection process. These include the specifications of the forms, the criteria upon which the evaluation is carried out, the data fields to be included, and others.[17] The ministry also issued ministerial decisions, interview guidelines, and a call of interest for the selection of heads of general directories.[18] According to the government, the selection of the heads of general directories will take place during September 2017[19] instead of April 2017, as the action plan initially listed. In an unexpected development, the government introduced an amendment to the legislation that allows individuals from the private sector to apply for heads of general directories in public agencies without specific selection criteria. The amendment concerns some civil servants with public sector backgrounds.[20]

Early Results

As noted above, the public official assessment has been met by employee strikes. The strikes could be seen as either delaying much-needed reform or protecting the professionalism of officials.

Next Steps

7. National register of line managers of the public administration

The IRM recommends the following next steps:

- Modify this commitment to include activities that strengthen the implementation of Law 4369/2016 through improved transparency and public oversight.
- The Special Administrative Selection Board should operate with clear open meeting rules, such as rules calling for it to publish its minutes publicly.
- Consider an easier way to navigate the information, such as an online portal instead of a downloadable file.
- Verify the authenticity of all submissions and certificates. Because of previous cases of forged confirmation of certificates, the registry of certificates should be open, to allow everyone to control it.
- The evaluation and grading criteria must be clearly defined, with predetermined weighting. Ranking and scoring boards should be open to the public with the capacity for public oversight.
- Keep all interviews in media records and make them public (within the limits of privacy rules), with their respective rankings. The government should also publish the results of the choices.[21]

8. Implementation of the assessment of employees and services and control methods

- Consider a participatory process for developing the assessment, to allow civil servants to collaborate and contribute to the system.
- The government should insert specific elements of transparency, participation, and accountability in the assessment of public employees. All the assessment reports produced should be published in a timely fashion in the transparency portal Diavgeia.
- The government should also create comprehensive regulation for participation in the Special Council for Selecting Administrations. This regulation would define the processes under which public employees can have fair and meaningful participation in self-assessing their performance.
- Create a system that allows for the public monitoring of performance while still creating adequate protection for the privacy of public servants.[22]
- Publish department-by-department data on assessments in an open data format.

9. Implementation of a system for the selection of managers

Consider including activities that improve transparency, participation, and accountability. Such efforts could include publicly communicating the new process and criteria of selecting heads of public organizations to get feedback from the general public. So far, the new system appears to be too technical and remote.

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[1] Sofia Lampousaki, "Greece: The Third Memorandum's Plans for Public Administration," EurWORK: European Observatory of Working Life, 30 May 2016,
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[2] Government Gazette of the Hellenic Republic, no. 152 (30 July 2008),
http://www.refworld.org/pdfid/4c5272fc2.pdf.

[3] Response from Transparency International Greece to IRM researchers' questions, 20 November 2017.

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[5] OECD, Human Resources Management Country Profiles: Greece, 6 December 2012,
https://www.oecd.org/gov/pem/OECD%20HRM%20Profile%20-%20Greece.pdf.

[6] Ibid.

7 Ibid.

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11 "Title of Page," Website Host, http://www.asep.gr/webcenter/faces/oracle/webcenter/page/scopedMD/s3eab32ab_c911_478a_8f8b_0ef74565e04d/Page802.jspx?_afrLoop=2804460453608099&_adf.ctrl-state=h409zcudy_202#!%40%40%3F_afrLoop%3D2804460453608099%26_adf.ctrl-state%3Dh409zcudy_206.

12 The Presidential Decree 82/2017 is available here: https://www.e-nomothesia.gr/kat-demosia-dioikese/proedriko-diatagma-81-2017-fek-113a-4-8-2017.html

13 The ministerial decision is (ΔΙΔΑΔ/Φ.32.14/750/ΟΙΚ.32768/22.12.2016 (ΦΕΚ Β΄ 4434) and is available here: http://www.minadmin.gov.gr/wp-content/uploads/20170928_egyklios.pdf

14 "Main Priorities of National Administrative Reform."

15 "Announcement on Strike—Abstain from 'Evaluation,'" Adedy Union, 7 June 2017, http://adedy.gr/apergiapoxiajiologish/.

16 Dinoysis Rigopoulos, "The Gap in the Foundations of the Administrative Reform," Capital.gr, 6 October 2017, http://www.capital.gr/me-apopsi/3245219/to-keno-sta-themelia-tis-dioikitikis-metarruthmisis.

17 "All You Need to Know about the Selection of Public Sector Bodies' Directors," Aftodioikisi.gr, 20 February 2017, http://www.aftodioikisi.gr/dimosio/plisiazoun-oi-kriseis-ola-osa-thelete-na-xerete-gia-tin-epilogi-proistamenon-sto-dimosio/.

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20 http://m.liberal.gr/#/app/article182819/homepage; and see the amendment here http://www.hellenicparliament.gr/UserFiles/bbb19498-1ec8-431f-82e6-023bb91713a9/10512729.pdf.

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Theme IV: Open Public Administration Studies

10. Digital repository of public administration studies

Procedure simplification with the ability of unique submission in Transparency platform and announcement only of the NNP and the necessary elements by the submitted evidence for the adequate registration and documentation at the digital repository of the National School of Public Administration and Local Government. Utilization of the gathered elements.

Ministry of Interior & Administrative Reconstruction and the National Centre for Public Administration and Local Government (July 2016–December 2017)

Editorial Note: The action plan text has been abridged by the IRM. For the full version, please see https://www.opengovpartnership.org/sites/default/files/GREEK_NAP3-OGP-ENG_0.pdf.

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
10. Digital repository of public administration studies		✔			✔					✔			No	✔			

Context and Objectives

This commitment would simplify citizens' access to studies of the public administration. Studies funded with public money should be uploaded to a relevant digital repository, according to law.[1] Ministerial Decision 1657/2012 and guidelines from the general secretary of the National Center of Public Administration mandate the exact process for public organizations to publish the studies and research that they fund. However, few studies are uploaded to the Depository for State Treasury Studies.[2] The commitment aspires to solve this problem by employing the Diavgeia Transparency Portal[3] as the single point to submit the studies and research. However, the language of the commitment is nearly incomprehensible. Thus, it is unclear what baseline or intended impact this commitment would have.

Completion

No available evidence exists to assess the implementation of this commitment. The commitment text itself is vague in describing how the Diavgeia platform will be used. It is unclear what is incorporated in the regulatory intervention. The official OGP self-assessment did not contain any information on this commitment.

Next Steps

- The government should specify the content of the regulatory intervention. For example, it could include the uploading of publicly funded studies and research on the Diavgeia Transparency Portal as a prerequisite for providing payment for the study.
- Despoina Mitropoulou, CEO of Open Technologies Alliance GFOSS, remarked that it would be useful for researchers and civil society alike to develop a specific

methodology to ensure that all research and studies paid for by the government are actually deposited in the system. Importantly, these documents also should be provided with Creative Commons licenses, allowing for their reuse.[4]

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[1] 24 May 2011, http://resources.ekdd.gr/knowledge/files/3966_2011_nomos_apothetiriou_mtk.pdf.
[2] "Depository of Studies—State Treasury," http://resources.ekdd.gr/knowledge/.
[3] "News—Announcements," Ministry of Administrative Reconstruction, https://diavgeia.gov.gr/.
[4] Despina Mitropoulou (CEO Open Technologies Alliance GFOSS), discussion with IRM researcher, December 2017.

Theme V: Commitments on Culture

11. Provision of open cultural data

According to Law 4305/2014 "Open provision of Public Sector Data etc." cultural information should be open. For the moment there are no established procedures regarding publishing relevant information due to the establishment of new regulatory acts concerning cultural information (Law 3028/2002). The Ministry of Culture and Sports, as well as supervised public bodies, own an important amount of cultural data which can be available for re-use by citizens, academic institutes and enterprises in order to contribute to the development of the national cultural product. Provide open linked data and more specifically: the largest part of the cultural mobile monuments of the country, the largest part of the geospatial data about the location, type, description and operation of archaeological places and cultural organisations.

Milestones: 11.1. Completion of the National Digital Archaeological Cadastral Registry which will make possible the publication of the cultural data, 11.2 Implementation of interoperability services for the re-usability of cultural data from third party bodies, academic institutions and individuals.

Ministry of Culture and Sports in cooperation with the General Secretariat of Culture and the regulated entities of the Ministry of Culture and Sports (July 2016–mid 2018)

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Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
11. Provision of open cultural data		✔			✔					✔			No		✔		

Context and Objectives

This commitment would make government-held data on Greece's cultural patrimony publicly available to academic institutions, creative industries, and tourism industries, among others. Valuable datasets cover monuments, archeological sites, and cultural organizations. Prior to the start of the action plan, the ministry developed the Archeological Cadastre, which is an interactive map that showcases areas of protection and real estate monuments.[1] The use of open cultural data for developing web and mobile applications for the creative industry or tourism was one of the topics of an open contest that the National Center of Documentation organized in 2015.[2]

This commitment has been carried over from the previous action plan. However, it does not include the regulatory milestone outlined in the second national action plan. The commitment focuses on providing open, linked data to cultural monuments and geospatial data on archeological sites and cultural organizations. Prerequisites for providing this information include establishing a National Monuments Registry and standards for data utilization. Open cultural data have invaluable potential, according to open government expert Panoraia Spiliotopoulou, but the standards in the commitment text remain too

generic and unfocused.[3] This commitment is relevant to access to information and offers a minor potential impact, given that it is unclear which datasets will be added or how many.

Completion

There has been little progress for this commitment. The administrator responsible for reporting on implementation mentioned that the contract to develop the National Digital Archaeological Cadastral Registry should be signed in July 2017.[4] It remains unclear what new information will be made available through the registry. No further notice has come from the Ministry of Culture on whether the new registry will be publicly available.[5]

Next steps

Public procurement of IT projects is a time-consuming process. The Ministry of Culture may consider a collaborative approach with civil society, cooperating with organizations active in the field of culture. A multi-stakeholder process may help to promote and identify high-value data to help sequence information release over time or gather feedback on usefulness and usability of the data.[6]

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[1] "Areas of Protection and Real Estate Monuments," Archaeological Cadastre, http://archaeocadastre.culture.gr/thematicmaps/greece_o.html#.
[2] National Documentation Center, Call for Applications for the #HackEKT Competition, http://bit.ly/1JjBh3k.
[3] Panoraia Spiliotopoulou, interview with IRM researcher.
[4] IRM researcher notes from the government-led stakeholders meeting, Athens, 28 June 2017.
[5] Archaeological Cadastre website (not operational since April 2018): http://archaeocadastre.culture.gr/el/.
[6] Panoraia Spiliotopoulou, interview with IRM researcher.

Theme VI: Commitments on Maritime Affairs

12. Geospatial maritime data

The commitment is regarding disposal of geographical information for maritime area planning and design concerning the maritime sector. The main restrictions for the availability of these data sets in open form are the technical implementations and the readiness of the engaged authorities. The data sets that will be provided in open and editable form through the central portal data.gov.gr, our websites (www.hcg.gr, www.yna.gov.gr) and also the geographical information platform, mainly include per sector:

- *Borders for fishing activity, Borders for fishing activity per Port Authority,*

- *General Port Regulations and Special Port Regulations.*

The goal is the distribution of the aforementioned data sets as open data through the central portal data.gov.gr, our websites (www.hcg.gr, www.yna.gov.gr) and also the relative geographical information platform.

Ministry of Maritime Affairs and Insular Policy (July 2016–June 2017)

13. Ship/company and seafarer registers

The commitment is regarding disposal of open data sets for the maritime sector. The main restrictions for the availability of these data sets in open form are the technical implementation and the readiness of the engaged Authorities. The data sets that will be provided in open and editable form through the central portal data.gov.gr and our websites (www.hcg.gr, www.yna.gov.gr), mainly include per sector:

- *Ship/Company Register: Total number of ships that are subjected to the Article 13 of the Law 2687/53, Total number of foreign maritime companies that maintain licensed offices installed in Greece, according to Article 25 of the Law 27/75, Total number of registered maritime companies that are subjected to the Law 959/79;*

- *Fishing Fleet Data: Names of fishing vessels, Categories of fishing vessels per Port Authority;*

- *Seafarer Register: Total number of active seafarers.*

The goal is to distribute the aforementioned data sets as open data through the central portal data.gov.gr and our websites (www.hcg.gr, www.yna.gov.gr).

Ministry of Maritime Affairs and Insular Policy (July 2016–December 2017)

14. Marine and maritime activity

The commitment is regarding disposal of open data sets for the maritime sector. The main restrictions for the disposal of these data sets in open form are the technical implementation and the readiness of the engaged Authorities. The data sets that will be provided in open and editable form through the central portal data.gov.gr and our websites (www.hcg.gr, www.yna.gov.gr), mainly include per sector:

- *Ship Inspection: Certificates on certain ship categories, Categories of seaworthiness certificates;*

- *Statistical Data for Ridership, Statistical data for transported passengers and vehicles; Statistical Data for Passenger Complaints;*

- *Licenses – Certificates: Statistical data for licenses and certificates concerning the Port Police*

- *Analysis of Pollution Incidents, Statistical data for sea pollution incidents and how they were confronted;*

- *Data for Fishing Activity: Data for fines on fishing offenses (total amount of money, days of license removal etc.), Number of fishing licenses issued per category; Statistical Data for Incidents managed by the Operations Center or the Search and Rescue Center.*

Ministry of Maritime Affairs and Insular Policy (July 2016–December 2017)

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Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
12. Geospatial maritime data			✔		✔						✔		Yes			✔	
13. Ship/company and seafarer registers			✔		✔					✔			No		✔		
14. Marine and maritime activity			✔		✔						✔		No		✔		

Context and Objectives

The maritime industry in Greece accounts for nearly seven percent of the country's gross domestic product.[1] Commitments under this theme aim to provide access to information related to a range of maritime topics. These topics include port regulations, registered ships, active seafarers, ridership, and pollution. Presumably, much of this data exists, but it has not been published in an open data format, which would allow reuse of these key datasets. All commitment activities support citizens' and businesses' understanding of many aspects related to this industry. A source of big data, maritime data carries great potential for environmental protection and economic development.[2] It also may be a source of tax sheltering, as was detailed in an investigation by Reuters.[3]

12. Geospatial maritime data
This commitment focuses on opening maritime data to assist in spatial planning. The datasets will help fishers, as well as commercial and private shipowners, plan logistics for activities at sea. This commitment will open up data that can inform citizens about the rules and regulations for various maritime activities. For example, fishermen will be able to use the open data on regulated areas to determine the exact locations and coordinates of areas where fishing is prohibited and permitted. The implementation of this commitment will make it possible to install the released datasets in navigation systems or other electronic systems (e.g., GIS, plotters).[4]

13. Ship/company and seafarer registers / 14. Marine and maritime activity
Commitments 13 and 14 aim to provide citizens with access to a group of core datasets regarding a variety of maritime affairs. Such maritime topics include ship registration, inspection, and pollution, as well as fishing regulations and activity. Commitment 13, the

ship/company registry, pertains to the sectoral level, rendering the data less useful for transparency and accountability around fishing and environmental protection. The National Strategic Reference Framework (NSRF) 2007–2014, outlining national funds from the European Union, originally included a subproject related to the development of electronic services to citizens.[5] The government considers these commitments linked to this initiative. Since the access to the datasets was not implemented during the previous NSRF, they are included in NSRF 2014–2020. Open provision of these datasets provides citizens and civil society access to useful information. It also helps public agencies within the Ministry of Maritime Affairs and Insular Policy to improve their internal performance and expedite delivery of services to citizens.

According to an investigative journalist with Investigate Europe, Nikolas Leontopoulos, the actual valuable data are those describing the shipping industry and its international activities, not local ship ownership and routes.[6]

Completion

The table below captures a summary of the commitments' progress. Commitment 12 is substantially completed. The dataset on general port and special port regulations is not available on the central portal and ministry websites. Nevertheless, the IRM researcher has verified that the regulations are regularly released and updated on e-nomothesia.gr.[7]

The completion of Commitments 13 and 14 is limited. However, officials from the Ministry of Maritime Affairs and Insular Policy gave an update at a government-led stakeholders' meeting in July 2017. The department's focus involves developing applications for its infrastructure to provide e-services to citizens and government staff in the context of National Strategic Reference Framework 2014–2020. Initial work on the applications has begun, and the government expects to fulfill the commitment by June 2018.[8]

Table 4.1: Availability of datasets in 2017–2018

Commitment	Dataset	Disposition
12. Geospatial maritime data	Borders for fishing activity (per port authority)	Available[9]
	General port regulations and special port regulations	Not available
13. Ship/company and seafarer registers	Total number of ships	Not available
	Total number of foreign maritime companies that maintain licensed offices in Greece	Not available
	Total number of registered maritime companies	Not available
	Names of fishing vessels	Not available
	Categories of fishing vessels per port authority	Not available
	Total number of active seafarers	Not available
14. Marine and maritime activity	Ship inspection: Certificates on certain ship categories, categories of seaworthiness certificates, statistical data for ridership, statistical data for transported passengers and vehicles, statistical data for passenger complaints	Not available
	Licenses/certificates: statistical data for licenses and certificates concerning the Port Police Analysis of Pollution Incidents, statistical data for sea pollution incidents and how they were confronted	Not available
	Data for fishing activity: Data for fines on fishing offenses (total amount of money, days of license removal, etc.), number of fishing licenses issued per category, statistical data for incidents managed by the operations center or the search and rescue center	Not available

Early Results

It is unclear what governmental change will occur or how useful the data will be. According to the Direction of the e-Government and Communications Directorate in the Ministry of Shipping and Island Policy, Ioannis Margaronis, answers to questions submitted to the

Department of Fisheries Control through the contact form on the Port Authority Headquarters' website will be provided on the Hellenic Coast Guard Headquarters' website (www.hcg.gr). The answers will be provided mainly during the summer.[10] Permissible questions concern the areas in which fishing activities are authorized. The IRM researchers attempted three times to reach out to the Union of Coastal Ship Owners (Panepes) with questions about the accessibility and usefulness of the published data. However, it did not receive any response.[11]

Next Steps

In addition to the already committed datasets, the Greek government can work to produce and publish disaggregated data on shipping and maritime activities. Regarding Commitment 12 specifically, the government should link the general port and special port regulations on the websites listed in the action plan.

In addition, the data needs to cover more high-value areas. This would include employment records (distinguishing among ferryboats: Greek-owned, Greek-flagged; and Greek-owned, foreign-flagged) and ownership records (flag and ship registers, and company register). Cyprus maintains a more comprehensive list of maritime data that can serve as example.[12]

Finally, the government may consider releasing vessel information according to broader European standardized formats, such as the Dutch-led Automatic Identification System. That system allows for the tracking of ships and their emissions, navigation lanes, and economic activity.

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[1] Eurobank Research, The Greek Maritime Transport Industry and Its Influence on the Greek Economy, May 2014, https://www.eurobank.gr/Uploads/Reports/ECONOMYMARKETS_wpMAY2014.pdf.

[2] "Maritime Data: Big Data Source with Great Potential," Innovation, Statistics Netherlands, https://www.cbs.nl/en-gb/our-services/innovation/nieuwsberichten/big-data/maritime-data-big-data-source-with-great-potential.

[3] Tom Bergin, "How Greek Shipowners Talk up Their Role, and Why That Costs Athens Millions," Reuters, 25 November 2015, https://www.reuters.com/investigates/special-report/eurozone-greece-shipping/.

[4] Ibid.

[5] "What Is the National Strategic Reference Framework (NSRF)," Ministry of Economy, Development, and Tourism, last modified 26 March 2010, http://2007-2013.espa.gr/en/Pages/staticWhatIsESPA.aspx.

[6] Nikolas Leontopoulos (investigative journalist), interview with IRM researcher, 14 December 2017 and 20 December 2017.

[7] The updated regulations are available at https://www.e-nomothesia.gr/kat-naytilia-nausiploia/kanonismoi-limenon/.

[8] IRM researcher's notes from the government-led stakeholders meeting, Athens, 28 June 2017.

[9] The file is available at the following websites: http://www.hcg.gr/node/15267, https://www.yen.gr/geochorika-dedomena-nautilias, and http://data.gov.gr/dataset/apagoreymenes-perioxes-alieias.

[10] Lieutenant Commander I. Margaronis (E-Government and Communications Directorate director, Ministry of Shipping and Island Policy), interview with IRM researcher, 19 July 2017.

[11] First attempt 20 September 2017 via email. Second attempt 7 November 2017 via email. Third attempt 12 December 2017 emails to two individual members of the union.

[12] http://www.data.gov.cy/mof/papd/DataPortal/dataportal.nsf/dataportalcy23_gr/dataportalcy23_gr?OpenDocument&Start=1&Count=5.

Theme VII: Commitments on Economy

15. Public property open data

An e-service regarding the registration & detailed information of public property is under construction. The main objective is to avoid encroachment & unregulated exploitation of public property. An e-auction platform for permitted leasing of seashore sites is also scheduled. Free access to data regarding public property concerning:

- *Seashore (Registry and ID Database of defined seashore line, beach, riparian and previously defined seashores, related legislation, geospatial data and open e-auctions);*

- *Public Welfare Property (Public Welfare Property Registry Database - calls for competitions etc.);*

- *Expropriations (Registry and ID database, expropriations declaration or withdrawal, related legislation);*

- *Property Value Determination through specific platform;*

- *Housing Public services (open calls for competitions, office modulation, technical specifications files, administrative decisions);*

- *Construction and Maintenance of public building property (e.g. data regarding competitions for building constructions).*

General Secretariat of Public Property and General Secretariat of Informational Systems & Management Support of Ministry of Finance (July 2016–December 2017)

16. KPI's (key performance indicators) for the implementation of public and EU financed projects

The aim of this commitment is to provide, on a specific website, necessary information about the project management of all projects financed by the National Strategic Reference Framework (NSRF) and the PIP based on specific indicators as defined in the Operational Programs and in cooperation with Greek Statistic Authority (ELSTAT). The key elements of this commitment related to the implementation details of the projects, geospatial mapping with presentation of project metadata, connection to indicators for monitoring the impact of projects in society and feedback collection from citizens about the projects.

Ministry of Economy, Development and Tourism. Public Secretariat of Public Investments and NSRF (July 2016–December 2018)

Editorial Note: The action plan text has been abridged by the IRM. For the full version, please see https://www.opengovpartnership.org/sites/default/files/GREEK_NAP3-OGP-ENG_0.pdf.

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	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
15. Public property open data			✔		✔							✔	Yes		✔		

16. EU-financed project KPIs			✔	✔					✔		No	✔		

Context and Objectives

15. Public property open data

This commitment aims to reduce illegal encroachment on public land by publishing data. In addition to requiring published datasets, this commitment includes a revenue-generating activity through the leasing of public lands via an online platform. The open provision of public property data serves as an important piece of data infrastructure, according to Michalis Vafopoulos, researcher at the National Technical University of Athens. Vafopoulos notes it will promote transparency and effectiveness: "We will know who [land users] are and how they are using the state property and in this way we can, on the one hand, claim rent or, on the other, use or even take more informed investment or relocation decisions."[1] Prior to this commitment, the management of coasts used to take place at the municipal level. With this commitment, and especially via the pilot e-auction system, the Ministry of Finance bypasses municipalities and may directly rent coasts.[2] If the government released all promised datasets and the online e-auction system, this commitment would have a transformative potential impact.

16. KPIs for the implementation of public and EU-financed projects

In 2014, the National Strategic Reference Framework (NSRF program) outlined a 19 billion euro investment budget from the European Union for 2014–2020. The budget aimed to fund a variety of national and local development projects in several sectors, including technology, health, and trade.[3] The previous 2007–2013 program had offered another several billion euro investment. However, the impact of these investments remains unclear.[4] NSRF hosts a website providing budget details for specific projects, but it does not offer information supporting the evaluation of these investments.[5] This commitment aims to address this issue by publishing data on project impact indicators and providing an opportunity for citizens to provide feedback and monitor project progress. According to the National Technical University of Athens researcher Michalis Vafopoulos, the provision of open data on the indicators for implementation of European- and publicly funded projects would make it easier for citizens to evaluate the projects with uniform, detailed, and more objective measurements.[6] If fully implemented, this commitment would have a moderate potential impact.

Completion

15. Public property open data

The Minister of Finance established a task force to monitor the implementation of the commitment,[7] along with a project management team to focus on the e-auction platform.[8] In June 2017, a pilot e-auction took place for the first set of coastal areas. The government expects that 50 coastal areas will be auctioned during 2017, and 100 more throughout 2018.[9] The publishing of the datasets depends on the signing of the draft decision that will provide guidelines for the evaluation and classification of the data.[10] The IRM researchers attempted to approach participants of the pilot e-auction system for an interview about their experience. However, the Ministry of Finance did not find it feasible to share their contact details. None of the other mentioned data is publicly available at this time.

16. KPIs for the implementation of public and EU-financed projects

Progress for this commitment is limited. Descriptions of publicly funded projects have been inserted in the IT system of the National Strategic Reference Framework.[11] The Ministry of Economy, Development, and Tourism expects to publish the initial information by the end of 2018.[12] To incorporate government statistical data, the Ministry of Economy, Development, and Tourism has signed a memorandum of cooperation with the Hellenic Statistical Authority.[13,14]

Early Results

According to members of the OGP project management team in the Ministry of Finance, the pilot operation of online auctions has improved economic performance. This has resulted in higher revenue for the state budget. Also, early results show a reduction in the administrative burden on public services and the minimization of public agencies' physical contact with citizens.[15]

Next Steps

15. Public property open data

To increase the potential impact of the e-lease platform, the Ministry of Finance could adopt user testing and reporting.

More importantly, the government will need to release the high-value data on other areas. Such additions could include seashores, public welfare property, expropriations, property value determinations, housing public services, construction, and maintenance of public building property (e.g., data regarding competitions for building constructions).

16. KPIs for the implementation of public and EU-financed projects

The Ministry of Economy, Development, and Tourism should carry forward the implementation of this commitment. However, it should redesign certain aspects and insert collaborative and participatory elements. For instance:

- Establish an ad hoc project management team that includes competent public employees who are specialists in the fields of data, statistics, visualization, open data, user experience, and citizen participation.
- Reach out for external civil society help. The challenges of commitment implementation should be made public, with the aim of attracting concrete help from citizens and civil society.
- Connect and partner with organizations such as Dianeosis.[16] Such companies already research how public money is spent on big projects funded by European and national money.

[1] Michalis Vafopoulos (National Technical University researcher) interview with IRM researcher, 21 November 2017.

[2] Kathimerini, http://www.kathimerini.gr/904768/article/epikairothta/ellada/online-dhmoprasia-aigialwn-paraliwn.

[3] Philip Chrysopoulos, "NSRF: €19 Billion for Greece in the 2014-2020 Program," Greek Reporter, 22 December 2014, http://greece.greekreporter.com/2014/12/22/nsrf-e19-billion-for-greece-in-the-2014-2020-program/.

[4] Hlias Nicolaides, "NSRF: A Weird, Valuable, Complex History," Organization for Research and Analysis, February 2016, http://www.dianeosis.org/2016/02/espa-main/.

[5] "Allocation of Approved Projects for NSRF 2014-2020 today—Country Level," ANAPTYXI, http://anaptyxi.gov.gr/Default.aspx?tabid=41&language=en-US, accessed 2 November 2017.

[6] Michalis Vafopoulos (National Technical University researcher) interview with IRM researcher, 21 November 2017.

[7] Ministerial Decision 2/89297/0004 (27 December 2016).

[8] Ministerial Decision 2/15931/0004 (10 April 2017).

[9] Interview with members of the Ministry of Finance OGP project management team, 21 July 2017.

[10] Ibid.

[11] "Implementation Path by Axis of Operational Program," National Strategic Reference Framework, Ministry of Economy, http://www.ops.gr/Ergorama/index.jsp?menuitemId=pp14&tabid=0.

[12] Christos Bouras (member of the interministerial OGP management team), interview with IRM researcher, 23 August, 2017.

[13] Ibid.

[14] The memorandum is available here: https://drive.google.com/open?id=0B2uhxfYzE1dgYzdXSTRXa3dIdExlZFpEQmxqVHlSUGpoMTBZ.

[15] Ibid.

[16] Christos Yoran, "The NSRF Numbers 2007-2013," Organization for Research and Analysis, February 2016, http://www.dianeosis.org/2016/02/ta-noumera-tou-espa/.

Theme VIII: Commitments on Education

17. Data and statistics for Greek national exams

Provision for friendly and handy interface that will allow citizens to access the information. Statistical information will be extended to as many years as possible. All the above will be integrated, with the use of modern electronic forms and the introduction of an electronic searching mechanism. This way, value-added data of high demand that are not currently available to the public, will become open and accessible to all citizens.

18. Protocol digitization

The Ministry aims to digitizing entirely the aforementioned service, so as citizens to be able to submit their application electronically. Moreover, Citizens will be also able to be informed electronically about the final result of their request, through electronic channels such as SMS or email, thus making the overall process more accessible and easier.

19. Informative actions on open data for young people in secondary and higher education

As part of the effort of the Ministry of Education, Research and Religious Affairs to inform young people about the usability of open data, respective actions/projects can be organized in Secondary and Higher Education. The interventions proposed through actions/projects aim at making citizens aware of the open data and their reusability benefits, focusing mainly on young people, using as information channel Schools and Universities.

20. Open education

Within the context of the effort of the Ministry of Education, Research and Religious Affairs for open education, respective actions/projects are proposed: Create an inventory of available digital educational resources, so as to track down which of these could be provided with Creative Commons license; Create a platform, via which the educational resources in question will be available to the wide public to deploy. This platform will merge underlying systems; Suggest a new procurement process for school manuscripts and other educational resources at all levels of education, which will allow the publication of educational resources with Creative Commons License; Organize actions to inform students and teachers in all levels of education in open education issues.

Ministry of Education, Research and Religious Affairs (July 2016–December 2017)

Editorial Note: All three commitments in this cluster have the same implementing agency and the same start and end dates. The action plan text has been abridged by the IRM. For the full version, please see https://www.opengovpartnership.org/sites/default/files/GREEK_NAP3-OGP-ENG_0.pdf.

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
17. Exam database upgrade			✔		✔						✔		No		✔		

18. Protocol digitization			✔	Unclear					✔		Yes				✔
19. Open data for youth		✔		✔					✔		No	✔			
20. Open education			✔	✔					✔		No	✔			

Context and Objectives

In 2017, the Organization for Economic Cooperation and Development published a preliminary assessment on the state of education in Greece. It also provided several policy proposals to improve education outcomes.[1] Policy recommendations included establishing procedures for budgeting expenditures, developing monitoring tools, and publishing school data to improve transparency. The commitments for education outlined in the third national action plan aim to provide some educational information in a more accessible way. These data include data for national exams and public institution resources, and address locally identified issues.

17. Data and statistics for Greek national exams
Every year, young students and their families, as well as public and private educators, need to access various statistical information about the Panhellenic examinations. The Ministry of Education conducts these examinations to explain acceptance processes to Greek higher education institutions. These exams, some argue, are more important than regular schooling, and many families pay for extensive private education. This commitment aims to improve the historic records of this examination data and to make it easier to access. Teachers have access to material on good practice, students and parents on issues regarding the prospects of schools and professions, and the ministry on quantitative data, all without the need for additional projects and research.[2] This commitment could be transformative if it allowed the public to see the relative performance of Greek schools and targeted where additional support was needed. The specific language of the commitment is vague. As implemented, however, the data does not address that level of detail.[3]

18. Protocol digitization
This commitment aims to improve the response of the Ministry of Education to incoming requests and applications, mainly from ministry employees and teachers. As a solution, the Ministry of Education proposes to fully digitize the relevant service for logging correspondence between the ministry and other entities. It also proposes to provide automated SMS and email updates for all incoming requests.[4] As written, this commitment primarily constitutes an internal change, and there exists no public-facing element. It is unclear how it would make government more transparent or accountable.

19. Informative actions on open data for young people in secondary and higher education
The open data agenda is a novel one for Greek society. Knowledge about open data is currently restricted to individual experts within the open government community. Such knowledge has not been diffused to the wider population, especially young people. The Ministry of Education committed to closing this gap by using its existing human network in public schools and in higher education institutions. This commitment aims to spread knowledge regarding the value, the benefits, and the uses of open data to pupils in high school as well as young students in higher education. However, the commitment text does not mention specific actions or a concrete time frame.

20. Open education
There has already been significant bottom-up work on open education in Greece by civil society, and universities and technical colleges. Nearly all major public universities participate

in the Greek University Network (GUnet), which promotes the open sharing of academic resources.[5] This commitment reflects a first attempt from the Ministry of Education to approach the issue of open education in Greece. Currently, the education community can hardly access educational resources and content produced with public money. This commitment should begin to change that. To implement this commitment, the government will produce a list of all digitally available educational resources on a new web-based platform. Also, the Ministry of Education will seek legal assistance to allow open licensing in the procurement of new educational content via Creative Commons. Open educational resources have a significant role in upgrading the education system, according to Research and Development Department officer Stephanos Cherouvis.[6]

Completion

17. Data and statistics for Greek national exams

The Ministry of Education reports that the relevant information system has been completed and the statistical information is available in digital form. Currently, only those within the ministry can use the database, so for the purposes of open government, progress is limited at best. The website does have some information, although it is available only in a closed proprietary format.[7]

18. Protocol digitization

The Ministry of Education has completed the digitization of the workflow involving incoming requests by members of the public. The website through which the public can now interact with the ministry can be found at https://mydocs.minedu.gov.gr/. It allows citizens to electronically submit and track any requests or issues they have concerning the Ministry of Education. The website also offers information about an email service available only to citizens who have a TAXISnet account through the Independent Public Revenue Authority.[8]

19. Informative actions on open data for young people in secondary and higher education

No available evidence exists to fully assess the implementation of this commitment.

20. Open education

No available evidence exists to fully assess the implementation of this commitment. Open Technologies Alliance GFOSS argues that although the commitment works in the right direction, its implementation appears to have been left behind by the Ministry of Education.[9]

Early Results

Most of these commitments were not implemented, so they have not had any effect thus far.

An interview with a private school employee shows some of the difficulty in mainstreaming the request protocol for public schools. Stephanos Cherouvis, Research and Development Department officer at the private school Ellinogermaniki Agogi,[10] acknowledged that the system is now in use. However, he noted that following a recent call from the Ministry of Education for proposals to run European Union–funded pilots, everything was handled via email, with no tracking capability. Much information was lost, and mass mailing has resulted in spam, among other issues. The process also required frequent telephone communication to verify the delivery of relevant emails.

Next Steps

The main challenges for each of these commitments lie in completing them and keeping them on the overall agenda of the Ministry of Education.

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[1] OECD, Education Policy in Greece: A Preliminary Assessment, https://www.oecd.org/edu/Education-Policy-in-Greece-Preliminary-Assessment-2017.pdf, accessed 27 October 2017.
[2] Stephanos Cherouvis (Research and Development Department, Ellinogermaniki Agogi school), interview with IRM researcher, 4 December 2017.
[3] Response of Open Technologies Alliance GFOSS to IRM researchers' questions, 8 January 2018.

4 Stephanos Cherouvis (Research and Development Department, Ellinogermaniki Agogi), interview with IRM researcher, 4 December 2017.

5 "The Academic Internet and Its Objectives," GUNet, http://www.gunet.gr/el/%CE%B1%CF%81%CF%87%CE%B9%CE%BA%CE%AE-%CF%83%CE%B5%CE%BB%CE%AF%CE%B4%CE%B1/.

6 Ibid.

7 http://www.minedu.gov.gr/anazitisi-archive/anazitisi-thematon-panelliniwn-eksetaseon.

8 https://mydocs.minedu.gov.gr/.

9 Response by Open Technologies Alliance GFOSS to IRM researchers' questions, 8 January 2018.

10 Stephanos Cherouvis (Research and Development Department, Ellinogermaniki Agogi), interview with IRM researcher, 4 December 2017.

Theme IX: Commitments on Justice

21. Provision of open data for justice

Administrative Justice: Case-law database which includes anonymized decisions of the Administrative Courts of the country, accessible to all interested parties through the portal www.adjustice.gr. *Court of Audit:* Legal database of Court of Audit with anonymized content, accessible to all interested parties through the portal www.elsyn.gr. *Civil and Criminal Justice:* For the civil and criminal courts in appellate regions of Athens, Piraeus, Thessaloniki and Chalkida and the Supreme Court:

- *Access of the citizen and of the legal professions to the information handled by these courts for their convenience during the monitoring of civil or criminal proceedings through a central portal;*

- *Availability of the system information among the public bodies with ex officio research for citizens' convenience and their exception from the process of issuing certifications according to the existing institutional framework;*

- *Issuance of certificates upon citizens' request with an automated manner and immediate response time with the minimum possible burden of court services through a central portal;*

- *Interoperability with bodies. In the country's Courts of First Instance, Courts of Appeal and District Courts, electronic submission/monitoring the progress of the application for receiving copies of minutes of meetings and receiving them through a central portal*

Ministry of Justice, Transparency and Human Rights (July 2016–June 2018)

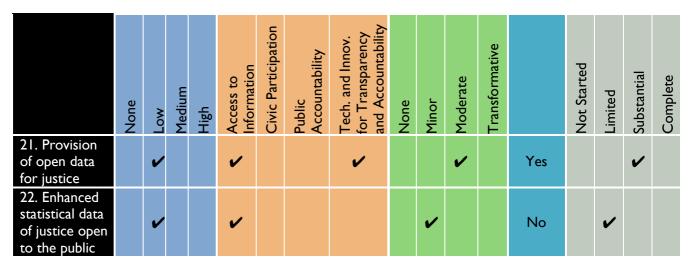### 22. Enhanced statistical data of justice open to the public

In 2016 the Ministry of Justice, Transparency and Human Rights set up a Working Group to redesign the templates for the judicial data on the civil and criminal procedure for the interim period from the beginning of 2016 until the complete roll out of the Integrated Civil and Criminal Court Case Management System (OSDDY-PP). The new templates have taken into account:

- *recent legislative developments (the new Code of Civil Procedure put in effect on January 1st 2016)*

- *national and international statistical needs*

- *the needs of the Hellenic Statistical Authority (ELSTAT)*

- *the knowledge and experience on judicial procedures of the judges and administrative judicial staff who participated in the Working Group*

- *principles from the European Commission for the Efficiency of Justice (CEPEJ) of the CoE*

- *expertise from the project of Technical Assistance on "the Reform of the Greek Judicial System" coordinated by the Federal Ministry of Justice of the Republic of Austria The Department of Strategic Planning and the Evaluation of Policies of Justice of the Hellenic Ministry of Justice, Transparency and Human Rights sent out on 30-6-2016 the new statistical templates to the civil and criminal courts of the country.*

Ministry of Justice, Transparency and Human Rights (July 2016–September 2016)

Editorial Note: The action plan text has been abridged by the IRM. For the full version, please see https://www.opengovpartnership.org/sites/default/files/GREEK_NAP3-OGP-ENG_0.pdf.

Commitment Overview	Specificity	OGP Value Relevance	Potential Impact	On Time?	Completion

	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
21. Provision of open data for justice		✔			✔			✔			✔		Yes			✔	
22. Enhanced statistical data of justice open to the public		✔			✔					✔			No		✔		

Context and Objectives

The Ministry of Justice, Transparency, and Human Rights (MoJTHR) has undertaken several large-scale information and communication technology projects under the context of the National Strategic Reference Framework (NSRF) 2014–2020. These projects aim to achieve central computerization and digitalization of MoJTHR services and exist under the wider goal within the current NSRF to modernize public administration. In 2015 and 2016, the European Union provided MoJTHR with additional technical assistance to enhance these planned efforts.[1]

As a result of this funding and support, MoJTHR has developed several online portals. On these, citizens and legal professionals can access civil and criminal decisions of the Supreme Court,[2] get decisions on maritime law,[3] and submit various judicial requests electronically.[4] The ministry implements commitments under this theme in the context of the ongoing development of integrated case management systems for administrative, civil, and criminal court cases. This effort, known as the Integrated Judicial Case Management System for Civil and Criminal Justice (OSDDY-PP), began in 2014.[5] Activities within these commitments aim to expand on these efforts by publishing databases for administrative and civil court cases, and by enhancing the publishing of statistical judicial data.

21. Provision of open data for justice
This commitment aims to develop three databases for the Council of State and Administrative Justice, the Court of Auditors, and the judicial bodies involved in civil and criminal cases (such as the Courts of First Instance and Magistrates' courts). Although the publishing of the databases is clearly verifiable, this commitment does not provide the specific type of information published for each case. The publishing of these databases will have a moderate impact, given that this commitment focuses on the digitization of already accessible information. With nonmachine-readable case law now readable, legal professionals will have significantly faster access to the corpus of decisions made in Greece. This will have a moderate impact on the proceedings of justice in the country.

22. Enhanced statistical data of justice open to the public
The Ministry of Justice, Transparency, and Human Rights has used an electronic application to gather statistical data directly from all civil and criminal courts in Greece since 2012.[6] This commitment aims to simplify and unify the former complicated and overlapping statistical requests to the courts by the Ministry of Justice and the Hellenic Statistical Authority. The commitment also aims to monitor the case flow in the Greek courts from the beginning of 2016 until rollout of the Integrated Judicial Case Management System for Civil and Criminal Justice is complete.

Once complete, the system will assist in making the gathered statistical data accessible to citizens and members of legal professions. It will also help provide consistent and reliable data and managerial tools to policymakers. This will help policymakers make sound decisions

on staff, work, and resource allocation. It is unclear which court data the public will have access to (e.g., case dispositions or records of rulings) and what the result will be from them having this information.

Completion
21. Provision of open data for justice
According to officials from the Ministry of Justice, Transparency, and Human Rights, public agencies have overcome the technical impediments for cataloging and storing data. They now provide access-to-information services regarding court decisions to citizens who have a specific legal interest.[7] Specifically, the Court of Auditors provides access to anonymous judgments of the court to any interested party.[8] Also, the online portal of the administrative courts gives direct access to anonymized case law of the administrative courts.[9] Additionally, court decision text and transcripts are available to parties that have a legal interest on a case.[10]

22. Enhanced statistical data of justice open to the public
The Integrated Judicial Case Management System for Civil and Criminal Justice (OSDDY-PP) is currently available only at specific courts in six cities. It will eventually supplant existing smaller ad hoc systems that are used to produce summary statistics on publicly available caseloads. Unfortunately, OSDDY-PP system adoption and use remain an issue among Greek judges and court clerks, and the corresponding statistical information has not been made available. The ministry, in trying to address the problem, has committed itself to providing additional training for the OSDDY-PP.[11] If the ministry does not achieve widespread adoption, the availability of comprehensive statistical information seems unlikely.

Early Results
21. Provision of open data for justice
According to officials from the Ministry of Justice, Transparency, and Human Rights (MoJTHR), information regarding court decisions contributes to an informed citizenry. It informs citizens about how the Court of Auditors shapes good fiscal behavior and prevents corruption, either preventively or repressively, across the public sector through the case law it adopts. Also, the anonymous decisions of the administrative courts serve as useful information for interested professionals, such as lawyers, in facilitating their investigations.[12] According to MoJTHR, these services provide a valuable tool to judges, clerks, researchers, and law professionals. The ministry was not able to provide the IRM researchers with specific statistics on system use.

22. Enhanced statistical data of justice open to the public
Unfortunately, adoption and use of the Integrated Judicial Case Management System for Civil and Criminal Justice (OSDDY-PP) remains an issue among Greek judges and court clerks.[13] Thus, the corresponding statistical information has not been made available. The Ministry of Justice, Transparency, and Human Rights (MoJTHR), in trying to address the problem, has committed itself to providing additional training for the OSDDY-PP.[14] If MoJTHR does not achieve widespread adoption, the availability of comprehensive statistical information seems unlikely. The MoJTHR website provides total statistical figures.[15] However, it is unclear if these are produced by the new system or are outputs of the existing ad hoc applications.

Next Steps
21. Provision of open data for justice
The Ministry of Justice, Transparency, and Human Rights should make a concerted effort to consult with relevant stakeholders (judges, clerks, lawyers, and nongovernmental organizations). Working together, they can establish which of the already available data can be made public and how these data can be utilized to produce value. The parties can review the website of the Open Justice initiative[16] of the State of California for an example of good practice. That website provides open justice data, as well as tools and tutorials for story visualization.

22. Enhanced statistical data of justice open to the public

The Ministry of Justice, Transparency, and Human Rights should accelerate the adoption of the Integrated Judicial Case Management System for Civil and Criminal Justice and similar systems. It should also review the data that these systems generate. If lack of training is indeed a serious issue for system adoption, the ministry should provide such training. The training should also make clear to the involved employees the value of providing openly accessibly data. At first opportunity for an information and communications technology system upgrade, the ministry should consider providing application programming interfaces (APIs) for available data streams.

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[1] European Union, Technical Assistance on the Reform of the Greek Judicial System—Phase II (SRSS/S2016/030): Terms of Reference, http://www.ministryofjustice.gr/site/Portals/0/uploaded_files/uploaded_25/1B.%20ICT_expert_applications_ToR_Sep-Oct%202017.doc.

[2] http://www.areiospagos.gr/

[3] www.protodikeio-peir.gr.

[4] "Welcome to the National Criminal Records Portal," www.ncris.gov.gr; and www.protodikeio-peir.gr.

[5] Home page, Digital Portal of Political Criminal Justice of the Integrated Judicial Management System, www.solon.gov.gr.

[6] "Statistical Data by Jurisdiction," Ministry of Justice, Transparency, and Human Rights, http://bit.ly/2DAuIZR.

[7] IRM researcher's notes from the government-led stakeholders meeting, Athens, 28 June 2017.

[8] Home page, Court of Auditors, www.elsyn.gr.

[9] Home page, Council of State and Administrative Justice, www.adjustice.gr.

[10] "Integrated Court Transcript System," https://portal.ospd.gr/ospd/#/p_searchProceedings.

[11] Ministry of Justice, E-Government Department note, September 2017.

[12] Ibid.

[13] A. P. Deligiannis, and D. Anagnostopoulos, "Towards Open Justice: ICT Acceptance in the Greek Justice System: The Case of the Integrated Court Management System for Penal and Civil Procedures (OSDDY/PP)," (Paper, Conference for E-Democracy and Open Government, 2017), **doi:**10.1109/CeDEM.2017.26.

[14] Ministry of Justice E-Government Department note, September 2017.

[15] "Statistical Data by Jurisdiction," Ministry of Justice, Transparency, and Human Rights, https://goo.gl/eHzFfQ.

[16] "Data Stories," Open Justice, https://openjustice.doj.ca.gov/stories.

Stand-alone commitment: Geo-Data

23. Open provision of geo-data

The Ministry of Environment and Energy, following Law 3882/2010 is responsible to centrally coordinate all involved bodies of the Greek Public Administration that manage/produce/provide geospatial data, so as those data to be provided publicly and in open format to all interested parties. To this end, the Ministry of Environment and Energy will proceed to the adjustment–amendment of the current legislation and undertake all necessary actions to gradually implement and complete this policy. The provided geospatial data will be publicized through the website of the National Geospatial Information

Infrastructure by the Ministry, the supervised entities as well as other public sector entities, following technical standards and procedures to be established. Also the data will be posted on the Central Governmental registry data.gov.gr. Under the framework of the above-mentioned action, geospatial data of the Ministry are available at http://maps.ypeka.gr, covering a wide range of thematic pillars.

Ministry of Environment and Energy (July 2016–November 2016)

Editorial Note: The action plan text has been abridged by the IRM. For the full version, please see https://www.opengovpartnership.org/sites/default/files/GREEK_NAP3-OGP-ENG_0.pdf.

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
23. Open provision of geo-data		✔			✔			✔		✔			No		✔		

Context and Objectives

In 2007, the European Union (EU) published a directive establishing the Infrastructure for Spatial Information in Europe (INSPIRE).[1] INSPIRE aims to create an EU spatial data infrastructure to support international environmental policies and related activities among public sector organizations, the general public, and policymakers.[2] In response to INSPIRE's efforts, the Greek Parliament passed Law 3882/2010. The law implemented the directive with 35 articles outlining a range of actions and terms. These terms included the extent of geospatial data to be published and a uniform data standard to address fragmentation and data incompatibilities.[3] One element of the law included the development of a geospatial open data site, which was functional from 2010.[4] Since the website's establishment, over 200 datasets have been added up until September 2017 when the IRM researchers accessed it.[5]

This commitment has been carried over from the previous action plan. The previous commitment focused on adding specific datasets to the national geospatial information infrastructure.[6] The current commitment includes activities related to publishing additional data, but it also aims to complete Law 3882. However, it does not specify which aspects of the policy have yet to be completed. As written, the commitment suggests a minor impact, given much of the policy has already been implemented. This commitment is relevant to the OGP value of access to information.

Completion

There is little progress in implementing this commitment, and thus its completion qualifies as limited. Officials from the Ministry of Environment and Energy acknowledge that the initial design of the commitment was optimistic. That design also underestimated the difficulties of producing geo datasets in the appropriate formats.[7] According to the same officials, problems include the incapacity of public agencies to implement the legal framework and the inactivation of the existing organizational structures responsible for monitoring and coordinating implementation. They note problems also stem from low-quality existing geo-data being fragmented in different IT systems, the absence of common processes to update and validate the data, and the lack of interoperability between different agencies.[8] At the time of the most recent review, the system would not load on multiple browsers.

Next Steps

The government should modify the commitment and design a realistic plan with specific and time-bound priorities for releasing concrete, open geo datasets in the context of Law 3882/2010. The release of the prioritized datasets should be accompanied by actions that extract public value from the data and solve societal challenges such as environmental protection. Identification and use of the data could happen through a multi-stakeholder process. Also, the Ministry of Environment and Energy could seek external expertise and help from civil society organizations that are active in the field of open geodata, such as the Athena Research Center, Open Technologies Alliance GFOSS, and Open Knowledge Greece.

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[1] "Directive 2007/2/EC of the European Parliament and of the Council of 14 March 2007 Establishing an Infrastructure for Spatial Information in the European Community," INSPIRE Knowledge Base, https://inspire.ec.europa.eu/documents/directive-20072ec-european-parliament-and-council-14-march-2007-establishing.

[2] "About INSPIRE," INSPIRE Knowledge Base, https://inspire.ec.europa.eu/about-inspire/563.

[3] Prodromos Tsiavos, INSPIREd by Openness, European Public Sector Information Platform Topic Report No. 16, 30 September 2010, https://www.europeandataportal.eu/sites/default/files/2010_greece_inspired_by_openness_the_case_of_the_implementation_of_directive_2007_2ec_in_greece.pdf.

[4] http://geodata.gov.gr/content/about-en/.

[5] http://geodata.gov.gr/en/dataset.

[6] "Greece Second Action Plan for 2014–2016," Documents, Open Government Partnership, https://www.opengovpartnership.org/documents/greece-second-action-plan-2014-2016.

[7] IRM researcher's notes from the government-led stakeholders meeting, Athens, 28 June 2017.

[8] IRM researcher's notes from a presentation given at an event of the Ministry of Environment and Energy, 14 September 2017.

Theme X: Commitments for Open Local Administration

24. Open-participatory budget (Western Macedonia)

Commitment refers to: a) publication of Budget Execution Data in a simple and comprehensive and b) active civic participation in decision making process for the allocation of a part of the Regional Budget.

Data will be available in a raw form as well as in a table and diagrams format, including comparisons. Decision making process includes electronic polls and voting as well as consultation and deliberation meetings. Proposals will be evaluated and presented by Regional Officers to the Regional Council in order to get approval. During pilot period:

- *The amount that will be allocated will be small (100,000.00 €/year).*

- *This amount will be increasing as the whole process matures and civic participation increases the amount will be allocated to promotional activities for the cultural/touristic product of the region.*

Region of Western Macedonia (July 2016–January 2018)

25. Regional Council Platform (Western Macedonia)

The development and Operation of the Regional Council Platform will not only gather all provided services under one site but will also expand the services provided. More specific, the platform will provide the following:

- *All topics and introductions will be submitted to the platform (texts, not just titles). This material will be available to everyone. The option of providing extra material (tables, appendices, presentations etc.) will be under examination in order to ensure personal data protection.*

- *Regional Council Members, using "member rights" will be able to express their opinion in a written way submitting it to the platform. Submitted opinions can be used for the formulation of Regional Council Minutes.*

- *Citizens will respectively be able to express their opinion by submitting comments of by voting to polls.*

- *Taxisnet authentication can be used for citizens' login.*

- *There will be a capability for citizens to submit questions/topics to be discussed. These questions will be voted and in case they overcome the threshold they will be discussed to the "Citizens time", a special Regional Meeting Session that will be held once per two months or trimester.*

- *There will be a capability for an automatic creation of detailed minutes as will as automatic submission upload to DIAVGIA*

- *Existing YouTube Channel will be embedded to the platform providing live broadcasting as well as video on demand (VOD)*

- *There will be an examination of the possibility that Regional Council Sessions can take place with remote participation of Regional Council Members (submissions of opinions/proposals, voting etc.). It requires amendment of the Regional Council Modus Operandi.*

Region of Western Macedonia (July 2016–January 2018)

26. Open - participatory budget (Central Greece)

The commitment states:

- *Publish in simple and understandable form the details of budget implementation (open budget) and the budget's report (commitments, receipts, payments)*

- *The active involvement of citizens in decision making for allocating a certain amount of the budget, which will be determined while setting up the budget. This amount will be available for innovative actions that citizens and stakeholders propose and will be available for consultation (online and face to face meetings) The proposals will be evaluated and presented for approval by the Regional Council upon recommendation from the regional service.*

During the session of the application:

- *The amount available each year for actions will be determined when the budget structure. Specific consultation time will be provided with information to citizens and the region's stakeholders according to international standards.*

- *The amount will increase as the process matures and the participation of citizens increase.*

- *The money will be directed to innovative actions for tourism / culture / social structures.*

Region of Central Greece (July 2016–December 2017)

27. Capture and evaluation platform for regional technical projects (Central Greece)

The development and the operation of the platform of projects on a map (google maps) will enable citizens to be informed about the projects carried out by the Region. Specifically, the platform provides the following capabilities:

- *All the projects carried out and supervised by the Region will be recorded on the platform giving the possibility to represent them on a map with qualitative and quantitative data about them. (Budget, year of integration, funding source, etc.).*

- *The citizens will be able to search these projects performed by the region and to learn about them.*

- *Citizens will have an opportunity to express their views through comments and evaluate projects.*

Region of Central Greece (July 2016–June 2017)

28. City Dashboard (Thessaloniki)

The Municipality's City Dashboard will be an online platform that will aggregate and provide data and information regarding various organizational areas such as urban mobility, air pollution and environmental data, demographics, financial data and indexes, events, culture and tourism. The information will be provided through proper visualizations in order to be understandable and useful but also in a row data format so that it can be easily re-used. The Dashboard will present real-time information through adequate interfaces and web services but it will also exploit static forms of data. The Dashboard's data will be provided also by other sources, beyond the operational scope of the Municipality of Thessaloniki, like the Academic and Research Institutions of the city or any other organization that could contribute by providing its own data.

Municipality of Thessaloniki (July 2016–April 2018)

29. Online consultation platform (Thessaloniki)

The Municipality's online consultation platform will provide the ability for automated launching and completion of a consultation's period, it will support content and comment management and it will maintain an archive with all completed consultations. Also, the users of the platform could use multiple criteria for searching and finding consultations, such as the category or the time period that a consultation took place. Moreover, the platform will generate relevant reports that will encompass

comments, results and statistics for each consultation in order to be used by the Municipality's administration.

Municipality of Thessaloniki (July 2016–February 2017)

Editorial Note: The action plan text has been abridged by the IRM. For the full version, please see https://www.opengovpartnership.org/sites/default/files/GREEK_NAP3-OGP-ENG_0.pdf.

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
24. Open-participatory budget (Western Macedonia)			✔		✔	✔				✔			No	✔			
25. Regional Council Platform (Western Macedonia)			✔		✔	✔		✔			✔		No	✔			
26. Open - participatory budget (Central Greece)			✔		✔	✔		✔			✔		No		✔		
27. Capture and evaluation platform for regional technical projects (Central Greece)				✔	✔					✔			Yes				✔
28. City Dashboard (Thessaloniki)				✔	✔						✔		Yes			✔	
29. Online consultation platform (Thessaloniki)				✔	✔	✔					✔		Yes			✔	

Context and Objectives

In 2014, the Regional Council of Western Macedonia decided to develop a strategic action plan for open government.[1] The strategic plan included eight actions to be implemented from 2015 to 2019. These actions include expanding the use of electronic documents, developing a participatory budget project, and making regional activities more accessible to citizens through a public posting system.[2] This plan also included the development of an

open government website that provided a platform for public consultation, open data, and transparency. The website is currently live.[3]

24. Open, participatory budgeting (Western Macedonia)
The Greek Parliament passed a law in 2015 requiring public administration bodies to provide information to the national open data website. This commitment expands that effort by offering more detailed budget information, using tables, diagrams, and monthly comparisons on the regional website. The commitment also involves the development of a participatory budgeting project focused on promotional activities for the cultural and tourist part of the region. This commitment is relevant to access to information and civic participation. It seeks to enhance existing budget information for the public and involve the public in the allocation of funds. Based on the commitment text, it is unclear how this would expand on the existing practice in 2016, either in terms of portion of the budget or in terms of public influence. Thus, it is not possible to assess whether the commitment has a transformative potential impact.

25. Regional Council Platform (Western Macedonia)
This commitment aims to offer a web-based platform to facilitate the workings of the Regional Council in a transparent, collaborative, and participatory manner. Currently, the public can access the workings of the Regional Council on the official YouTube channel of the region.[4] Beyond providing an avenue to watch the council's workings, the new platform will provide citizens with the opportunity to express their views on issues under discussion in the council. Citizens will also be able to submit their questions, and participate in polls and voting on certain issues. This commitment is relevant to access to information and civic participation. It seeks to enhance existing budget information for the public and involve the public in the allocation of funds. The commitment is also relevant to technology and innovation, since a new platform will be developed. Similar to the previous commitment, this commitment includes activities that relate directly to actions outlined in the 2015–2019 regional strategic plan for open government. If implemented, the commitment would bring a new level of transparency to the regional government's proceedings—it goes beyond just a supervisory function to provide an open and innovative means of providing input into regional legislation.[5]

In 2014, the Greek government launched the National Research and Innovation Strategy for Smart Specialization (RIS3). An economic agenda, RIS3 promotes innovation in a variety of ways, such as disseminating new knowledge and supporting innovation within the public administration.[6] As part of RIS3, the 13 regions within Greece must develop their own regional plans to support the larger agenda during the implementation period of 2014–2020. The region of Central Greece, also known as Sterea Ellada, developed the Smart Sterea initiative.[7] In the context of Smart Sterea, the region launched an open data portal in March 2016. That portal currently features 43 datasets related to transportation, environment, and technology.[8] The region also developed an online open dashboard that hosts data in user-friendly visuals related to projects, budgets, and public consultations.[9] In 2015, the Regional Council opened the Open Innovation Center, focused on developing innovation in public policy.[10]

26. Open, participatory budget (Central Greece)
This commitment is currently a project within the Open Innovation Center.[11] With this commitment, the region of Central Greece attempts to extend its current budgetary transparency practice to also include participatory budgeting. Current budget information includes a web-based application on which citizens can download or view online tables and charts representing various categories of income and expenses.[12] The commitment aspires to introduce a method and tools for participatory budgeting. Citizens will be enabled to decide the allocation of the budget to certain tourism, culture, and society projects. They

can also propose budgets to the Regional Council, which will be responsible for the final decision.

27. Capture and evaluation platform for regional technical projects (Central Greece)
This commitment aims to provide citizen access to information regarding the monitoring of the implementation of public infrastructure projects in the region of Central Greece. Currently, citizens curious about the implementation of public infrastructure projects must meet their elected representatives in person to ask questions. After the completion of this commitment, a series of information (e.g., amount spent, budget sources) regarding all public infrastructure projects will be accessible online. Citizens will have the opportunity to actively search information, express their opinions, and evaluate the projects by submitting their comments.

The Municipality of Thessaloniki has made significant efforts in the area of open government. In 2015, the municipality launched its e-government web portal. The portal features open budget information, a mobile-friendly e-service for citizen interactions, and an open data platform. The municipality has also hosted hackathons.[13] The municipality is also a member of the European Innovation Partnership on Smart Cities and Communities, which supports the implementation of information and communication technologies.[14]

28. City Dashboard (Municipality of Thessaloniki)
The open-by-default policy of Law 4305/2014 mandates that all public agencies upload open datasets in machine-readable formats. Often, the data published by public agencies are hardly usable for citizens, either because of the low technical quality of the data or the poor presentation on the website. This commitment furthers the responsibility to upload open data by providing a City Dashboard for the city of Thessaloniki. This web-based platform will use existing datasets, with the goal of providing citizens with aggregated and refined municipal information such as urban mobility, environmental data, and cultural events). The data is available at https://opendata.thessaloniki.gr/el/search/type/dataset. However, the commitment also would build on the existing database to provide useful visualizations of the data. It may also allow the public to manipulate different aspects of the data without waiting for the government to publish tools for using the data.

29. Online consultation platform (Municipality of Thessaloniki)
This commitment seeks to create an online consultation platform for the city of Thessaloniki. The platform will provide citizens with the opportunity to express their opinions and submit their proposals in an open dialogue with the city's policymakers. The city of Thessaloniki will create a framework to regulate the process of using the online consultation. The city will also analyze the requirements of the system, and develop the content management system and the user interface.

Completion
24. Open, participatory budgeting (Western Macedonia)
According to the government self-assessment report, the commitment is on schedule, although no public-facing elements of the website are currently available. The region of Western Macedonia has delayed the process of hiring an external vendor to provide the necessary technical capacity to develop the participatory budgeting platform. According to the region's own assessment, this commitment will not be completed within the time frame of this action plan. (It is slated to begin implementation in June 2018 with completion envisioned for December 2018.)[15]

25. Regional Council Platform (Western Macedonia)
The implementation of this commitment has not yet started. The region of Western Macedonia has delayed the process of hiring an external vendor to provide the necessary technical capacity to develop the new Regional Council platform.[16]

26. Open, participatory budget (Central Greece)
Basic budgeting data is currently available on a government website.[17] According to the available evidence,[18] the implementation of the participatory budgeting portion of the commitment is delayed. Officials from the region of Central Greece point out that the website is currently under development and will be publicly available by the end of 2017.[19]

27. Capture and evaluation platform for regional technical projects (Central Greece)
The region of Central Greece provides a web-based application that fulfills the completion of this commitment. Specifically, the website provides a live Google Maps presentation of the projects the region currently implements.[20] Citizens can click on specific areas on the map and find individual project pages. By doing so, they can also access quantitative information, such as the total amount of approved budget and the amount spent. The public has multiple available options to search for projects, with categories, lists, and free search. Citizens have the opportunity to rate each project by selecting 1 to 5 stars, and can also submit their comments through a form.[21] While the commitment is completed, it would be enhanced if it is made interoperable with contracts and progress reports. This information is essential if citizens are to provide meaningful feedback and evaluation.

28. City Dashboard (Municipality of Thessaloniki)
The city of Thessaloniki created an updated version of the content management system that publishes open datasets.[22,23] Currently, the system offers three kinds of visualizations to citizens. In a section labeled Stories, citizens can view charts about e-government services and the utilization of photovoltaic systems in 50 school buildings in Thessaloniki.[24] Furthermore, citizens can view online data on the implementation of the city's budget.[25]

29. Online consultation platform (Municipality of Thessaloniki)
The city of Thessaloniki completed the regulatory framework of the consultation platform by publishing a document that describes the process of online consultations.[26] Also, the consultation platform is publicly available as of February 2017.[27] The website mentions that it will host consultations organized by the municipality and the Municipal Consultation Commission.[28]

Next Steps

24. Open, participatory budgeting (Western Macedonia)
In the context of its own OGP commitment, the civil society organization Open Knowledge Greece (OK Greece) has developed a pilot model of a participatory budgeting platform. According to the director of OK Greece, this platform could be freely adopted by local administration agencies to advance their efforts in implementing participatory budgeting.[29] The IRM researchers suggest that the region of Western Macedonia explore the possibility of modifying the commitment and openly collaborating with civil society to take advantage of existing online tools and processes to establish participatory budgeting.

27. Capture and evaluation platform for regional technical projects (Central Greece)
The region of Central Greece could complete this commitment by inserting qualitative information for each public infrastructure project. This information is vital to inform the judgment of citizens. Also, the region could publicize a self-assessment report for this commitment and ask for citizen feedback on how to move forward. A modified version of this commitment could aim to establish a detailed regulation on how citizen feedback should be taken into account for assessing the implemented projects.

28. City Dashboard (Municipality of Thessaloniki)
The city of Thessaloniki could intensify the efforts to produce datasets in formats beyond text and documents that can be visualized. In this vein, it could openly involve citizens

through an open call to learn their needs. It could also focus on publishing data that help decision making and public problem solving.

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[1] "Operational Program of the Region of Western Macedonia 2015-2019 (Phase 1—Strategic Planning)," Open Government Consultations, http://opengov.pdm.gov.gr/cons/?p=229.

[2] "Strategic Plan Presentation," Open Government, Region of Western Macedonia, http://opengov.pdm.gov.gr/strategic/.

[3] The pilot open government site is available here: http://opengov.pdm.gov.gr/.

[4] "Live Meeting Session," Region of Western Macedonia, http://www.pdm.gov.gr/diikitiki-domi/periferiako-symvoulio/zontani-metadosi-synedriasis/.

[5] "Open Electronic Consultation," Open Government, Region of Western Macedonia, http://opengov.pdm.gov.gr/strategic/4-%CE%B1%CE%BD%CE%BF%CE%B9%CE%BA%CF%84%CE%AE-%CE%B7%CE%BB%CE%B5%CE%BA%CF%84%CF%81%CE%BF%CE%BD%CE%B9%CE%BA%CE%AE-%CE%B4%CE%B9%CE%B1%CE%B2%CE%BF%CF%8D%CE%BB%CE%B5%CF%85%CF%83%CE%B7/#_ftn1.

[6] "Research and Innovation Strategies for Smart Specialization," Ministry of Economic, Development, and Tourism, https://www.espa.gr/en/pages/staticRIS3.aspx.

[7] "OpenGov 2.0 for the Prefecture of Central Greece," CrowdPolicy, http://crowdpolicy.com/project/opengov-opendashboard-opendata-for-the-prefecture-of-central-greece/#1448015057371-646fb399-1d5f0782-e12fffa2-494d.

[8] "Datasets," OpenDataPortal—Central Greece, http://sterea.oengine.crowdapps.net/dataset.

[9] "The Right to Know," Open Dashboard of Sterea Hellas, http://hello.crowdapps.net/opendashboard-sterea-ellada/.

[10] "Mission," Open Innovation Center, http://2236.syzefxis.gov.gr/?page_id=2.

[11] "Description," Participatory Budget, Open Innovation Center, http://2236.syzefxis.gov.gr/?openprojects=symmetoxikos-proypologismos.

[12] The overview page with budget execution can be accessed here: http://hello.crowdapps.net/opendata-stereas-elladas/open-budget/.

[13] Charalampos Tsi, "The Municipality of Thessaloniki Has Launched Its E-Government Web Portal," Digital4EU, 25 June 2015, https://ec.europa.eu/futurium/en/content/municipality-thessaloniki-has-launched-its-e-government-web-portal.

[14] Jim Baumann, "Open Data: Helping City Improve Operations and Enhance Resilience," Esri, Spring 2007, http://www.esri.com/esri-news/arcuser/spring-2017/open-data.

[15] Theodore Theodoropoulos (public employee, region of Western Macedonia), interview discussion with IRM researcher, September 2017.

[16] Ibid.

[17] "Income," Open Budget of Central Greece Region, Open Dashboard, Region of Central Greece, http://hello.crowdapps.net/opendata-stereas-elladas/open-budget/.

[18] Ever since the creation of the commitment, the open budget webpage has remained unchanged: http://hello.crowdapps.net/opendata-stereas-elladas/open-budget/.

[19] Dimitris Stamatis, interview with IRM researcher, September 2017.

[20] Home page of the application: http://hello.crowdapps.net/perifereia-stereas-elladas/.

[21] An individual project page can be viewed here: https://goo.gl/eFSz83.

[22] Charalambos Chatzis, interview with IRM researcher, September 2017.

[23] The updated open data platform: https://opendata.thessaloniki.gr/el.

[24] City of Thessaloniki Data Stories website: https://opendata.thessaloniki.gr/el/stories.

[25] City of Thessaloniki financial allocation data: https://gaiacrmkea.c-gaia.gr/city_thessaloniki/index.php.

[26] City of Thessaloniki e-consultation guidelines: https://thessaloniki.gr/wp-content/uploads/2017/06/Kanonismos_e-consultation.pdf.

[27] "Public Consultation to Improve E-services," Municipality of Thessaloniki, http://bit.ly/2DC2tKE.

[28] City of Thessaloniki consultation platform: https://goo.gl/9kLKCA.

[29] Focus group with civil society stakeholders, Athens, 15 August 2017.

Theme XI: Commitments from Civil Society

30. Open Data Index for cities and local administrations

The commitment refers to the online publication of the annual report of the Open Data Index for cities and aims to motivate citizens, business and other stakeholders to contribute and evaluate their municipalities open data.

Key benefits of annual Open Data index for cities reports, are the comparison among the different municipalities acting as an important input on their functions; a process - report that accommodate citizens with the open data (monitoring the state of the municipality according to the dataset and how they can use or improve the results); time-based analysis with a comparison of actions that have implemented by different cities.

Milestones: 30.1 Customization of the Open Data Index Platform http://gr-city.census.okfn.org/. *30.2 Open Data Census 2016 –use of platform, promotion to inform citizens, hackathon of census, publishing online book with the results with ISSN (example http://online.fliphtml5.com/qzqt/qfsh/#p=1). 30.3 Open Data census 2017 (12/2017) –use of platform, promotion to inform citizens, hackathon of census, publishing online book with the results with ISSN (example http://online.fliphtml5.com/qzqt/qfsh/#p=1).*

Open Knowledge Greece (July 2016–December 2017)

31. Linked, open and participatory budgets

Open Knowledge Greece in the context of OpenBudgets.eu -a Horizon 2020 funded projects developing together with the project partners an open ecosystem that aims to solve the problem of standardization of open spending and budget data and the problem of interoperability of the applications by developing an open technical specification for public sector budget and spending data: the Fiscal Data Package based on OpenSpending Ecosystem and the Fiscal RDF Data Model based on DataCube Vocabulary.

In OpenBudgets.eu an open participatory platform for budgets is developed that will be easy to use, flexible and capable of interpreting previously incompatible forms of budget and spending data, provide advanced capabilities such as calculations of economic indicators (KPIs), statistical analysis and data mining techniques with the appropriate visualizations. At a glance, Openbudgets.eu will offer:

- *A semantic data model;*
- *A library of visualization tools;*
- *A library of data mining and comparative analysis tools;*
- *A feedback and citizen engagement interface.*

All these features will be integrated into a comprehensive portal, deployed as a software-as-a service (SaaS). This commitment concerns the use and the adaptation of the openbudgets.eu results at national, regional and municipality level; and the structural linkage of all open budget data of Greek regions and municipalities that will be interested of using it.

Open Knowledge Greece (July 2016–October 2017)

32. School of data for public servants

The goal of this commitment is to educate members of pilot selected organizations and services of the Greek government how to create open datasets, publish them to the platform Open Data CKAN of the Greek government data.gov.gr and properly license them with Open Data License.

Open Knowledge Greece (July 2016–December 2017)

33. The collaborative wikification of public services procedures

The commitment entails the maintenance of the platform and a series of training workshops to government officials from various public bodies in order to use wiki.ellak.gr and also from a technical aspect to implement a solution of the Core Public Service Vocabulary (CPSV https://joinup.ec.europa.eu/asset/cpsv-ap/description) in Greece in order to represent the Greek Public Services Catalogue in a machine-readable format. Up to now, the information is published in html pages which hampers its reuse

GFOSS – Open Technologies Alliance (July 2016–June 2018)

Editorial Note: The action plan text has been abridged by the IRM. For the full version, please see https://www.opengovpartnership.org/sites/default/files/GREEK_NAP3-OGP-ENG_0.pdf.

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
30. Open Data Index for cities and local administrations			✔		✔			✔			✔		Yes			✔	
31. Linked, open and participatory budgets			✔		✔			✔			✔		Yes			✔	
32. School of data for public servants		✔			✔					✔			No		✔		
33. The collaborative wikification of public services procedures		✔			✔			✔		✔			Yes			✔	

Context and Objectives
30. Open Data Index for cities and local administrations
In Greece, the open-by-default policy of Law 4305/2014 mandates that all public authorities publish their datasets in machine-readable formats and with open licensing. In this context, many local government organizations have already published their datasets in the central data.gov.gr website. With this commitment, the civil society organization Open Knowledge Greece will provide a locally customized version of the international Open Data Index. This index evaluates the availability and accessibility of published datasets. This commitment aims to inform citizen on and engage them in evaluating and using open data at the local level.

31. Linked, open, and participatory budgets
In Greece, there exists a lack of semantically structured—that is, interoperable with other datasets, and human- and machine-readable—and well-coded data regarding state and local government budgets. There is also little opportunity for citizens to have their say on public spending processes. With this commitment, Open Knowledge Greece will provide a solution to the problem of uncodified budget information by publishing semantic descriptions of

income, expenses, and fiscal information for public entities, such as regions and municipalities. Also, Open Knowledge Greece will provide an open source platform to host open, participatory budgetary processes for local administrations that wish to adopt the practice of participatory budgeting. Given what is known about open budgets, this is an important first step in making the budgets available. However, considerably more work will need to be done if the commitment is to have an impact. This additional work includes collaboration, and work between civil society organizations and other members of the "accountability ecosystem," such as legislators.

32. School of data for public servants
Open data constitutes a relatively recent area of public policy in Greece. Thus, specialist knowledge and skills on how to use open data effectively are not sufficient among public sector employees. IRM researchers had pointed out in the previous midterm report that the government, along with civil society organizations, should consider producing reader-friendly "how to" guides and glossaries to increase the open data literacy of the wider community. Open Knowledge Greece created a commitment aiming to fill this gap by introducing data schools for public sector employees. The commitment aims to qualify public employees with the certified skills to create open datasets.

33. The collaborative wikification of public service procedures
Currently, there exists no way for citizens to know the services of a given public agency and the process with which they are delivered. This commitment proposes the creation of a Wikipedia-like catalog for all Greek public services. The civil society organization Open Technologies Alliance GFOSS has committed to expanding its system for cataloging public services, wiki.ellak.gr, by implementing the Core Public Service Vocabulary (CPSV). Also, this commitment includes the training of public agencies in cataloging their services using the CPSV model. The commitment aspires to contribute to the standardization and simplification of public service.

Completion
30. Open Data Index for cities and local administrations
This commitment has been substantially implemented. The customized version of the international Open Data Index is publicly available. The webpage presents an interactive list showing how 10 Greek cities perform according to the openness of their published datasets for the year 2016.[1] Regarding mobilization activities to inform citizens of open data values, Open Knowledge Greece, along with the Library and Information Center of the Aristotle University, co-organized a two-day conference in the context of Open Access Week 2016. Within this conference, Open Knowledge Greece conducted a workshop aiming to inform the participants about the scores of Greek cities in the international Open Data Index.[2] Furthermore, 13 citizens volunteered to produce the open data census 2016 for Greek cities. Open Knowledge Greece also published an in-depth analysis of the extent to which public data are open and readable by machine and human.[3] There is no evidence, however, that the two hackathons (on 2016 and 2017 census data) had taken place.

31. Linked, open, and participatory budgets
Open Knowledge Greece published a series of semantically described data that concern budgets and the European Strategic Reference Framework.[4] Also, the open-source, open, and participatory budget platform is available online. The platform also contains a dashboard, where citizens have the opportunity to explore yearly budget statistics for the cities of Athens and Thessaloniki.[5,6] Thus, the commitment has been substantially implemented.

32. School of data for public servants
The completion of this commitment remains limited because the implementation of the open data schools platform for public employees has been postponed until December 2017. Open Knowledge Greece has created the educational material. The pilot courses are in the

final stages of production and will be evaluated by Open Knowledge Greece's specialized staff.[7]

33. The collaborative wikification of public service procedures
Open Technologies Alliance GFOSS created an infrastructure within its existing website (wiki.ellak.gr) that supports the Core Public Service Vocabulary model. Also, Open Technologies Alliance GFOSS provided an input testing system that allows for the automatic adaptation of the inputted data into the CPSV standard. The organization initiated a testing system, in accordance with the existing standard, against this system internally with qualified users. At the time of writing this report, the organization had provided hands-on training to public employees in the Ministry of Education, Research, and Religious Affairs (102 people), the University of Macedonia (65 people), the Aristotle University (91 people), and the organization Culture, Sport and Youth of the Municipality of Athens (8 people).[8]

Early Results
30. Open Data Index for cities and local administrations
The IRM researchers asked Open Knowledge Greece to provide feedback on what the informative workshop achieved in terms of increasing awareness on open data. Citizens understood the need for publishing open data and the opportunities for improving the functioning of the public administration that are associated with open data. Also, citizens learned that releasing open data alone does not necessarily mean that a public agency is open, and that further conditions must be fulfilled. Moreover, citizens became acquainted with ways to search, locate, and evaluate open data from different sources.[9]

31. Linked, open, and participatory budgets
The city of Thessaloniki has taken up the open participatory budgeting platform provided by Open Knowledge Greece and established an online pilot of the application.[10] Currently, the pilot site presents four participatory budgeting projects. However, it remains unclear whether these are actual pilot projects or have been uploaded for testing reasons.[11]

33. The collaborative wikification of public service procedures
Open Technologies Alliance GFOSS expanded the initial wiki.ellak.gr website to a new platform named www.diadikasies.gr, meaning "processes." On this website, after completing certain training, public employees can catalog the services their agency or organization provides in a structured manner, according to the European Core Public Service Vocabulary. Currently, the catalog includes 1,981 public services.[12]

Next Steps
This set of civil society commitments has a lot of potential to provide open data literacy for citizens and civil servants, and also to improve the delivery of public services. The IRM researchers recommend that Open Knowledge Greece and Open Technologies Alliance GFOSS, after completing the current action plan commitments, extend their efforts. The organizations could focus on specific policy areas or local case studies. For example:
- Open Knowledge Greece can assist the region of Western Macedonia in implementing its participatory budgeting commitment and adopting the pilot web application it has produced.
- Open Knowledge Greece, in partnership with higher education institutions, could offer educational material in the form of massive open online courses targeted to citizens and civil servants.
- Open Technologies Alliance GFOSS, in cooperation with the Ministry of Administrative Reconstruction, can select the policy areas in which the provision of public services suffers from significant administrative burden. They could then prioritize these areas for cataloging and simplification of their processes and services, using the method and template provided in diadikasies.gr.

- To maximize impact, the commitments on open data must establish sustainable user systems and secure the broader environment to transfer management of tools to the government.

[1] "Greek Cities Open Data Census," Open Knowledge Greece, http://gr-city.census.okfn.org/.

[2] "Open Data Index Workshop," Open Knowledge Greece, https://goo.gl/os7qEJ.

[3] Open Knowledge Greece, Open Data Cities Census 2016, https://drive.google.com/file/d/0B_c2TF90wLHQbGs3TzlXa2FNQWc/view.

[4] Open Budgets Greek Cities datasets: https://github.com/openbudgets/datasets/tree/master/greek-municipalities/codelist/kae; https://github.com/openbudgets/datasets/tree/master/greek-municipalities; https://github.com/openbudgets/datasets/tree/master/NSRF-GR; http://eis-openbudgets.iais.fraunhofer.de/indigo/ [prototype]; and http://redflags.okfn.gr/.

[5] "OKFN Participatory Budget Application," http://participatory-budget.okfn.gr/.

[6] The dashboard is available here: http://kpi.okfn.gr/.

[7] ASANA: internal project management tool used to follow the implementation of the action plan.

[8] Evidence from the internal project management tool ASANA.

[9] Charalambos Bratsas (Open Knowledge Greece), interview with IRM researcher, September 2017.

[10] "OKFN Participatory Budget Application."

[11] "OKFN Participatory Budget Application Proposals," http://participatory-budget.okfn.gr/voting/proposals?locale=el.

[12] Home page of the services catalog wiki: https://goo.gl/SfUfbr.

Theme XII. Parliamentary Openness

34. Enhancing the openness and accessibility of the Hellenic Parliament for citizens

The institutional strengthening of the Parliament's Electronic Administration (Hellenic Parliament's Standing Orders Amendment Published in the Government Gazette No 122 A'/30.6.2016), using the ICT as the "infrastructure technologies" for the communication and quality improvement of citizen services leads to a new concept and transformation of the overall Parliament operation, forming part of the completion of the digital organization of public administration.

The organizational changes create new workflows and require new skills. This is not merely the application of technology for better management, but a radical change in administration's approach and actions, also concerning higher administration's tactics in individual sectors and pursued strategic objectives for facilitating MPs in exercising their parliamentary duties, and citizens to realize the responsibility and enjoy the benefits of democracy.

Concern for electronic processing aiming for interoperability with ministries to assist the procedure for exercising parliamentary control, the strengthening of committee and plenary meetings management support tools, as well as of tools related to legislative process monitoring and draft law and law proposals content processing and the adoption of open data model to provide data related to the parliamentary activities of Parliament and its Members, will strengthen and improve citizens' awareness and understanding of parliamentary affairs.

The Parliamentary Library is the second in size and wealth Library of the Modern Greek state, after the National Library of Greece. Its collections include, besides items in print (books) exceeding 650,000, the full series of Parliament and Senate Minutes, newspapers and magazines, records, manuscripts, codes, maps and etchings, artwork and historical artifacts. It is a general library, open to the public, yet having as its main task to support MPs, their staff and all Parliamentary Services in the conduct of their parliamentary work. At the same time, it satisfies the research needs of the scientific community within and outside Greek borders, the learning and educational needs of young people, also trying to meet information and all kinds of intellectual and cultural quests of various social groups. The promotion, visibility, and accessibility of its reference list and digital materials through modern and integrated digital services based on international open standards will contribute crucially and decisively to research, as well as to raising active citizenship awareness, and to the preservation and safeguarding of a significant part of our national cultural heritage.

The establishment of a network of libraries (academic, public, school, cooperating with the National Library etc.) for decentralization and dissemination of parliamentary information, allows visiting citizens to explore and identify the information sought for.

Cooperation with state libraries and publishing houses issuing materials of specific and particular interest related to parliamentary information to systematic, to be added to the online catalog of the Library of Parliament and made public in order to have the widest possible use.

The Hellenic Parliament Foundation, through its mission to study and disseminate the principles of parliamentarism and democracy, overall aims at opening the Hellenic Parliament to society. Its actions (publications, exhibitions, educational programs, conferences / seminars) are targeted both to reaching out to a wide range of society groups, and fostering an interactive and two-way relationship with citizens through educational, cultural and educational activities. The means of communication, dissemination and participation in these activities vary, taking into account the needs of individual citizens. The decentralized nature of actions enables for a constant presence of the Hellenic Parliament throughout the country and its citizens.

The Youth Parliament, the Parliament's operation training simulation program, in which more than 10,000 students from Greece, Cyprus and Greeks abroad participate annually, encourages involvement and creative expression of young people via innovative actions, also using the Internet and social media in its work. The Youth Parliament conclusions are forwarded to the competent ministry, also constituting part of the ongoing consultation.

The organization of the central conference including topics on civil society, individual, social and political rights, deliberative and participatory democracy, direct and representative democracy, and possibly the issue of civil disobedience, aims at triggering reflection on the lack of confidence in persons and institutions' modes of operation, under the pressing issues of our time. Particular emphasis will be given to institutional changes and representational transformations, under pressing phenomena, such as globalization and the creation of transnational formations, which set the concept of democracy on a new basis.

The systematic monitoring of the Hellenic Parliament action plan for 2016-2018 has been assigned to a committee consisting of parliamentary officials chaired by the Secretary General of the Parliament. Moreover, Committee members participate in the horizontal action coordination team for open government at a national level.

(July 2016–June 2017)

Editorial Note: This commitment does not have an identified implementing institution. The action plan text has been abridged by the IRM. For the full version, please see https://www.opengovpartnership.org/sites/default/files/GREEK_NAP3-OGP-ENG_0.pdf.

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				On Time?	Completion			
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative		Not Started	Limited	Substantial	Complete
34. Openness and accessibility of the Hellenic Parliament for citizens		✔			✔					✔			No	✔			

Context and Objectives

This commitment comprises an extensive list of activities, with various sub-activities. The sub-activities include releasing open parliamentary data, access to parliamentary digital documents, internal process redesign, and e-government tools to support parliamentary proceedings. However, the commitment text is long, and except for the catalogs listed as forthcoming open data releases, it does not make clear the relevance of many milestones to OGP values. Also, there is no information about the exact Parliament office or individual employee who is responsible for implementing the commitment.

Completion

No available evidence exists to assess the progress of this commitment. The IRM researchers made several attempts to reach out to contacts at the Hellenic Parliament but received no response. While some data, such as draft legislation and the legislative code, is available, there exists no clear open data portal where the public can access it. Creating the portal would require scraping or entering by hand data that may be available but not in a machine-readable format.

Next Steps

- Define specific aims and narrow down the commitment description to reflect concrete goals. This approach might lead to breaking down the present commitment to more commitments.
- Assign the implementation of the commitments to a specific, permanent responsible office within Parliament;
- Consult and collaborate with relevant civil society organizations, such as Vouliwatch, that share similar objectives regarding promoting transparency in the law-making process.

V. General Recommendations

This section aims to inform development of the next action plan and guide completion of the current action plan. It is divided into two sections: 1) those civil society and government priorities identified while elaborating this report and 2) the recommendations of the IRM.

5.1 Stakeholder Priorities

Low levels of government engagement with the action plan during its implementation stages lowered the interest of civil society in keeping up with commitments other than those already implemented by civil society organizations. The implementation of educational and training activities for open data and cataloging of public services constituted the top priorities of the two civil society organizations engaged with the OGP process: Open Knowledge Greece and Open Technologies Alliance GFOSS.

For the next action plan, the civil society organization Kinisi Politon has shown interest in proposing a commitment that establishes an accountability charter. The charter would regulate specific processes and mechanisms for accountability in all public administration agencies. Importantly, the design of consensual processes for public and social accountability relates to the need to reinstate public trust in government and public administration institutions.

5.2 IRM Recommendations
Increase ambition and focus in commitments

The Greek national action plan contains 34 commitments. Of these commitments, however, 13 have been assessed as having minor potential impact. In many cases, ambitious, long-term commitments lack the necessary focus to achieve measurable short-term change. The action plan also includes overly detailed and technical commitments with minimal or no ambition. The government should work with stakeholders to prioritize the most ambitious commitments that contribute to solving key economic, social, and political problems in Greece. To that end, the government should consider the following:

- Avoiding commitments with milestones that depend on funding that has not been secured. In Greece, the average life cycle of publicly funded projects exceeds, for example, the two-year period of the action plan cycle.

- When formulating commitments, clearly define the commitment in terms of the identified problem and its intended impact on beneficiaries, rather than organizational outputs.

- Ensure that all commitments contain a public-facing element, especially in the case of e-government commitments, which do not inherently promote open government.

- Some commitments in this action plan overlap, so those commitments with similar intended results should be consolidated.

- Civil society should work with government to suggest ideas for commitments, rather than having these organizations take full responsibility for the implementation of commitments.

Strengthen co-creation process

The government should establish a permanent multi-stakeholder forum to monitor and improve the development and implementation process of the action plan. The framework for the forum's creations should ensure inclusive stakeholder representation, a transparent and collaborative process, and a minimum number of meetings be held.

Ensure continuity in OGP process

To improve the continuity of the OGP process, the government should consider the following:

- Produce a legal or regulatory mandate with clear and specific reference to OGP processes for the development and implementation of the action plan. Perhaps this could be modeled within the context of the Organization for Economic Cooperation and Development's open government framework. Such a framework could assign clear responsibilities to the national representative and the national point of contact.

- The same framework could also define certain roles and responsibilities for public administration officials in charge of the day-to-day implementation of commitments. It is important that these officials be included in all development and implementation steps, and that they regularly participate in meetings with stakeholders and the IRM.

Continue focus on fiscal transparency

Since Greece signed the first memorandum, its fiscal policy has been under constant scrutiny by its international lenders. A commitment for fiscal transparency, promoting tools and processes for open public oversight of specific fiscal obligations, would be a positive step toward increased transparency.

Continue transparency efforts in public administration

While this action plan includes commitments to improve public administration, the next action plan should build on these ongoing efforts by implementing the following:
- Align the open government and anti-corruption action plans by establishing a close collaboration between the Ministry of Administrative Reconstruction and the General Secretariat against Corruption.
- Continue creating the government Transparency Policy Lab. The lab will use innovative methods of designing and developing processes and services to solve specific problems and to meet the objectives of the national anti-corruption and transparency strategy.

Table 5.1: Five Key Recommendations

1	Increase ambition and focus in commitments
2	Strengthen co-creation process
3	Ensure continuity in OGP process
4	Continue focus on fiscal transparency
5	Continue transparency efforts in public administration

VI. Methodology and Sources

The IRM progress report is written by researchers based in each OGP-participating country. All IRM reports undergo a process of quality control to ensure that the highest standards of research and due diligence have been applied.

Analysis of progress on OGP action plans is a combination of interviews, desk research, and feedback from nongovernmental stakeholder meetings. The IRM report builds on the findings of the government's own self-assessment report and any other assessments of progress put out by civil society, the private sector, or international organizations.

Each IRM researcher carries out stakeholder meetings to ensure an accurate portrayal of events. Given budgetary and calendar constraints, the IRM cannot consult all interested or affected parties. Consequently, the IRM strives for methodological transparency and therefore, where possible, makes public the process of stakeholder engagement in research (detailed later in this section.) Some contexts require anonymity of interviewees and the IRM reviews the right to remove personal identifying information of these participants. Due to the necessary limitations of the method, the IRM strongly encourages commentary on public drafts of each report.

Each report undergoes a four-step review and quality-control process:

1. Staff review: IRM staff reviews the report for grammar, readability, content, and adherence to IRM methodology.

2. International Experts Panel (IEP) review: IEP reviews the content of the report for rigorous evidence to support findings, evaluates the extent to which the action plan applies OGP values, and provides technical recommendations for improving the implementation of commitments and realization of OGP values through the action plan as a whole. (See below for IEP membership.)

3. Prepublication review: Government and select civil society organizations are invited to provide comments on content of the draft IRM report.

4. Public comment period: The public is invited to provide comments on the content of the draft IRM report.

This review process, including the procedure for incorporating comments received, is outlined in greater detail in Section III of the Procedures Manual.[1]

Interviews and Focus Groups

Each IRM researcher is required to hold at least one public information-gathering event. Researchers should make a genuine effort to invite stakeholders outside of the "usual suspects" list of invitees already participating in existing processes. Supplementary means may be needed to gather the inputs of stakeholders in a more meaningful way (e.g., online surveys, written responses, follow-up interviews). Additionally, researchers perform specific interviews with responsible agencies when the commitments require more information than is provided in the self-assessment or is accessible online.

On 5 September 2017, IRM researchers invited 20 civil society representatives from eleven civil society organizations (CSOs) and the Municipality of Athens to a meeting. The invitation was targeted to this specific group because some of them (Open Technologies Alliance GFOSS, Open Knowledge Foundation Greece [OKFN], Vouliwatch, Place Identity, Kinisi Politon) had officially expressed their willingness to follow and contribute to the implementation of specific commitments. The rest of the invited CSOs had participated in consultation events during the action plan development phase.

The focus group took place on Friday, 15 September 2017, at the Ministry of Administrative Reconstruction.

The participants included:

1. Stelas Jacob (Hellenic Linux Users Group member)
2. Despina Mitropoulou (Open Technologies Alliance GFOSS)
3. Charalambos Bratsas (OKFN, joined remotely via Google Hangout)
4. Kleanthis Koupidis (OKFN, joined remotely via Google Hangout)
5. George Veinoglou (Kinisi Politon)
6. Nancy Routzouni (National Point of Contact)
7. Nikoleta Charalampopoulou (OGP management team)

The event focused on examining CSOs' views on three topics:

1. Their general observations on the implementation of the commitments, with the following key findings:

- Most government commitments are behind schedule.
- However, there are indications that the overall completion rate will end up being significantly higher compared to the previous action plan (1 out of 19 commitments completed).

2. Their specific proposed actions for improving implementation, with the following key findings:

- Instead of self-proposing actions to improve implementation, GFOSS expects to receive specific requests (from government officials who implement commitments) to provide them with concrete help.
- OKFN produced an open, participatory budgeting platform that can be utilized by the region of Western Macedonia as a pilot case in implementing its OGP commitment for participatory budgeting. OKFN experts are willing to assist Western Macedonia officials, provided they actually seek such assistance.
- Kinisi Politon has produced an International Non-Governmental Organizations Accountability Charter. It believes the charter might expand the scope of Commitment 4 regarding accountability and conflict resolution among citizens and public administration.

3. Proposals for improving multistakeholder cooperation during implementation, with the following key findings:

- Participant CSOs unanimously agree that the new framework law on open governance should include an institutional provision for establishing a permanent multi-stakeholder structure. That forum should be tasked with following the implementation of the action plan.
- The ASANA tracking tool should be updated with timely and sufficiently documented information, which is not currently the case.
- The ASANA tool needs a more elaborate configuration to assist some CSOs in taking certain actions, including: a) being able to view names and contact details of responsible government officials, b) getting a sense of upcoming actions and collaboration events, and c) matching commitment needs with available CSO skills and resources.

About the Independent Reporting Mechanism
The IRM is a key means by which government, civil society, and the private sector can track government development and implementation of OGP action plans on an annual basis. The design of research and quality control of such reports is carried out by the International

Experts Panel, comprised of experts in transparency, participation, accountability, and social science research methods.

The current membership of the International Experts Panel is

- César Cruz-Rubio
- Mary Francoli
- Brendan Halloran
- Jeff Lovitt
- Fredline M'Cormack-Hale
- Showers Mawowa
- Quentin Reed
- Juanita Olaya
- Richard Snell
- Jean-Patrick Villneuve

A small staff based in Washington, DC, shepherds reports through the IRM process in close coordination with the researchers. Questions and comments about this report can be directed to the staff at irm@opengovpartnership.org.

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[1] IRM Procedures Manual, V.3 : https://www.opengovpartnership.org/documents/irm-procedures-manual

VII. Eligibility Requirements Annex

The OGP Support Unit collates eligibility criteria on an annual basis. These scores are presented below.[1] When appropriate, the IRM reports will discuss the context surrounding progress or regress on specific criteria in the Country Context section.

In September 2012, OGP officially encouraged governments to adopt ambitious commitments that relate to eligibility.

Table 7.1: Eligibility Annex for Greece

Criteria	2011	Current	Change	Explanation
Budget Transparency[2]	ND	ND	No change	4 = Executive's Budget Proposal and Audit Report published 2 = One of two published 0 = Neither published
Access to Information[3]	4	4	No change	4 = Access to information (ATI) Law 3 = Constitutional ATI provision 1 = Draft ATI law 0 = No ATI law
Asset Declaration[4]	3	4	Change	4 = Asset disclosure law, data public 2 = Asset disclosure law, no public data 0 = No law
Citizen Engagement (Raw score)	4 (9.41)[5]	4 (8.82)[6]	No change	EIU Citizen Engagement Index raw score: 1 > 0 2 > 2.5 3 > 5 4 > 7.5
Total / Possible (Percent)	11/12 (92%)	12/12 (100%)	No change	75% of possible points to be eligible

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[1] For more information, see http://www.opengovpartnership.org/how-it-works/eligibility-criteria.
[2] For more information, see Table 1 in http://internationalbudget.org/what-we-do/open-budget-survey/. For up-to-date assessments, see http://www.obstracker.org/.
[3] The two databases used are Constitutional Provisions at http://www.right2info.org/constitutional-protections and Laws and draft laws at http://www.right2info.org/access-to-information-laws.
[4] Simeon Djankov, Rafael La Porta, Florencio Lopez-de-Silanes, and Andrei Shleifer, "Disclosure by Politicians," (Tuck School of Business Working Paper 2009-60, 2009), http://bit.ly/19nDEfK; Organization for Economic Cooperation and Development (OECD), "Types of Information Decision Makers Are Required to Formally Disclose, and Level Of Transparency," in Government at a Glance 2009, (OECD, 2009), http://bit.ly/13vGtqS; Ricard Messick, "Income and Asset Disclosure by World Bank Client Countries" (Washington, DC: World Bank, 2009), http://bit.ly/1c1okyf. For more recent information, see http://publicofficialsfinancialdisclosure.worldbank.org. In 2014, the OGP Steering Committee approved a change in the asset disclosure measurement. The existence of a law and de facto public access to the disclosed information replaced the old measures of disclosure by politicians and disclosure of high-level officials. For additional information, see the guidance note on 2014 OGP Eligibility Requirements at http://bit.ly/1EjLJ4Y.
[5] "Democracy Index 2010: Democracy in Retreat," The Economist Intelligence Unit (London: Economist, 2010), http://bit.ly/eLC1rE.
[6] "Democracy Index 2014: Democracy and its Discontents," The Economist Intelligence Unit (London: Economist, 2014), http://bit.ly/18kEzCt.