



This tool is developed by
Step Up Consulting as
part of the Project



FROM MOTIVATION TO USE:
Stakeholder interests and initial results
of the Philippine Open Data Portal

BENCHMARK ON READINESS FOR OPEN AGENCY DATA (The BROAD Tool)

With support from



Partners



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BACKGROUND

The Philippines is one of the 8 pioneering countries in the world that founded the Open Government Partnership in September 2011. The partnership calls for greater availability of government information to the public, implementation of standards of transparency and accountability in governments, as well as use of technology for openness and accountability. President Benigno S. Aquino Jr., current President of the Republic, pushed for Congress to ratify the Freedom of Information (FOI) bill which the legislative failed to pass in May 2010 in the term of the previous president. As of this year,

the FOI has been awaiting enactment for 16 years now. The bill as it was deliberated then, and as proposed in the 2012 version¹, requires government agencies, including local government units, a mandatory proactive disclosure of information to the public, more particularly in websites, all public interest documents, including budget, itemized collection and disbursements, procurement documents including invitations to bid, contracts, and public funding awarded to private entities, among others. Further, it acknowledges that every Filipino has the right to access government records, exempting only those that are in the nature of national security, or that which relate to foreign policy, trade secrets, privileged communication, or are subject to constitutional limitations.

¹ The legislative measure is reintroduced again in 2013 both in the House of Representatives (Congress) and the Senate.

As the bill sits pending deliberation and enactment in Congress, the Philippine government made initial strides in opening up data to the public. In January 2014, it launched the Philippine open data portal (data.gov.ph) which “aims to make national government data searchable, accessible, and useful, with the help of the different agencies of government, and with the participation of the public.”

Currently, out of the 15 data categories which range from economics, to politics, and to culture, two data categories remain unpopulated at the national data portal; politics and elections and law and justice. The majority of data sets currently point to public administration, more particularly revenues, budget and spending and a significant amount of datasets on education. To date, the Philippines still has 13 key government datasets that are not available to the public. The Open Data Barometer, which provides a country ranking based on scores examining open data readiness, implementation, and impact in 86 countries, mentioned that one of the challenges of the Philippines is “mainstreaming open data across government and institutionalizing it as a sustainable practice.” They likewise mentioned that the decrease in the country’s ranking - from 47th in 2013 to 53rd in 2014 - was due to the unavailability of core datasets and the lack of impact.

The Philippine government recognizes that the key to improvement in data availability is the participation of agencies that produce, generate, or own the data sets. Thus, this Benchmark on Readiness for Open Agency Data (BROAD) Tool intends to determine the capacity and performance of national government agencies in the provision of open data to the public. The results of the benchmarking tool can be used by the Open Data Task Force and also by relevant national agencies of the Philippine Government to formulate a capacity development strategy to improve capacity and performance of the NGA in open data.

This manual is the first version of the BROAD Tool. This was developed by the Step Up Consulting and the Open Data Task Force as part of StIR ODP Project ², a research project by Step Up Consulting which seeks to study the initial results of the Philippine government’s open data portal, with a particular focus on the motivations for disclosure and evidence of use. The project is funded by the Southeast Asia Technology and Transparency Initiative.

The manual is based on a review of five key assessment tools or models in Open Data, namely, the Web Foundation’s Open Data Barometer, the United Nations Open Government Readiness Assessment, the Open Data Institute’s Open Data Maturity Model, the Center for Technology in Government’s Information Sharing Dissemination Worksheets, and World Bank’s Open Data Readiness Assessment. This document also considered the Common Assessment Framework developed through a workshop hosted by Web Foundation and GovLab NYU in May 2014 ³.

This manual was developed by Michael P. Canares of Step Up Consulting with inputs from World Wide Web Foundation, Open Data Lab Jakarta, and the Open Data Task Force-Philippines. Funding support for this work was provided by the Southeast Asia Technology and Transparency Initiative of Hivos through the StIR-ODP Project (From Motivation to Results: Stakeholder Interests and Initial Results of the Philippine Open Data Portal).

² The full title of the project is “From Motivation to Use: Stakeholder Interests and Initial Results of the Philippine Open Data Portal”.

³ See for example https://docs.google.com/a/webfoundation.org/document/d/1DLQrC-UnvK_3-aVGMB0AS1zqNHbZ6NxUcAfqY8ksETc/edit



1. INTRODUCTION

1.1. WHAT IS OPEN DATA⁴ ?

Open data as defined by the Open Definition is “data that can be freely used, reused, and redistributed by anyone – subject only, at most, to the requirement to attribute and share alike”. The following are the most important points in this definition;

⁴ This and the succeeding subsection is largely based on three sources:
a. Davies, et al (2013) report entitled “Researching the Emerging Impacts of Open Data”. Available at <http://www.opendataresearch.org/sites/default/files/posts/Researching%20the%20emerging%20impacts%20of%20open%20data.pdf>; and
b. Open Knowledge Foundation’s “Open Data Handbook” available at <http://opendatahandbook.org/en/index.html>
c. Davies, T. (2014) report entitled “Open Data in Developing Countries: Emerging Insights from Phase 1”. Available at <http://opendataresearch.org/sites/default/files/publications/Phase%201%20-%20Synthesis%20-%20Full%20Report-print.pdf>

- **Availability and Access:** the data must be available as a whole and at no more than a reasonable reproduction cost, preferably by downloading over the internet. The data must also be available in a convenient and modifiable form.
- **Reuse and Redistribution:** the data must be provided under terms that permit reuse and redistribution including the intermixing with other datasets.
- **Universal Participation:** everyone must be able to use, reuse and redistribute - there should be no discrimination against fields of endeavor or against persons or groups. For example, ‘non-commercial’



re-typing in data; and

- **Practically / legally re-useable** which may involve the availability of an open license that grants explicit permissions, or may involve the existence of wider legal or cultural frameworks that enables the practical re-use of the data.

1.2. WHY IS OPEN DATA VALUABLE IN GOVERNANCE?

“Open Government Data has an intrinsic appeal. The idea of making data ‘open by default’ challenges entrenched cultures of state secrecy and calls for data to be treated as a public resource: available to support citizen participation, to improve the delivery of public services and as an input into innovation and enterprise. Although openness is an important modern value, that contributes to freedom and autonomy, open data itself is ultimately only a means to an end: or more precisely, a means to many different ends. One such end is development, understood as the sustainable and equitable flourishing of human capacity, against a backdrop of guaranteed human rights.”
(Davies, T. 2014:5)

restrictions that would prevent ‘commercial’ use, or restrictions of use for certain purposes (e.g. only in education), are not allowed.

Recognizing that the definition above originated from the perspective of developed countries, the Open Data in Developing Countries network used a slightly broader definition. Open data is data that is

- **Generally accessible online** as evidenced by, for example, its inclusion in a national data portal, or the fact that it is being widely accessed by a range of actors operating independently of one another;
- **Machine readable** as evidenced by the use of non-proprietary digital formats, and the data being structured in ways that allow it to be filtered, sorted, reshaped and manipulated without copying/pasting or

The Open Data Handbook reports that open data creates value in transparency and democratic control, participation, self-empowerment, improved or new private products and services, innovation, improved efficiency and effectiveness of government services, and new knowledge from combined data sources and patterns in large data volumes. This is supported by several country examples in the areas of health, education, elections, legislation, revenues and taxation, air quality, sanitation, and energy, showing how open data results to political, economic, and social change. However, most of these examples come from the developed economies.

The Open Data Research Network report on the Emerging Impacts of Open Data in Developing Countries confirms some of these results from the perspective of developing economies. Based on 17 case studies from across the developing world, there is evidence to show that opening

data improved government reporting systems, changed the nature of claims that civil society can demand from governments, opened the discussions for quality data provision, and provided avenues for more transparency in government budgeting and spending practices.

1.3. WHY THIS TOOL?

This tool is called the Benchmark on Readiness for Open Agency Data (BROAD). This is called a benchmark because this is the standard or the point of reference for assessing open data practices of agencies. This is also a benchmark for readiness, because the tool essentially measures how ready or capable are agencies in proactive disclosure. Finally, this is a tool about open agency data because what it seeks to measure is the capacity for agencies to proactively disclose the data that they collect, store, generate, produce, and curate.

This tool serves two purposes – diagnostic and planning. As a diagnostic tool, it will help agencies gauge the extent of their openness in data disclosure. As a planning tool, it will help agencies identify areas where they need capacity building on, and will help the Open Data Task Force to offer and provide the appropriate support.



2. THE BENCHMARK ON READINESS FOR OPEN AGENCY DATA TOOL

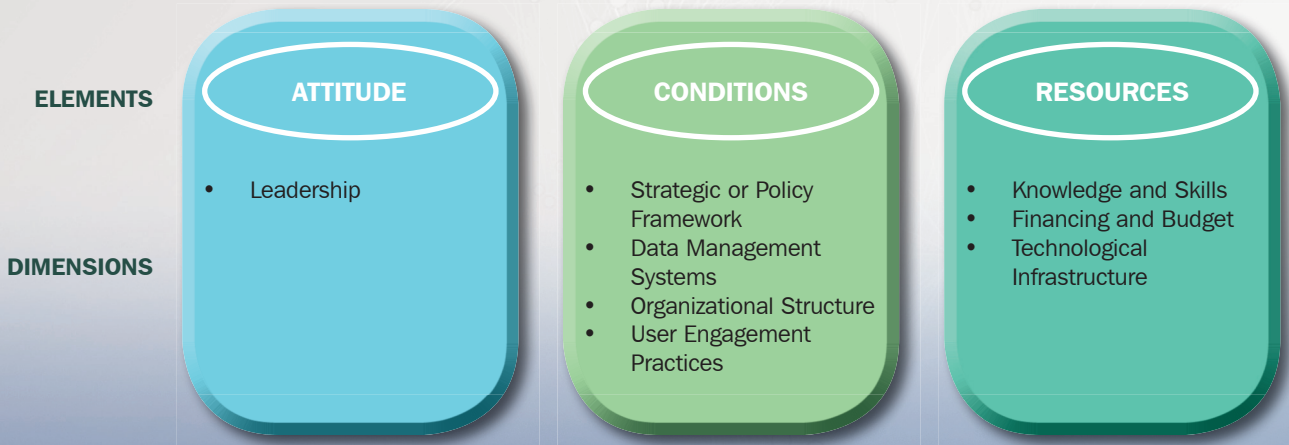
2.1. THE EIGHT ELEMENTS

The BROAD, as a readiness study, assesses whether the conditions of the agency are appropriate for open data initiatives to be effective. It assesses whether the agency possesses the critical elements that will enable it to perform proactive disclosure of open agency data. For BROAD, three dimensions of readiness assessment are used, normally used for change readiness assessments – Attitudes, Conditions and Resources (see Pearson 2011).

Attitudes generally refer to both the organizational and individual motivation for engaging in, and implementing

open data initiatives. This may include the commitment of agency leadership towards open data and the buy-in of key agency personnel involved in the initiative. Conditions refer to the laws, structures, and systems necessary for open data to be implemented and sustainably undertaken. Finally, resources refer to the human, financial, and technical resources to ensure the open data is embedded in organizational processes, outputs, and outcomes. These three components underpin the eight seven benchmark elements that will be assessed through this tool. This is illustrated in Figure 1 below:

FIGURE 1: READINESS DIMENSIONS AND ELEMENTS



The eight elements included in the benchmarking tool are briefly explained in Table 1 below:

TABLE 1: READINESS ELEMENTS

READINESS ELEMENTS	EXPLANATION
Leadership	This refers to the commitment of key stakeholders in the organization to provide resources, guidance, timely decisions, and effective motivation to the agency to make open agency data possible.
Strategic or Policy Framework	This refers to the presence of clear, understandable policies and procedures that the agency complies with or mandates to ensure that open data is proactively disclosed. Open data is a key element in organizational strategy.
Data Management Systems	This refers to the functionality of systems regarding data standards, data release processes, data sharing, data usage, data storage, and documentation.
Organizational Structure	This refers to the presence of a unit, team, or function within the agency that undertakes, implements, or coordinates open data initiatives within the agency.
User Engagement Practices	This refers to the presence of agency practices in identifying stakeholders and users of its data and engaging with them to use or reuse its data. This can be evidenced by actual use of data and the agency's responsiveness to user demands.
Knowledge and Skills	Key stakeholders within the organization have a good understanding of open data and the unit or structure responsible in managing open data initiatives have the required knowledge and skills.
Financing and Budget	The agency has allocated sufficient financial resources to implement initiatives on open data. Systems and structures to make open data within the agency work are adequately funded.
Technological Infrastructure	This refers to the required hardware, software, and network infrastructure necessary for open data sharing within the agency and between the agency and its clients.



3. THE BROAD INDICATORS

3.1. THE 12 INDICATORS

The 8 BROAD elements are further broken down into specific and measurable indicators. Each of the elements has at least one indicator but those relating to data management, user engagement practices, and knowledge and skills have more than one indicator each. In sum, a total of 12 indicators are identified to measure the agency’s readiness for open data. This is shown in the table below.

TABLE 2: LIST OF BROAD INDICATORS AND DESCRIPTIONS OF IDEAL PERFORMANCE

INDICATORS	WEIGHT	DESCRIPTION OF IDEAL PERFORMANCE
Element 1: Leadership		
Indicator 1: Level of commitment of agency leaders to institutionalize open data within the agency	1	Agency top and middle managers provide guidance, resources, timely decisions, and motivation to agency personnel so that open agency data will be institutionalized
Element 2: Strategic/Policy Framework		
Indicator 2: Presence of whole-of-agency strategy/policy regarding open data	1	The agency has a documented whole-of-agency strategy or policy regarding open data that clearly articulates the intended outcomes, processes, responsibilities, and resources that are necessary to institutionalize open data within the agency
Element 3: Data Management Systems		
Indicator 3: Comprehensiveness of information on data assets and requirements	1	The agency has all of its data held digitally, maintains a comprehensive inventory of data assets (data holdings, information asset register), and a comprehensive metadata (including frequency of updating) and supporting documentation
Indicator 4: Availability of a clearly-defined technical standards for data publication	1	The agency has a defined set of key technical standards, including codes and identifiers, for the publication of open data.
Indicator 5: Adequacy of data release practices	1	The agency has a repeatable, organization-wide release process for publishing data sets, with relevant policy on open license to allow use and reuse

Element 4: Organizational Structure		
Indicator 6: Functionality of a team, unit, or working group on open data	1	The agency has a functional team, unit, or group in charge of open data initiatives.
Element 5: User Engagement Practices		
Indicator 7: Extent of agency efforts in engaging both internal and external users of open agency data	1	The agency shows proactive efforts in engaging both internal and external users of open agency data.
Indicator 8: Responsiveness of agency to user request or demand for open agency data	1	The agency responds to user requests for open agency data within reasonable time frame as set by agency policy.
Element 6: Knowledge and Skills		
Indicator 9: Level of knowledge and understanding of open data at all levels in the organization	1	All key stakeholders in the organization, at all levels, have knowledge and understanding of open data
Indicator 10: Level of technical knowledge and skills of open data unit or team in the agency regarding open data and data management	1	The agency's open data team, unit, or working group has the requisite technical skills in data collection, curation, management, and publication.
Element 7: Financing and Budget		
Indicator 11: Amount of financial allocation for open data activities and initiatives	1	The agency has allocated sufficient funds from its annual budget to implement open data initiatives within the agency.
Element 8: Technological Infrastructure		
Indicator 12: Adequacy of technology to implement open data initiatives	1	The agency has the adequate hardware, software, network infrastructure, and connectivity to realize open agency data.

3.2. SCORING DESCRIPTION FOR EACH INDICATOR

Element 1: Leadership

Indicator 1: Level of commitment of agency leaders to institutionalize open data within the agency.

Score	Criteria	Means of Verification
4	Agency leaders (top and middle managers) provide guidance, resources, timely decisions, and motivation to agency personnel so that open data will be institutionalized.	Minutes of meetings, inter-office communication, pronouncements, policies
3	Agency leaders (top and middle managers) provide guidance and motivation to agency personnel so that open data will be institutionalized	Minutes of meetings between/among relevant departments
2	Agency leaders (top and middle managers) set up compliance mechanisms for open data to be implemented in the agency.	
1	Agency leaders have started talking/introducing open data but have not made any concrete step for it to be implemented within the agency.	
0	Agency leaders have not mentioned anything about open data and have not articulated it as part of the agency's functions or strategy.	

Element 2: Policy and Strategic Framework

Indicator 2: Presence of whole-of-agency policy/strategy regarding open data

Score	Criteria	Means of Verification
4	The agency has a documented whole-of-agency strategy or policy regarding open data that clearly articulates <ol style="list-style-type: none"> what open agency data would like to achieve what tasks and processes are necessary to achieve it who are responsible in ensuring completion of these tasks or processes how this strategy or policy will be funded or resourced 	Copy of department order Copy of project planning documents that implement the policy/DO.
3	The agency has a documented whole-of-agency strategy or policy regarding open data that clearly articulates <ol style="list-style-type: none"> what tasks and processes are necessary to achieve it who are responsible in ensuring completion of these tasks or processes how this strategy or policy will be funded or resourced 	
2	The agency has a documented whole-of-agency strategy or policy regarding open data that clearly articulates <ol style="list-style-type: none"> what tasks and processes are necessary to achieve it who are responsible in ensuring completion of these tasks or processes 	
1	The agency currently implements processes and tasks for open data but this is not documented as a policy or strategy, clearly identifying tasks, processes, and responsibilities.	
0	The agency does not have any policy or strategy regarding open data.	

Element 3: Data Management System

Indicator 3: Comprehensiveness of information on data assets and requirements

Score	Criteria	Means of Verification
4	The agency has all of its data held digitally. It maintains a comprehensive inventory of data assets or holdings, a comprehensive metadata for each data asset, and a supporting documentation.	Data inventory, including metadata and documentation for each item in the inventory
3	The agency has at least 80% of its data held digitally. It maintains a comprehensive inventory of data assets or holdings, a comprehensive metadata for each data asset, and a supporting documentation.	
2	The agency maintains a comprehensive inventory of data assets or holdings with metadata and a supporting documentation. Only at least 50% of data is held digitally.	
1	The agency maintains a comprehensive inventory of data assets or holdings and has metadata and supporting documentation but less than 50% of these are digital.	
0	The agency does not maintain any inventory of its data sets.	

Indicator 4: Availability of clearly identified technical standards for data publication

Score	Criteria	Means of Verification
4	The agency has a defined set of key technical standards, including codes and identifiers, for the publication of open data. This includes at least standards on access, machine-readability, and reuse.	A copy of technical standards Actual testing
3	The agency has a defined set of key technical standards but does not include codes and identifiers, for the publication of open data.	
2	The agency applies a set of key technical standards for some of its published data. This is not true to all data sets.	
1	The agency applies a set of technical standards depending on requirements of other organizations outside the agency (e.g. ODTF, funding agencies, etc.)	
0	The agency does not have any defined set of key technical standards for the publication of open data.	

Indicator 5: Adequacy of data release practices.

Score	Criteria	Means of Verification
4	The agency has published substantially all (81% and above) its data sets as open data according to its defined technical standards that include machine-readability and re-use.	A copy of technical standards Actual testing
3	The agency has published only a significant portion (50-80%) of its data sets as open data according to its defined technical standards that include machine-readability and re-use.	
2	The agency publishes some data (less than 50%) as open data according to its defined technical standards but majority are released not in open formats.	
1	The agency has released data but these are not in machine-readable formats or reusable.	
0	The agency has not proactively released any data.	

Element 4: Organizational Structure

Indicator 6: Functionality of a unit, team, or working group on open data.

Score	Criteria	Means of Verification
4	The agency has a unit, team, or working group that has the mandate and experience to manage the agency's open data initiative or activities. This group is implementing the agency's open data initiative.	Document creating the team or unit Project reports on open data initiatives
3	The agency has a loose structure or working group with management experience to manage the agency's open data initiative or activities. This group is implementing the agency's open data initiative.	PDS files of employees within the unit, team, or working group
2	The agency has persons with management experience assigned to manage the agency's open data initiative or activities. These persons are implementing the agency's open data initiative.	
1	The agency has persons assigned to manage the agency's open data initiative or activities. These people do not have the management experience required to perform the function and therefore are unable to implement the agency's open data initiatives.	
0	The agency does not have a unit, team, or working group for open data.	

Element 5: User Engagement Practices

Indicator 7: Extent of agency efforts in engaging both internal and external users of the open agency data

Score	Criteria	Means of Verification
4	The agency regularly implements activities (e.g. orientations, trainings, skills build up) to engage both internal and external users of its data even before the open data initiative. These activities are continued when the agency started to publish its data as open data sets.	Documentation of activities Evidence of user engagement processes
3	The agency does not regularly implement activities to engage both internal and external users of its data.	
2	The agency engages only internal users. It does not have any strategy to engage external users to benefit from its data.	
1	The agency only responds to requests from users, both internal and external. It does not have any program for user engagement with the agency's data. In some, user request comes with a fee.	
0	The agency does not engage any user. It does not also attend to user requests.	

Indicator 8: Responsiveness of agency to user requests or demand for open agency data.

Score	Criteria	Means of Verification
4	The agency responds to substantially all (80-100%) of user requests within 2 weeks from the date the request is made.	Documentation, communications with time stamps
3	The agency responds to substantially all (80-100%) of user requests more than 2 weeks up to 4 weeks from the date the request is made.	
2	The agency responds to substantially all (80-100%) user requests within 5-6 weeks from the request is made.	
1	The agency responds to substantially all (80-100%) user requests within 6-8 weeks from the time the request is made.	
0	The agency responds to less than 80% of user requests or demand for open agency data, or responds to substantially all only after more than 8 weeks from the time the request is made.	

Element 6: Knowledge and Skills

Indicator 9: Level of knowledge and understanding of open data at all levels in the agency.

Score	Criteria	Means of Verification
4	Substantially all (80-100%) of employees in the agency know and understand open data and how it guides agency mandate and functions	Attendance sheets in open data socialization activities
3	A significant number (51-79%) of employees in the agency knows and understands open data and how it guides agency mandate and functions	Online survey
2	Less than 50% of employees in the agency knows and understands open data and how it guides agency mandate and functions.	
1	Substantially all (80-100%) of agency employees are aware about open data but there is no shared understanding about how it affects agency performance.	
0	Less than 80% of agency employees are aware about open data.	

Indicator 10: Level of technical knowledge and skills of open data unit or team in the agency regarding open data

Score	Criteria	Means of Verification
4	Open data unit or team in the agency has proficiency in the following skills related to open data: (a) database management; (b) probability and statistics; (c) programming; (d) extraction, cleaning, publication; (e) data mining; and (f) data refining and presentation.	PDS of regular employees and CVs for consultants Actual observation
3	Open data unit or team in the agency has proficiency in at least four of the following skills related to open data: (a) database management; (b) probability and statistics; (c) programming; (d) extraction, cleaning, publication; (e) data mining; and (f) data refining and presentation.	
2	Open data unit or team in the agency has proficiency in at least two of the following skills related to open data: (a) database management; (b) probability and statistics; (c) programming; (d) extraction, cleaning, publication; (e) data mining; and (f) data refining and presentation.	
1	Open data unit or team in the agency has proficiency in at least one of the following skills related to open data: a) database management; (b) probability and statistics; (c) programming; (d) extraction, cleaning, publication; (e) data mining; and (f) data refining and presentation.	
0	Open data unit or team in the agency does not have the requisite skills on open data.	

Note: If the agency does not have a unit or team on open data, score is zero.

Element 7: Financing and Budget

Indicator 11: Amount of financial allocation for open data activities and initiatives

Score	Criteria	Means of Verification
4	The agency has allocated funds for open data initiatives. The allocation is sufficient to fund 100% of planned activities for the year.	Agency annual budget Costing of planned open data initiatives
3	The agency has allocated funds for open data initiatives. The allocation is sufficient to fund 80% of planned activities for the year.	
2	The agency has allocated funds for open data initiatives. The allocation is sufficient to fund 50% of planned activities for the year.	
1	The agency has allocated funds for open data initiatives. The allocation is sufficient to fund only less than 50% of planned activities for the year.	
0	The agency budget has not allocated funds for open data initiatives.	

Note: If the agency does not have planned open data initiatives, score is zero (0).

Element 8: Technical Infrastructure

Indicator 12: Adequacy of technology to implement open data initiatives

Score	Criteria	Means of Verification
4	The agency has adequate hardware, software, network infrastructure, and connectivity to realize open agency data.	Hardware and software inventory
3	The agency has adequate hardware, software, network infrastructure and connectivity to realize open agency data. The agency, however, experiences network problems or weak connectivity.	Documentation of network infrastructure Proof of net connectivity
2	The agency has limited hardware, software, network infrastructure, and connectivity to realize open agency data.	Actual testing
1	The agency has limited hardware and software. There is no network infrastructure and limited connectivity.	
0	The agency does not have any of the required resources to realize open agency data.	

4. THE BENCHMARKING PROCESS

4.1 General Overview of the Benchmarking Process

The diagram below shows the steps in the benchmarking process.



4.2. SCORING PROCESS

BROAD has 8 elements with 12 indicators. Each indicator represents one point in terms of weight. In which case, if the element only has one indicator, then the score for that indicator becomes the score of the element. If the element has two or more indicators, then the score of the element will be equal to the simple average of the scores of the indicators of such element.

4.3. PRESENTATION OF AGENCY SCORES

Agency scores will be presented in a web. A sample is produced below:

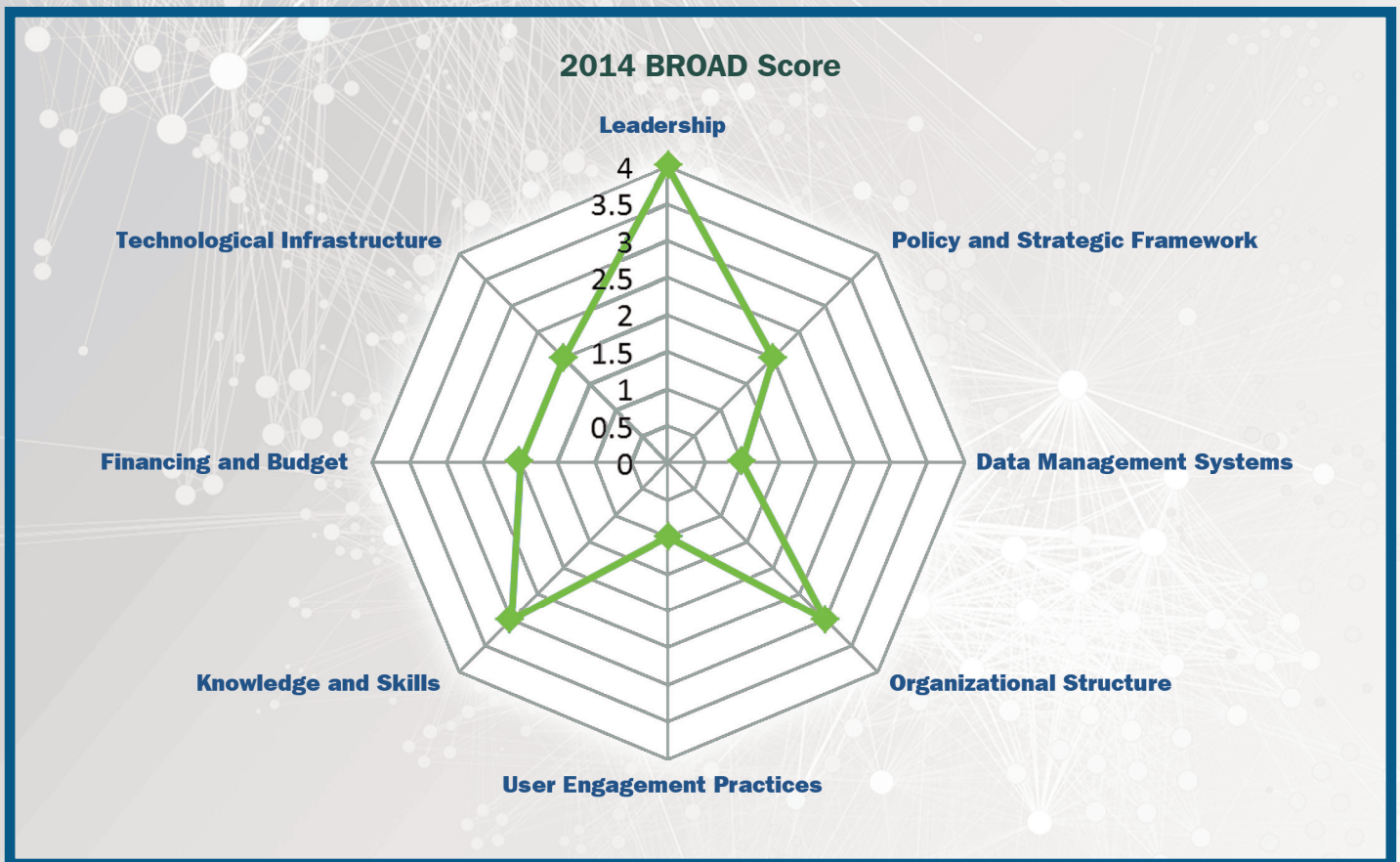


FIGURE 2. PRESENTATION OF BROAD SCORE

The above example will show which of the elements a particular agency is strong in and in which elements the agency is perceived to be weak. This serves the purpose of identifying reasons why weak areas exist and how stakeholders may be able to assist.



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From Motivation to Use: Stakeholder Interests and Initial Results of the Philippine Open Data Portal is a research project implemented by Step Up Consulting Services (Step Up) and supported by the Southeast Asia Technology and Transparency Initiative. Step Up also benefitted from the support of its research partners, the Open Data Task Force of the Philippine Government and World Wide Web Foundation's Open Data Lab Jakarta.