Annex I: Creation process
4th Open Government National Action Plan 2018-2020

A participative process that implied continuous dialogue with several public and private actors and their active participation, gave rise to the 4th Open Government National Action Plan of Uruguay. The participants were 68 public institutions (4 local governments: Montevideo, Rivera, Canelones and Paysandu), 13 civil society organizations, 2 representatives of the private sector, 5 educational institutions, and 3 multilateral organizations.

The creation process was supported by:
- UNESCO and by the Inter-American Development Bank (IDB) which took part in participation and co-creation activities.
- The National Women´s Institute at the Ministry of Social Development and the Human Right Secretariat at the Presidency of the Republic which participated in the preparation of the action plan final version.

Leadership and Process Articulation

The process was designed and led by the Open Government Working Group, made official by the Executive Power Decree No. 357/2016. Representatives of the Planning and Budgeting Office, the Agency for Electronic Government and the Information Society, the Ministry of Foreign Affairs, the National Statistics Bureau, the Public Information Access Unit, the Ministry of Economy and Finance, the Ministry of Industry, Energy and Mining, the Judiciary, the Legislative Power, the Mayors' Congress (local governments), the Political Sciences Institute of the School of Social Sciences of the University of the Republic, as well as representatives of organized civil society entities *DATA*, *Uruguay Transparente*, *Cotidiano Mujer* and *CAinfo* on behalf of the Open Government Network, took part in its current conformation[1].

As the articulator, Agesic coordinated and implemented the co-creation process developing strategies to incorporate actors from State, education and civil society institutions.

Challenges for the process
The following challenges were established for the 4th Action Plan and as part of the continuous improvement process:
- To add e-participation to dialogue and in-person instances as a valid participatory mechanism.
- To create a set of cross cutting commitments where various institutions can contribute with commitments to strengthen a cross cutting public policy (environment protection, inclusion of gender perspective, rural development, among others).
- To prioritize commitments made through participatory mechanisms within the framework of the creation process of the 4th Plan or during ongoing instances where specific groups meet (for example groups of women or young rural people).
- To identify initiatives with an impact on local communities or specific populations.

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[1] **Open Government Network:** A network of the civil society organizations aimed at consolidating a transparent, participatory and collaborative governance model to impact on, participate in and exercise citizen control in the public policy cycle within the framework of the Open Government process in Uruguay.
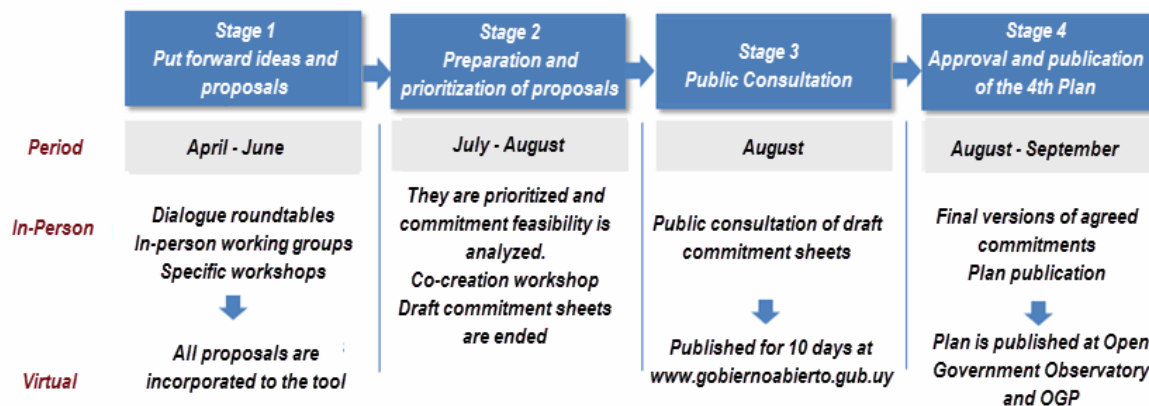
- To promote the continuity of relevant commitments from previous plans either because they are emerging, for their possible impact, or because they strengthen the sustainability of a public policy.
- To strengthen the synergy among national agendas to secure sustainability.
- To contribute to the achievement of any of the Sustainable Development Goals.
- To integrate a human right-based approach to the action plan, as well as a gender-sensitive perspective to some of the commitments and during follow-up.

Process stages and participants

The process was structured in 4 stages, as agreed with civil society representatives of the Open Government Working Group. Participants totaled 217 people: 141 women and 76 men. From the total of participants: 176 are representatives of public institutions, 23 represent the civil society, 10 the academia, 5 multilateral organizations, and 3 the private sector.

A total of 87 proposals and ideas were submitted, out of which 56 were presented using the online participation platform and 31 during in-person activities. Out of the proposals submitted using the different possible channels, 36 totally or partially became Action Plan preliminary commitments[2].

Characteristics of each stage:

	Stage 1 Put forward ideas and proposals	Stage 2 Preparation and prioritization of proposals	Stage 3 Public Consultation	Stage 4 Approval and publication of the 4th Plan
Period	April - June	July - August	August	August - September
In-Person	Dialogue roundtables In-person working groups Specific workshops	They are prioritized and commitment feasibility is analyzed. Co-creation workshop Draft commitment sheets are ended	Public consultation of draft commitment sheets	Final versions of agreed commitments Plan publication
Virtual	All proposals are incorporated to the tool		Published for 10 days at www.gobiernoabierto.gub.uy	Plan is published at Open Government Observatory and OGP

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[2] After proposals or ideas put forward during virtual or in-person instances pass stages 2 "Prioritize" and 3 "Public Consultation" they are called "preliminary commitments". Once both stages have been completed and the final document plan has been prepared, the commitment sheets will be sent to the institutions in charge for their final validation.

Stage 1: Put forward ideas and proposals

The first stage of the process was thought to put forward ideas and proposals. Any person could participate during the stage, whether acting as an individual or as representative of a State body, a civil society organization, the academia, or the private sector.
There were three procedures in place to submit proposals:

1. **New web tool for managing ideas and/or proposals:**

A new e-participation management tool for ideas and proposals was included during this stage to put the Plan creation process at the hand of the civil society and citizens in general. It was possible to submit proposals or contribute to existing proposals using the tool throughout all Stage 1.

A total of 56 proposals were submitted. They are available at https://plan.gobiernoabierto.gub.uy

Proposals or ideas should relate to specific topics such as: diversity and gender, human rights, environment, sustainable development, security, justice and anti-corruption, culture and education, companies, industry and energy, health and care, social development and/or social inclusion, public budget and finances, labor and social security, youth, livestock, agriculture and fisheries, etc.

Note: The management tool for proposals and public consultation was implemented using the platform Consul, a free software for citizen participation developed by the Government of Madrid: http://consulproject.org/es/

2. **In-person dialogue and working roundtables:**

Dialogue and working roundtables were created in order to enable a collaborative working space among the civil society, the academia and the diverse governmental actors. In agreement with the representatives of the Open Government Network, the Open Government Group prioritized the following topics to be addressed at the roundtables: "Government Open Data", "Transparency, Public Ethics and Anti-corruption", "Sustainable Development: Energy, Industry, Environment, Labor and Production" and "Human Rights and Social Policies".

● **Working Roundtable on "Government Open Data"[3]:** It was held on May 9 with 52 representatives: 40 represented public institutions, 9 civil society organizations, 1 was a representative of a multilateral organization, and 2 represented the private sector. During this activity, 106 data sets were presented and considered by the organizations as ready to be published. Also 32 data sets were identified as requests from the civil society, the academia and the private sector.

The aim, based on open data offer and demand, was to identify and prioritize data sets that could possibly be published in open format by the different State bodies during the term 2018-2020 and that at the same time would contribute to the National Strategy on Open Data and strengthen public policies currently implemented in Uruguay.

● **Dialogue Roundtable "Transparency, Anti-corruption and Public Ethics"[4]:** It was held on June 13 at Mercosur premises. The activity was supported by UNESCO, the Public Information Access Unit (UAIP), the Transparency and Public Ethics Board (JUTEP) and *Uruguay Transparente*. It gathered 37 participants: 27 from public institutions, 7 representatives of civil society organizations, 1 representative of the academia, and 2 representatives of international bodies.

● **Working Roundtable on "Sustainable Development"[5]:** It was held on July 4 at the Executive Tower of

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[3] Report on the Working Roundtable on "Government Open Data" available on the web [in Spanish] www.gobiernoabierto.gub.uy .

[4] Rapporteur's Report on the "Dialogue Roundtable on Transparency, Anti-corruption and Public Ethics" available on the web [in Spanish] www.gobiernoabierto.gub.uy .

[5] Report on the Working Roundtable on "Sustainable Development" available on the web [in Spanish] www.gobiernoabierto.gub.uy .

the Presidency of the Republic (annexed building). The activity was supported by the Ministry of Housing, Land Planning and Environment (MVOTMA), and the Office of Budgeting and Planning (OPP). It gathered 52 participants: 43 representatives of public institutions, 5 of civil society organizations, 3 of international bodies, and 1 representative of the private sector.

- **Dialogue Roundtable on "Human Rights and Social Policies":** It was held on July 13 at the premises of the National Institute of Human Rights and Ombudsman Office (INDDHH). The activity was supported by

the Secretariat on Human Rights at Presidency of the Republic, the Ministry of Social Development, and the National Institute of Human Rights and Ombudsman Office. It gathered 44 participants: 31 from public institutions, 11 from civil society organizations, and 2 from the academia. The aim of this activity was to identify possible initiatives regarding Education, Health, Youth, Social Development, Citizen Participation, Gender, Childhood and Disabilities that could be prioritized within the framework of the 4th Open Government National Action Plan.

3. **Specific workshops and other in-person instances:**

Specific workshops for the identification of proposals, as well as to reach agreements to commitments, were implemented in the cases of specific topics and groups with organized participation instances.

● **Workshop "Open data on femicide"[6]:** It was held on June 27 at the Executive Tower of the Presidency of the Republic (annex building). The activity was supported by the Latin American Open Data Initiative (ILDA), the International Development Research Centre (IDRC), the Avina Foundation, and the Development Bank of Latin America (CAF). The workshop gathered 33 participants: 27 from public institutions and 6 from civil society organizations. The objectives of the workshop were:

a. To know about the production and standardization of data on femicides, which was proposed by ILDA within the framework of RedGealc's working group on open data.

b. To assess the viability of the proposed standard implementation in Uruguay as a pilot project. To analyze how that potential implementation might contribute to the national strategy as well as to the regional experience promoting an informed debate on the topic.

c. To identify other initiatives that contribute to open government and to its key elements, so that they can be included in the National Action Plan 2018-2020.

● **Roundtable "A meeting between women and rural young people":** It took place on May 24 organized by the Ministry of Livestock, Agriculture and Fisheries (MGAP), within the framework of the MERCOSUR Specialized Meeting on Family Agriculture (REAF). The roundtable gathered 35 participants: 4 from public institutions, 15 rural women and 16 representatives of rural young people. This was the first instance where the MGAP coordination team enabled the identification of a possible commitment related to Rural Development, Gender and Youth, as well its co-creation.

● **Working Roundtable on "Election Board Open Data":** It was held on July 26 at the premises of the Election Board and gathered 23 representatives: 14 of public institutions, 4 of the civil society, and 5 of the academia.
Their objectives were:
a. To agree on the Proposal of a data model to be used by the Election Board when publishing data on the 2020 National Elections in open format. The model aims at integrating data from the full Election Cycle: Internal Elections, National Election, a possible Run-off Election, Local Government Elections and Municipal Elections.
b. To identify data that could be integrated strengthening the commitment made on the 3rd Plan and provide continuity within the 4th Action Plan.

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[6] Report on the Workshop with International experts on "Open data on femicide" available on the web [in Spanish] www.gobiernoabierto.gub.uy.

Stage 2: Preparation and prioritization of proposals[7]

Every proposal and their comments were systemized and analyzed by the Open Government Working Group. Subsequently they were prioritized based on the document "Criteria to integrate commitments[8]", defined by the Open Government Working Group in accordance with guidelines defined by the OGP Board of Directors "Government Point of Contact Manual"[9]. To continue working towards the definition of proposals and ideas considered in several instances (both virtual and in-person), specific meetings took place with the public institutions involved as well as with civil society representatives.

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[7] Report on the "Workshop on Open Government Commitment Co-creation" available on the web [in Spanish] www.gobiernoabierto.gub.uy .

[8] "Criteria to integrate commitments"

[9] Government Point of Contact Manual

The implementation feasibility within a 2-year term of the Plan execution, from the point of view of the necessary resources to honor the commitments (economic, on human resources, etc.), was analyzed by public institutions receiving demands from the civil society with the support of the Open Government team, responsible for the process' articulation. Those proposals considered viable and sustainable in time evolved into commitments included in this Plan.

Likewise, the plan includes commitments arising in public institutions to strengthen the values promoted by the Open Government Partnership or as part of their own initiative, and are included in the plan with new proposals put forward either from their institutions or from others, that ensure continuity of commitments in previous plans. They were all put to the consideration of the civil society and open to contributions.

Preparation of commitment draft document: Co-creation workshop

Viable proposals that could potentially evolve into commitments were included in a Co-creation workshop with these main objectives:

a. To share preliminary commitments prepared by organizations with representatives of the civil society and the academia, to then develop the initial version of the sheet (in accordance with the OGP format) to be published for Public Consultation.
b. To train all parties involved in OGP participation and co-creation standards and adjust the preliminary sheets accordingly.
c. To identify potential thematic synergies among actors involved in plan commitment implementation and/or monitoring.

The workshop was held on August 16 at premises of the Presidency of the Republic. There were 63 participants: 53 representatives of public institutions, 9 of the civil society, and 1 representing the academia. As a result of the workshop, the preliminary commitment sheets were obtained. After their validation before the body in charge, they were published for Public Consultation.

Stage 3: Public Consultation

Proposals that after passing stage 2 turned into preliminary commitments, reach stage 3, Public Consultation, under the motto "Take part in Public Consultation: Get to know the commitments in the 4th Open Government National Action Plan. Make your contributions until September 7, 2018."
Even though "Public Consultation" is an OGP mandatory requirement, it is key for citizens in general to get to know the defined preliminary commitments so that based on their comments, commitments can be improved.

The following activities were carried out in order to disseminate the "Public Consultation":

- Spreading using the web gobiernoabierto.gub.uy and agesic.gub.uy: The piece of news on the consultation was accessed 725 times.
- Using the social network Twitter to reach 7000 people.
- Using the social network Facebook to reach 36,700 people and obtain 400 interactions.
- In order to reach all civil society organizations, the information was sent to 2nd level organizations for them to act as replicators: Institute of Communication and Development (ICD) due to being responsible for the Civil Society Mapping in Uruguay, the Open Government Network (RGA) which groups the organizations that take part in the process, and the National Association of NGOs, oriented towards Development (ANONG).

- Likewise, e-mails were sent to all participants involved in the 4th plan preparation process and also to those involved in previous plans.

Public Consultation was available during 10 calendar days. During those days citizens in general could post their comments and make their contributions to the preliminary commitment sheets published.

Stage 4: Approval and publication of the 4th Plan

Once Public Consultation was over, the final version of the 4th Open Government National Action Plan was consolidated within the framework of the Open Government Working Group. This version was validated by the public institution authorities in charge of each commitment to be included in the plan. Subsequently, the final document of the plan and the draft of the Executive Power Decree were sent for approval by the Presidency of the Republic.