

OECD Digital Government Studies



# Open Government Data Review of Mexico: Data Reuse for Public Sector Impact and Innovation

Highlights



## THE OECD WORK ON DIGITAL GOVERNMENT: Supporting member countries and partners to increase public sector productivity through technological change and public sector innovation

### OECD RECOMMENDATION ON DIGITAL GOVERNMENT STRATEGIES

Adopted by the OECD Council on 15 July 2014, the Recommendation on Digital Government Strategies provides a set of 12 principles to guide decision makers in using digital technologies to foster participatory governance, innovation, transparency, and efficient public sectors. The Recommendation focus on three key enablers:

- **Openness and engagement:** ICT deployment should explicitly include objectives to achieve greater public sector openness, transparency and inclusiveness, including through multi-actor engagement and participation in policy making and service delivery.

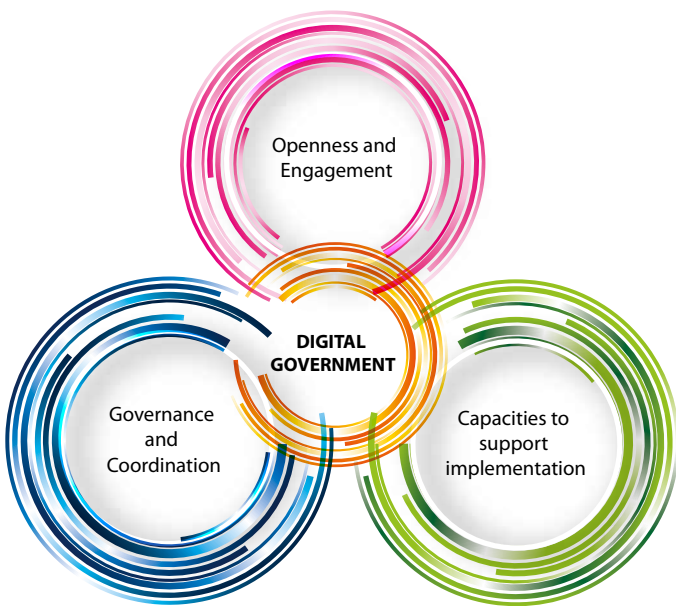
Creating a data-driven culture across public sector institutions is key while ensuring the protection of citizens' privacy and security.

**Governance and coordination:** Digital government requires leadership and political commitment in order to foster the coherent use of digital technology across policy areas. Effective organisational and governance frameworks support better inter-governmental coordination and international cooperation (e.g. through collaboration platforms or the adoption and adaptation of best international practices to the national context).

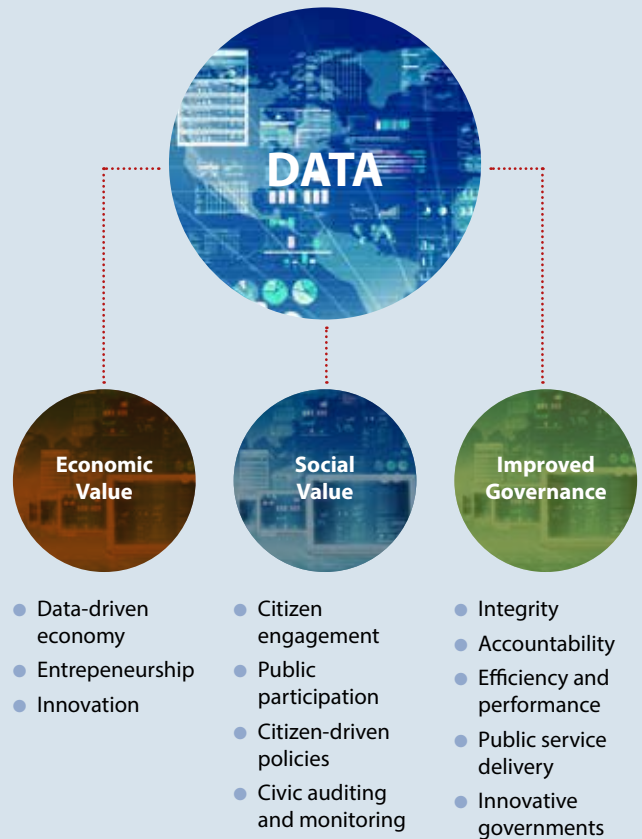


### THE OECD OPEN DATA PROJECT

The OECD works actively on open data policies, building on a solid presence in the international open data community and pioneering analytical work. The *OECD Open Data Project* draws upon the close cooperation with OECD member countries and partners. Together, we aim to find common solutions and foster cross-national collaboration to help countries make the most from their open data policies and initiatives.



- **Capacities to support implementation:** An effective policy implementation requires developing clear business cases while reinforcing ICT project management capacities inside public sector institutions and ensuring an appropriate legal and regulatory framework. New technologies should be brought in to public sector institutions drawing, wherever feasible, upon private-public cooperation (e.g. development of data science skills and machine-learning capacities).



### HOW TO CREATE VALUE FROM OPEN DATA?

OECD countries have increasingly moved towards a demand-driven data publication and greater collaboration with user communities to spur data reuse.



## MEXICO: From an International Open Data Agenda to Domestic Impact

Mexico realised early on the potential of open data. As a result, it has positioned itself as an active player within the international open data ecosystem. It was involved in the development of international policy instruments such as the International Open data Charter (IODC) and the G20 Anti-corruption Open Data Principles. It is also a founding member of the Global Partnership for Sustainable Development Data, which aims to spur the use of open data as a mechanism contributing to the achievement of the Sustainable Development Goals (SDGs).

The country is also a leader on open government both regionally and globally, and has actively participated within the international open data community. The

country has been Chair of the Open Government Partnership (OGP) (2014-2015), and a member of the OGP steering committee pushing for an ambitious global open government (OG) agenda in this capacity.

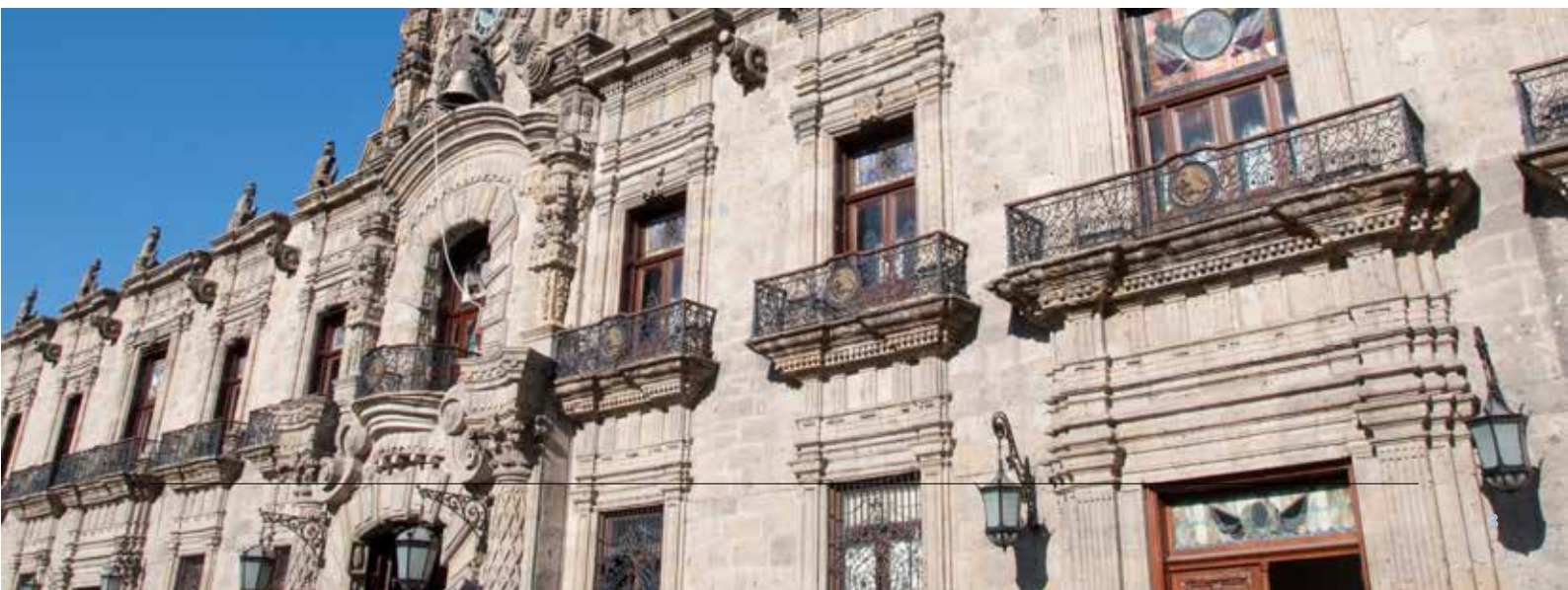
Mexico hosted the 3rd OGP Global Summit in Mexico City in October 2015 and, as a testimony of its commitment to OG, has become co-Chair, together with Costa Rica, of the OECD Network on Open and Innovative Government in Latin America and the Caribbean.

This international role has been crucial to build a forward-looking vision at the Centre of Government thereby placing open data at the core of digital strategies and national development.



## SETTING THE RIGHT ENVIRONMENT: Paving the road towards the creation of a dynamic open data ecosystem in the country.

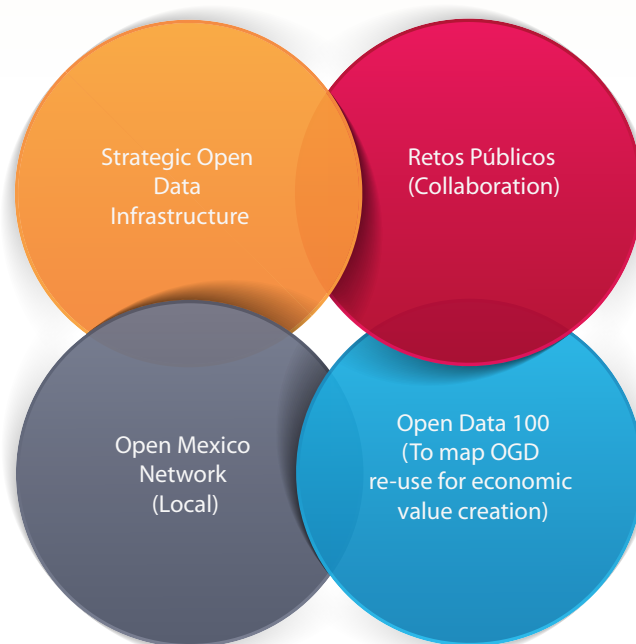
- The location of the **Coordination for the National Digital Strategy** (*Coordinación de la Estrategia Digital Nacional*, CEDN) within the Office of the President (*Presidencia de la República*) has provided open government and open government data with high-level policy support.
- The **Chief Data Officer** (*Dirección General de Datos Abiertos*, CDO) – an internal body within the CEDN - has played a key role in defining a forward-looking vision for open data in the country that goes beyond public sector transparency.
- The President of Mexico published the **Open Data Executive Decree** in 2015 which spurred open data initiatives across central public institutions, enabling greater open government data disclosure through the central portal.
- The Decree acts as a legal and policy backbone for open data in the country. It set a shared policy co-ordination framework between the **Ministry of Public Administration** (*Secretaría de la Función Pública*, SFP) and the **Coordination for the National Digital Strategy** (*Coordinación de la Estrategia Digital Nacional*, CEDN).
- Important results at the domestic level include the development of the national OGD portal **datos.gob.mx** (2015), and the publication the same year of the General Law on Transparency and Access to Public Information, which embeds the concept of open data into national legislation for the first time.
- The Open Data Squads (a body within the Office of the CDO) have played a key role in implementation by providing regulatory and technical support to central public institutions **and local governments** towards greater data disclosure and data-literacy across public institutions.
- The **National Statics Office (the INEGI)** has an active role on policy implementation. It has developed and published *technical guidelines and norms* for open data disclosure.
- All these efforts help public institutions to follow the guidelines included in the **Implementation Guide of the Open Data Policy** (*Guía de Implementación de la Política de Datos Abiertos*) which aims to assist them in developing and implementing their own institutional open data plans and to disclose open data based on a demand-driven approach.





## GETTING THINGS DONE: Achieving goals through a fast-paced policy development.

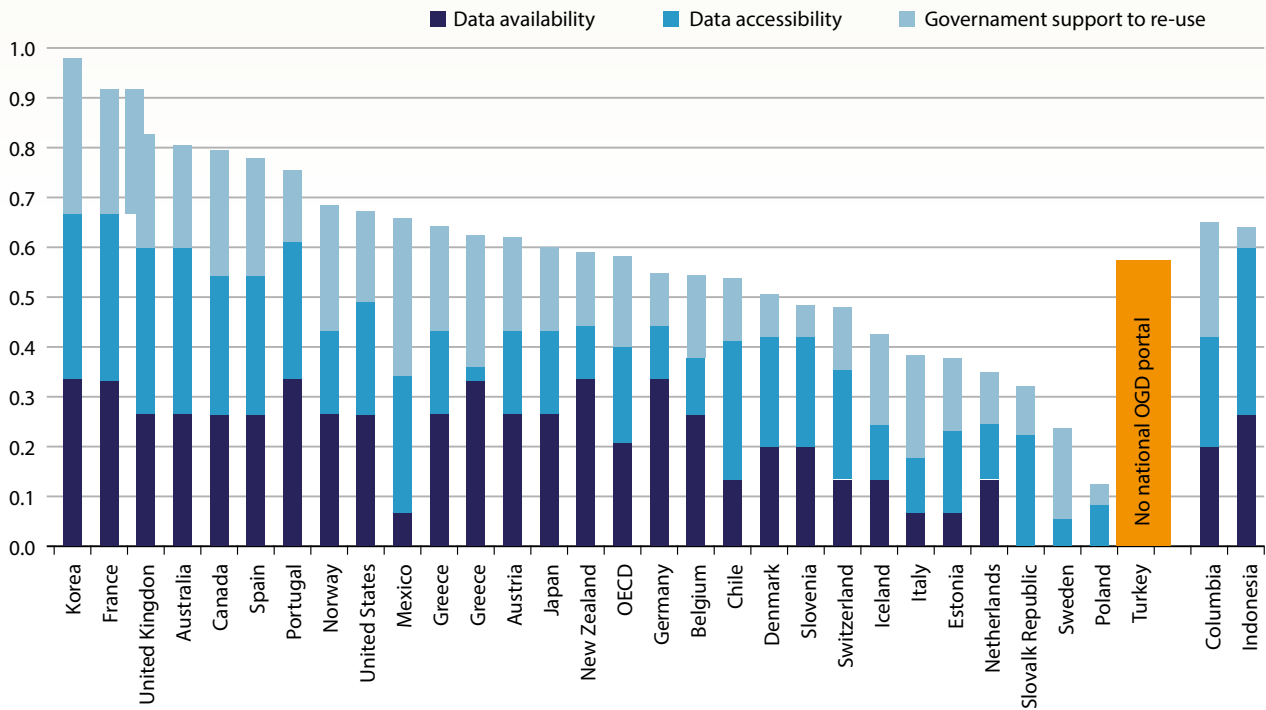
- The definition of the **Strategic Open Data Infrastructure** through a public consultation process has been crucial to guide open data disclosure by public institutions. The Infrastructure guides the prioritisation of data publication by the central government based on their potential contribution to national development goals.
- The CEDN and the SFP designed and implemented the **Open Mexico Network (Red Mexico Abierto)** to bring **local governments** closer to the national open data policy. The OMN has enabled greater local OGD disclosure on the central portal, spurred open data initiatives at the local level, and ensured the development of *local open data initiatives* in coherence with the national policy.
- The **Open Mexico Network** brings local governments in Mexico closer to international open data instruments, such as the International Open Data Charter, thereby drawing a direct link between the international open data community and local governments, and enhancing multi-level policy coherence around open data.
- **Retos Públicos** -an initiative providing incentives for apps development- connects developers and public institutions and fosters collaboration around specific policy issues and sectors.
- As a result, web and mobile-based platforms and apps have been developed by private sector organisations to improve public service delivery or to tackle asymmetries in citizens' access to information. Other resulting tools are good examples of the use of digital technologies and open data for risk management, hence linking open data initiatives with the achievement of the **Sustainable Development Goals**.



- **Open Data 100** (the Mexican Chapter of Open Data 500) aims to map the use of open government data by social and private sector organisations. This initiative (developed in collaboration with the GovLab of the University of New York) has enabled the Mexican Government to identify business-oriented user communities within the OGD ecosystem using OGD, thus paving the way to strengthening the capacities to measure the economic value created through OGD re-use by private sector organisations.
- All these efforts have placed Mexico among the top 10 OECD countries in the OECD **Open, Useful, Reusable Government Data Index (OURdata Index)**.
- By ensuring open data **availability** and **accessibility**, and **supporting its reuse** by users, the Mexican Government paves the way for the **creation of public value**



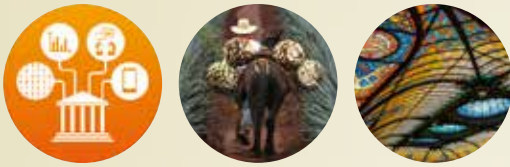
Figure 1. OECD OPEN, USEFUL, REUSABLE GOVERNMENT DATA REVIEW



The Mexican Government acknowledges open data as a potential enabler of the **digital economy**, and as an instrument that could contribute to greater **public engagement**, more efficient **public service delivery**, more **evidence-based policy making**, and a **data-driven public sector**.

These ambitious policy goals are clearly stated in the National Digital Strategy, which is directly linked to the development agenda of the President of Mexico for 2012-2018 (National Development Plan).





# THE WAY FORWARD: Towards a more mature national open data ecosystem

## Building a pro open data public sector

- **Sustain the co-ordination of the OGD policy implementation between the Office of the President and the SFP** in the medium (three years) and long term (five years) to ensure the continuity of high-level political support for policy development and more effective policy implementation.
- **Ensure the availability and continuity of federal funding for the open data policy** to ensure the development and implementation of open data initiatives by the centre of government.
- **Develop a structured national open data strategy** in order to **ground policy directives, vision, and goals** building on the needs of the national open data ecosystem. This could also help ensuring stability in the long term of the OGD governance framework.
- **Assess the national context and the capacities of the ecosystem**, and further involve key public institutions (such as those in charge of sectorial policy coordination).
- Ensure the **continuity of technical support bodies** (such as the Open Data Squads) in order to increase data literacy inside public sector institutions.
- Highlight the relevance, and support the availability, of **Institutional Chief Data Officers** within key public institutions. This could help to align the emerging vision for open data across public sector institutions with the central vision of the central policy coordinating institutions in order to exploit the value of open data to achieve sectorial policy objectives as well as broader policy goals.
- **Streamline data and privacy protection regulations** to reduce confusion among citizens and civil servants and decrease regulatory dispersion due to the availability of different instruments. Clear regulations regarding personal data managed by public officials are crucial to protect citizens and to increase their trust.

Figure 2. **KEY CHALLENGES FOR OPEN GOVERNMENT DATA IN MEXICO**







### Towards a demand and value-driven data disclosure

- It is necessary to go beyond one-time consultation exercises. Running regular consultations involving line ministries is crucial to help them connect with different user groups towards the implementation of institutional open data initiatives.
- Establishing data-request channels through the central portal is key to identify data demand while fostering the value of **datos.gob.mx** as a data crowdsourcing platform where users can request and publish open data.
- Public institutions disclosing data should acknowledge who their data users are. Supporting line ministries to connect with their clients through segment-oriented open data marketing and communication strategies is key to further reach and engage external stakeholders.

### Building skills across external social user communities and engaging the ecosystem

- Provide training and capacity building activities for the general society and to specific social groups such as **journalists** is crucial to reinvigorate the ecosystem.
- Increase trust in government by partnering with **civil society organisations and journalists** towards the achievement of broader policy goals such as the **fight to corruption and strengthening public sector integrity**.

#### Use and leverage Retos Públicos as a platform to:

- Develop 2-way data exchange channels with the society in a broad sense (i.e., mobile or web-based applications).
- Reinforce the capacities of public institutions to connect with open data communities outside the government. Public institutions should be able to implement sector-specific multi-stakeholder collaboration exercises, in order to create greater sector-specific values.

### Investing on the people: Open data and the digital economy

- Performing consultation exercises aimed at identifying business-oriented data demand could contribute to spur the value of open government data for businesses. These consultation exercises would help to establish a business case for the Mexican public sector thereby convincing the various parts of the administration of the relevance of populating the portal with economically valuable data.
- Using the current cooperation established with the Ministry of Economy and other bodies, such as the National Institute for Entrepreneurs would be beneficial to develop a data-driven business community. The Mexican Government could consider following the example of Korea and the European Union (EU) which have taken actions to support the development of a data-oriented business community and provide support to OGD-based start-ups.
- Develop partnerships with academic institutions to stimulate a data-driven entrepreneurship. This collaboration should aim to invigorate data-driven innovation and create long-term and sustainable economic value through the development of skills





from the earlier stages of academic and professional development (e.g. with the development of targeted curricula).

### Investing in public sector institutions: Towards a data-driven public sector

- **Involve public officials in the design and implementation of OGD policies, acknowledging their role as data consumers.** This should aim to take into account their needs in terms of data sets, software, data quality, skills and organisational support, in order to design policies and programmes that could contribute to more effective inter-institutional data-sharing practices and data inter-operability within the framework of open data policies.
- **Respond to public institutions' needs** and use the Open Data Squads to implement programmes aiming to **enhance the institutional capacities for and coordination of data analytics throughout the Mexican public administration.** Using a larger number of data, from more diverse data sources, and implementing more sophisticated methods of analysis, would allow **further developing more innovative policies and services.**
- **In the short term, prioritise key policy sectors for capacity building.** Capacity building activities could initially be oriented towards increasing the capacities of public institutions working on policy areas or sectors of priority for the Mexican Government such as the energy sector. Building these capacities should be included as a **strategic component of public sector reforms** (thereby contributing to the modernisation and transformation of the energy sector in Mexico) but also as **an action line of a more structured open data strategy for the country.**
- **In the long term, aim to fill existing gaps of core skills and job positions relevant for a sustained development of data-driven public sector.** This could include foreseeing a skill-development programme across the public sector. The Government should assess available data-related knowledge and skills and offer a programme accordingly. Besides ensuring a basic data literacy level for all public servants, efforts

should focus on guaranteeing the presence of experts in specific areas, such as data encryption and data quality management.

### Multi-level governance: Open data at the local level

- **Expand the areas of work of the Open Mexico Network drawing upon the business case for open data at the local level in order to increase its relevance for local communities.** The OMN should be equally useful to support local governments to develop and implement open data initiatives contributing to *address specific local needs*, thereby expanding OGD value to various policy areas (e.g. tourism, energy consumption, pollution).
- **Sustain multi-level collaboration within the framework of the Open Mexico Network in order to keep building a broader vision for open data at the local level in line with the central policy's goals to balance it off with local objectives.** The work of the OMN will remain of key importance not only to ensure policy coherence, but also to further *transfer the open data vision* from the Centre of Government to the local level.
- **The Open Mexico Network could be used as a platform to a) strengthen horizontal collaboration between local governments in Mexico at the policy implementation level.** The OMN could be further leveraged as a platform for horizontal collaboration and support between local governments focusing its activities on open data matters; and b), to **further connect local governments with the international open data ecosystem.**
- **Coordinate with local governments in order to further reach stakeholders at the local level towards greater value co-creation.** The active involvement of local stakeholders as enablers of value creation will be strategic to translate Mexico's international commitments on open data into local impact. Sector-specific open data initiatives implemented by social and private organisations at the local level should contribute in a co-ordinated and collaborative fashion to the achievement of the SDGs and the IODC.

**OTHER PUBLICATIONS:**

**OECD Open Government Data Review of Poland**



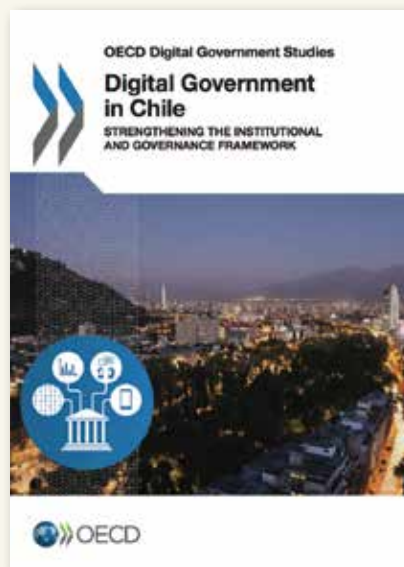
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