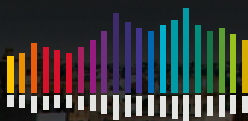




Legislatura
Córdoba



OPEN PARLIAMENT ACTION PLAN PLAN DE ACCIÓN DE PARLAMENTO ABIERTO

2022 - 2023









Open Parliament Action Plan

2022 -2023

Provincial Legislature of Córdoba

July, 2022

03

Open Parliament
Action Plan
2022 - 2023

English version

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Sr. Vicegobernador de la Provincia
MANUEL CALVO

Introduction

Citizen trust in democratic institutions is considered an important factor in the proper functioning of democracy and government efficacy. Taking this statement, as well as various opinion surveys conducted by ParlAmericas, into consideration, it is acknowledged and stated that citizens are demanding more transparency from governmental institutions, more civic participation and mechanisms for a better acceptance, accountability and efficacy. Moreover, the international community also acknowledges the existence of the intrinsic correlation between inclusive governance structures and our capacity to achieve sustainable development.¹

Thus, topics related to open government are introduced as the main focus in the design and implementation of public policies that respond to these demands. While open government policies have been originally developed within the framework of the executive areas of States - especially after the executive branches take on commitments within the framework of Open Government Partnership- these practices started to spread over the other branches of the state under the standpoint of the concept Open State.²

In line with this idea, just as it is expressed by the Open Government Partnership in its recent Parliamentary Engagement in OGP³ Guidelines, parliaments can adopt and apply the principles of openness (transparency, accountability and participation) in their own legislative practices and processes. In a conceptual level, as regards parliamentary openness, the *"Declaration of Santiago on Parliamentary Transparency and Probity in the National Congress and Political Parties"*, signed in Chile in 2012 by Latin American parliamentarians (Argentina, Chile, Colombia, Costa Rica, Ecuador, El Salvador, México y Uruguay) is one of the antecedents of these types of initiatives. Considering the concept supported by CEPAL, *"the open parliament*

1 <http://parlamericas.org/es/open-parliament/about-op.aspx>

2 Cuarto Plan de Acción Nacional de Gobierno Abierto. Compromiso 16: Plan de Acción de Congreso Abierto - HCD. https://www.argentina.gob.ar/sites/default/files/plan_de_accion_de_congreso_abierto_-_hcd.pdf

3 Guía para planes de acción parlamentarios de OGP. <https://www.opengovpartnerships.org/es/documents/guidance-for-ogp-parliamentary-action-plans-2022/>

*is based on transparency, citizen participation, collaboration, and the strategic use of communication technology to generate solutions for the challenges that these principles pose. It can be stated that an open parliament should not only report back, allow the access to information and provide it in a transparent and simple way, but also try to make the most of communication and information technologies, as a means to redefine its relationship with the rest of the society and spaces for citizen engagement that are much more than just informative and allow citizens to generate ideas, monitor and be part of public decision-making."*⁴

Open Parliament implies communicating institutional information and legislative activity in an open and easily comprehensible format for society, but it also requires providing forums and collaboration between citizens and civil servants. Therefore, even though new technologies play an important role in the configuration of Open Parliament, this model does not involve only increasing the technology used and the level of sophistication of these tools. What should be considered is whether these changes are useful to accomplish concrete objectives such as: reinforce the role of representatives and improve the public awareness on parliament work, not only within Parliament, but also outside, improve accountability, reinforcing the role of Parliament as a supervisory body and collaborate closely with the mediation body that summarises and interprets parliamentary activity to reinforce the links with the society. In this way, one of the recent challenges that the parliamentary institution faces is to determine how technology can contribute to this new role.⁵

On the other hand, if it is concluded that government openness goes beyond a simple technology of procedures, producing a change in the form of government, the application of transparency (necessary condition to reach openness) in parliaments entails a new criteria of political modernity and a measure about the evolution of democracy and, thus, a relevant change in the organisational culture of parliamentary institutions. Therefore, parliamentary transparency is much more than a series of procedures or a set of norms, processes and behaviours that just define the information generated by Parliament as a public domain good: we are not in front of

4 NT: traducción de Biblioteca CEPAL. Biblio Guías. Estado Abierto en América Latina y el Caribe. Parlamento abierto. <https://biblioguias.cepal.org/c.php?g=496958&p=8635732>

5 RUBIO, R.; VELA, R. Open parliaments around the world. Open parliaments' tools in comparative perspective. Working Paper Series, SOG-WP49/2019 ISSN: 2282-4189. LUISS School of Government. Italy, June 2019

a simple principle application that modifies some procedures, but in front of a bigger change for Parliament.⁶ Transparency involves *“a solid basis so that, because of new technologies, processes of citizen participation can be implemented (...) Transparency, direct communication and participation are not isolated elements, but they are clearly connected between them, and must be integrated in parliamentary activity”*.⁷

From a different perspective, it is of paramount importance to consider that in order to achieve an open parliament, it is not enough to publish information actively or passively, *“the real goodwill of openness of parliamentary institutions is connected with defining its desirable public and adapt its structures, designs, processes and templates to the interests and necessities the citizens demand. Parliamentary transparency involves adapting contents so they can be understood not only by experts on legislative procedures”* (Rubio Núñez, 2013: 404)⁸. This statement leads to a new focus on the relevance of collaborative processes and citizen participation. When spaces of information openness are created, enhanced and allow participation, not only institutions and citizens, but also legislative workers get involved in the construction of common objectives that legitimise and favour the continuity of these initiatives, and on this way, the importance of building alliances that allow guaranteeing more transparency in accountability processes, the implementation of citizen participation channels, and the promotion of ethical behaviour are acknowledged.

The step following the debate about the concepts related to parliamentary openness and transparency is precisely its consolidation in concrete policies and programmes. One of the mechanisms that is currently implemented is the construction and implementation of open parliament plans. To be more precise, *“an Open Parliament Action Plan is a mechanism through which a legislative branch commits itself to advance openness and strengthen parliamentary processes and legislative work,*

6 *ibid*

7 NT: traducción de: (RUBIO NUÑEZ, 2011:5) Cit. en RUBIO, R.; VELA, R. Open parliaments around the world. Open parliaments' tools in comparative perspective. Working Paper Series, SOG-WP49/2019 ISSN: 2282-4189. LUISS School of Government. Italy, June 2019

8 NT: traducción de: RUBIO NÚÑEZ, Rafael (2013): “Knocking on the Parliaments door (Parlamentos digitales en la era de la participación)”

collaborating, in this way, with civil society. Since one of the main objectives of legislative openness is to reinforce the interaction between parliament and society, inviting different concerned organisations and society in general to join the process of development could contribute, to a great extent, to increase the efficacy and public legitimacy of the open parliament actions to be implemented. This is why co-creation processes are used to offer parliaments and the civil society a framework to jointly identify priorities and monitor and evaluate the progress towards the established commitments of open parliament.”⁹

To conclude, Open Parliament is a growing trend, worldwide and in different government levels, which is consolidated through the initiatives adopted to respond to society's democratic demands. The next step is trying to extend and normalise these practices.

In this context, since the beginning of this public governance, the Provincial Legislature of Córdoba has continuously worked to build an opener, more transparent and participative legislature. This process has reached governance landmarks due to the collaboration of different actors who belong to universities and civil institutions. Nevertheless, with the objective of meeting these needs, the demands and the challenges imposed by the current context, we are moving towards a concrete politic consolidation, making a new step in this process by publishing the Resolution that approves the Strategic Open Parliament Action Plan and its completion through the co-creation of the First Open Parliament Action Plan for the term 2022-2023, as a mechanism through which work commitment towards an opener and more transparent legislature is ratified.

9 Hoja de ruta hacia la apertura legislativa 2.0. ParlAmericas. Marzo de 2022.
https://www.parlAmericas.org/uploads/documents/Road_map_2.0_SPA.pdf



Previous development as regards transparency and openness in the Provincial Legislature of Córdoba

Within the framework of the strategy the legislative branch proposes since the beginning of this public governance, many different milestones were reached in the process towards an opener and more transparent legislature.

The following initiatives were developed regarding technological innovation and transformation:

- The **Digital Legislative Management System** was implemented. It is a platform that digitises all the legislative procedure, from the proposal of draft bills, notes and documents to their approval, through the Digital Legislative Records. The Digital Legislative Management System represents a prestigious advancement that allows a faster legislative procedure which is more efficient and involves less use of resources. Moreover, by implementing it, an investment in technological and support structures is required to meet the needs.
- Through a resolution proposed by the Technical Assistance Secretary, the **Digital Transformation Plan** was approved. Its main objective is to transform the provincial Legislature digitally by adapting to current changes and evolution, through the design, development, implementation and management of software systems, infrastructure and technologic innovation services, telecommunications and multimedia.
- Within this process of digital transformation, the **Digital Front Desk**, **Digital Signature** for legislators and public servants and the Digital Employee platform were implemented.

On the other hand, the Open Legislature Strategy is materialised through the development of openness and transparency processes, designed to make the legislative work public, in a proactive, more accessible and faster way to society. In line with this idea, the following actions took place:

- In November 2020, the **Open Data Portal**, was launched, a reservoir of legislative data that serves as a link between the legislature and citizens, institutions and civil society organizations. The digital portal publishes information about the

legislature in an structured, updated and interoperable way. This represents a significant advancement in the information made available from the legislative branch. Since it was launched and in different instances such as institutional round-tables and ad hoc meetings, information needs from academic, journalist and citizen users have been incorporated.

- The **Citizen's Services Department** was created. A space open to the community that receives and provides responses to requests, inquiries and comments related to the legislative work. By incorporating this institutional improvement, more objectives were set , for example, to bring closer the legislative work and society by offering systematised, institutional answers that are based on reliable information.
- In 2021, the measurement of the **Latinamerican Legislative Transparency Rate** was carried out in joint work with Fundación Directorio Legislativo¹⁰ which represented the Latinamerican Network of Legislative Transparency. The Legislature of Córdoba was the first local parliament to do it. In this way, Córdoba began a process of federation of these practices at a national level: other provinces like Mendoza and Santa Fe got involved in their own measurement after Córdoba started.

The rate is a tool to compare, at a regional and national level, how congresses evolve as regards transparency matters. At the same time, it also offers recommendations and proposals to increase the legislative transparency standards, promoting pair learning and knowledge interchange between organizations and congresses.

- In line with the application of transparency, the Legislature made progress in the creation of the **First Legislative Directory** of our parliamentarians, together with Fundación Directorio Legislativo. This document is a tool that allows public access to legislators' and their teams' information, and to their most frequent working areas. This information is available for public consultation.

¹⁰ Organisation that aims at strengthening democracies in Latin America to facilitate access to public information and accountability of institutions for the construction of responsible and open governments. <https://directoriolegislativo.org/es/>

- Since the first year of management, **annual management reports** have been implemented in the Legislature. These reports summarise, in a public document, all the information related to legislative work in the different areas of the Legislative branch.
- Improvements in the **web site** have also been done by broadening the information to be published. Nowadays, you can find: live plenary sessions, committees meetings, public hearings, legislators' profiles, trading information, committees agenda, among other things.

As regards the connection between society and the possibilities of citizen participation, the following activities are highlighted:

- **Parliament simulations** are carried out annually to integrate secondary school and university students and organisations related to the parliamentary area and constructive debate where participants have the opportunity to research current national and international topics and experience the democratic process by being part of a work session in which all the participants are involved and take parliamentary roles.

Particularly, Córdoba's unicameral simulation model is recognized because young adults work on real projects and the law they "pass" become input to contribute to the debates in the committees. In this way, it becomes a concrete experience of citizen co-creation in the legislative process.

- Different **roundtable and co-creation meetings** were carried out. These meetings with civil society organizations, academic and social institutions aimed at presenting and debating ideas, guidelines, tools, and initiatives that help to improve and delve into the activities done and think jointly about concrete and coordinated actions within the framework of Open Legislature.
- The first "**Data Legislative Marathon**" took place. It was organised together with Asuntos del Sur¹¹. This was the result of the co-creation roundtable discussions that took place during 2021. In 2 sessions, more than 80 participants - virtually and presencial - analysed data in the Open Data Portal of the Legislature,

11 Organización que diseña e implementa innovaciones políticas para desarrollar democracias paritarias, inclusivas y participativas. <https://asuntosdelsur.org/>

to design data visualisation proposals, gather and exchange data, with the objective of contributing to parliamentary transparency and making the portal available for public consultation.

An open debate on *“Open data for better decision-taking”* was carried out, and various national and international experts participated.

With regard to Institutional strengthening:

- Towards the second half of 2020, the Provincial Legislature adhered to the **Declaration on Parliamentary Transparency** promoted by the legislative Transparency Latinamerican Network. This Declaration constitutes an invitation for parliaments to commit themselves to work for transparency and society participation in parliamentary work. It not only is the starting point for dialogue between parliaments and the civil society organizations but also aims at a call for action to promote governmental and parliamentary transparency, ensuring this openness leads to more citizens participation, more representative institutions and, ultimately, a more democratic society.¹²
- In 2021, an initiative that establishes a set of principles and good practices for information dissemination from governments was adhered to the **International Open Data Charter**. Córdoba's unicameral Parliament became the second subnational parliament to adhere to the principles of the Charter, alongside the Congress of Jalisco, México. By adhering to it, Córdoba reinforces the commitment to consolidate its open data policy. The charter promotes policies and practices that allow governments and civil society organizations to gather, share and use data and integrate this openness culture and practice in government so they can resist political changes.

12 Declaración sobre la Transparencia Parlamentaria. <https://openingparliament.org/static/pdfs/spanish.pdf>



Basis of the first Open Parliament Action Plan of the Provincial Legislature

The agenda on transparency and openness that is being developed in the Legislative Branch of Córdoba, is mainly a public management's aim, a deliberate process which started by the goodwill of the current authorities. In order to obtain a better durability over time, and going beyond the cycles of public management, this process goes through a new consolidation stage where the fundamental objective is to transform the open parliament into a State policy that demands, among other things, an institutional and organisational transformation to reach the established goals.

As it was presented in the first co-creation meeting that was carried out together with civil society organisations and representatives of different universities of the province, an open parliament policy is a deliberate decision to structure internal processes favouring the strategic and open role of information to improve the results of the organisation. Therefore, the necessity to step towards the construction of possibilities and awareness, internal and external, is presented as a challenge. This will transform the open parliament strategy adopted into an official policy of the Legislature, that is not only institutionalised, but also part of the organisational culture of the Legislative branch.

State policies are characterised, among other things, because of its durability, but it only exists when there is a social demand for results. In this consolidation stage, it becomes vital to reach participation and a demand external to the openness processes so that users and actors can relate to the processes and benefits of openness and transparency. The creation of this social demand is a complex work that can not be carried out in an isolated way by the legislative branch, but it requires a group of institutions and actors capable of navigating between the social and state sphere, translating and making the interaction between both of them easier.

To begin to materialise actions oriented to this new challenge, the president of the legislative branch signed the **first digital decree N° 01/ 2022, that approves the Open Parliament Strategic Plan¹³**, a tool that aims at making the democratic system

13 Decreto Plan Estratégico de Parlamento Abierto:

https://boletinoficial.cba.gov.ar/wp-content/4p96humuzp/2022/06/1_Secc_150622.pdf

<https://legislaturacba.gob.ar/wp-content/uploads/2022/06/DECRETO-PLAN-ESTRAT%C3%89GICO-DE-PARLAMENTO-ABIERTO-14-06-22-1.pdf>

stronger and consolidating trust and social commitment to public affairs. This decree assigns the Parliamentary Technical Assistance Secretary as the authority to apply the Open Parliament Strategic Plan of the Legislature of Córdoba, and instructs it to develop the first Open Parliament Action Plan, for 2022-2023, which must be created jointly with civil society organisations, academic leaders and other actors of local society in general.

The "Open Parliament Action Plan of Córdoba Province for 2022- 2023" is introduced in response to that decree.



Open Parliament Action Plan 2022-2023 of the Provincial Legislature of Córdoba

As it was stated in the introduction, according to the ideas stated by ParlAmericas in the document “Hoja de Ruta hacia la apertura legislativa 2.0”, an Action Plan is established as a mechanism for commitment to promote openness, strengthen parliamentary procedures and the collaboration with civil society.¹⁴

Taking into consideration the reality as regards the relationship and the access to the different steps in parliamentary procedures, and following the actions that have been being developed, there is a necessity to institutionalise all the openness practices in Córdoba Legislature from the proposal to develop a co-created action plan. In order to materialise this objective, some aspects are taken into consideration: international outlines related to this topic established by the Open Government Partnership and ParlAmericas, as well as the identified needs of the different desirable public that played an important role in the construction of an open parliament policy.

The plan presented hereunder pretends to become part of not only the institutionalisation of the Open Parliament policy of the Legislative Branch, but also a concrete step towards the fulfilment of short-term commitments that allow such policy to be effective. The plan is sanctioned from a resolution put forward by the Parliamentary Technical Assistance Secretary of the Legislature of Córdoba, who was designated as the authority responsible for the Open Parliament Strategic Plan application passed by the Digital Decree N° 032022, on June, 14th 2022.

As it is suggested in the guideline for open parliament plans, recently published by the Open Government Partnership, the estimated duration is from the moment it is passed until December, 10th 2023, the moment when the current governance management finishes.

The development and implementation of a plan takes place in the Parliamentary Technical Assistance Department of the Legislature, together with the different areas that compose it and in collaboration with other departments of the parliamentary structure.

14 Hoja de ruta hacia la apertura legislativa 2.0 ParlAmericas. Marzo de 2022.

https://www.parlamericas.org/uploads/documents/Road_map_2.0_SPA.pdf

→ Vision and desire for an open parliament

The long term vision of the Open Parliament Action Plan 2022-2023 aims at institutionalising a policy that allows materialising the necessary actions to move forward in the three main strategic points of the open legislature: transparency, innovation, and link with society.

The main objective is to respond to the commitment taken by signing the decree that passes the Open Parliament Strategic Plan of the Legislature previously mentioned. It also becomes the tool that institutionalises the formalisation of the commitments taken during 2020 and 2021, by adhering to the Parliamentary Transparency Declaration and the International Open Data Charter.

Apart from the general objectives of open parliament mentioned before, the main objective as regards the first action plan is to formalise an open parliament policy for the legislative branch not only by making it official in a normative framework, but also by creating proper internal and external possibilities and resources that will support this policy over time.

Objectives

To consolidate the Open Parliament Policy of the Legislature of Córdoba from the moment the Open Parliament Action Plan for the period 2022-2023 is passed.

To build the commitments stated in the plan which were co-created with universities and civil society organisations to strengthen and incorporate new participation and legislative openness practices.

To state relevant commitments which are agreed and practicable to implement in the stated deadline and with the resources available.

To establish the landmark for the fulfilment of the commitments within the deadline fixed in the action plan.

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Mesa de trabajo: portal de datos abiertos

NUEVOS TEMAS SETS DE DATOS

- SLI / SLO (Propios de la legislatura / comisiones)**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
- del proyecto, firmaciones, comisiones, cambios, texto final.**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
- Funcionarios, Organigramas, asientos**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
- Producción parlamentaria: debates de legisladores**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
- Realizar el análisis de los datos de los debates**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.

EXPERIENCIA DE USUARIO

- Descripción del Dato**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
- API para acceder al dato**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
- Sistematizar indicadores de diálogo y participación en la legislación**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
- Grafana Datasource**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.

ENGAGEMENT

- Elaborar, actualizar, que el usuario pueda de usar los datos**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
- Colaboración con cámaras técnicas**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
- Colaboración con cámaras periodísticas**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
- OCF Local hasta 2023**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
- Programa federal de gobierno abierto**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
- Semana del gobierno abierto 19-21 de mayo**
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.
 - Elaboración de planes de trabajo, seguimiento de la ejecución, informes de gestión, etc.



Methodological Process

This first Open Parliament Plan was developed in joint work and following the guideline suggested by the Open Government Partnership after a process of inquiries and co-creation that involved civil servants and workers of the Legislature of Córdoba working dynamically with representatives of universities or social organisations.

The development of a co-created process is a key factor to encourage dialogue with civil society and to be able to generate room for interchange and participation. It also allows the legitimization of objectives and challenges to be taken up and implemented, and a bigger commitment towards the deadlines and attainable goals to devise a roadmap and work programme that meet the deadlines of the legislative process.

→ First Stage: Preparing and identifying the co-creation phase

On this first stage, the main objective is to identify and define the participants and tools for the development of the plan standing out the following activities:

The normative framework is defined. The first action plan based on the digital decree N°03022 that passes the Open Parliament Strategic Plan of the Legislature of Córdoba belongs to it.

The necessary instances for the construction and specification of the action plan are identified. In this way, the schedule and specific objectives for each of these instances are established.

Different actors who belong to the academic sector and civil society organisations are identified and invited to participate in the co-creation of the plan.

The objectives and joint work criteria are established and shared with the participants.

→ Second Stage: Instances of co-creation and commitment establishment

Research based on Open Government Partnership Data collected in the past ten years reveals a solid and inclusive process of co-creation leads to well designed and more ambitious commitments. The studies also show that more solid results are achieved when collaboration continues through the implementation of reforms.¹⁵ The establishment of commitments must focus on priorities for the legislative branch that are significant and relevant for the values of the open parliament (transparency and information access, citizen participation and accountability).

The co-creation process of the legislative branch is structured based on 3 work moments with the participants invited. Guided by the Legislative Data Management Directorate, each instance pursues a specific objective on the way towards the establishment of commitments and the activities in each one to form the Action Plan.

First Instance

A synchronic in-person meeting that lasts around 1 hour and 30 minutes long is held. Civil servants and personnel of the Legislative Branch, representatives of three civil society organisations and six universities of Córdoba, some of them virtually because of their location, take part in this meeting.

On this first stage, the three commitments that compose the Action Plan are discussed and established, focusing such discussion on the necessity to institutionalise an open parliament policy and to receive total support for the consolidation of such policy through three aspects such as the establishment of a normative framework, the development of internal competences within the legislative branch that supports their fulfilment, and the external awareness and training.

In this meeting, apart from establishing the three actions that are the starting point, the legislative branch team commitment to gather the topics discussed and create a document to revise and debate in the following instance is defined.

15 Guía para planes de acción parlamentarios OGP.

<https://www.opengovpartnership.org/es/documents/guidance-for-ogp-parliamentary-action-plans-2022/>

Second instance

Following the process that began in the previous instance, this second meeting is developed, for 1hour and 30minutes, synchronically, but on an online platform.

In the meeting, all the information gathered by the work team and systematised in similar forms to the ones proposed by the methodology of OGP for the open parliament action plan is presented. These forms include the descriptive information of each of the commitments established, the name of the commitments, the stated implementation period, a brief description of the commitment, the problem it tackles, how it helps to solve it and how that commitment is relevant with the values of an open government. Besides, it includes a box where the main landmarks or actions that will allow to achieve the commitments pledged.

In this instance, the information provided is analysed and the debate on the possible implementation deadlines begins. Moreover, one of the main aspects that arouse, is the possibility of different participants to express their agreement and commitment in this process by signing the final plan.

Third instance

The third co-creation instance is developed synchronically through a virtual platform and the main objective is to conclude the debate topics suggested in the previous meeting and define the methodology of the fourth instance in which the Open Parliament Action Plan 2022-2023 will be established.

After this last instance of joint work with the different participants is over and until the date when the final plan will be sanctioned, all the files are available online to receive feedback and comments.

In each of these instances, participants representing different universities and civil organisations join:

- Fundación Directorio Legislativo
- Asuntos del sur
- Fundeps
- Blas Pascal University - (Undergraduate degree in International Relations)

- Catholic University of Córdoba - Political Science and International Relations College
- Catholic University of Córdoba - (Government Federal Institute)
- Provincial University of Córdoba - Public Management Institute
- Provincial University of Córdoba - Social Science College
- Villa Maria National University - Pedagogic Academic Institute of Social Sciences
- Villa Maria National University - (undergraduate degree in Political Science)
- Villa Maria National University - (Córdoba's Headoffice)
- Siglo 21 University - (undergraduate degree in Political Science and International Relations)

→ Third Stage: Passing the Open Parliament Plan

After the commitments and the agreement between all the participants as regards the content of the plan are defined, in this third stage the Open Parliament Action Plan is presented. In this instance the resolution that passes the plan is signed by the Parliamentary Technical Assistance Secretary of the legislature, in joint work with all the institutions and organizaciones that are part of the co-creation process. This phase is carried out in-person in the Legislature building and its objective is to conclude the co-creation process and reveal the results obtained.

→ Fourth Stage: Implementing and monitoring

Once the Action Plan is sanctioned, the stage of implementing the commitments pledged begins. This process goes from the moment the authorities sign the plan until December 2023.

From this moment, the process of defining the instances for monitoring the different actions defined will start.



Commitments

COMMITMENT 1	
Name	Establishment of procedures and parliamentary transparency and openness practices within the code of laws of the Legislative Branch
Implementation Period	July 2022 - November 2023
People/Area in charge	Legislative Department - Parliamentary Technical Assistance Department - Committees and Operational Coordination Department
Commitment	
To establish, within the code of laws of the Legislature of Córdoba, transparency and parliamentary openness procedures and practices to consolidate and institutionalise the open parliament policy.	
What is the problem tackled?	
<p>A distant relationship between society and state and government matters, mainly related to legislative branches, is acknowledged as the main problem. Because of this, the main challenge for parliaments involves restoring and encouraging trust in democratic institutions from the actions related to openness and transparency, and the creation of policies that allow their materialisation and implementation.</p> <p>In this way, the legislature of Córdoba has been carrying out actions such as the implementation of an open data portal, the opening of the citizens' service department, the accomplishment of co-creation activities and parliamentary simulations, among others. Despite their great contribution, these actions are not enough to compensate for the absence of a specific policy that provides them meaning and a framework within an openness strategy consolidated institutionally.</p>	

Therefore, the necessity to achieve the institutionalisation of an open parliament policy that preserves the legitimacy and the continuity in time of the practices and initiatives that have been being developed, is presented. By parliamentary openness we mean a new way of interaction between society and parliament, whose principles are transparency and parliamentary information access in reusable and user-friendly formats. (CEPAL). Open Parliament is based on transparency, citizen participation, collaboration and the strategic use of information technologies to generate solutions to the challenges that these principles entail.

Within these actions, the main landmarks are materialised, such as the proactive publishing of information in the different media of the legislative branch, the openness of spaces and forums for participation and connection with society, and the implementation of new accountability mechanisms that must be regularised to ensure its long-term continuity.

How does it contribute to solving the problem?

The institutional regulation within the normative structure of the legislative branch of the open parliament policy will allow establishing it as an institutional and consolidated policy that helps to guarantee its continuity and significance. In this way, the efficacy and the answer to the demand of information that is currently published in a proactive way will be strengthened, so that it continues with this practice over time.

In this last stage, the strengthening of a democratic institution that proposes and implements policies, programmes, projects and actions connected to a better transparency, openness and participation opportunities is pursued.

Importance within the values of OGP

The commitment contributes to reaching transparency and accountability values, because it will allow to establish the transparency and parliamentary openness practices that are currently developed in a proactive way in the regulatory framework.

Activities and schedule		
Landmark or activity		Period
1	To identify the legal instrument that allows incorporating the different aspects related to transparency and information openness.	July 2022
2	<p>To include the following information about Open Parliament in the code of law of the legislative branch:</p> <p>1. General principles of the policy</p> <ul style="list-style-type: none"> • Democratic institutions • Citizen participation • Open parliament • Transparency <p>At the same time, specific principles regarding public information management are incorporated:</p> <ul style="list-style-type: none"> • Reliability • Integrity • Consent • Thoroughness • Systematicity <p>2. Items to be incorporated</p> <p>Advertising</p> <ul style="list-style-type: none"> • To count on communication and parliamentary information distribution channels, in digital format, multimedia or any other that may replace them in the future. • To publish the acts and events of parliamentary activity, mainly in free access, reusable, comparable and interoperable formats. (For instance: Open Data Portal). 	July 2022 - August 2022

2	<p>Parliamentary Procedure</p> <p>To publish on the website, or any other place that may replace it in the future, the following documents:</p> <ul style="list-style-type: none"> • Agenda of every Plenary Session: To be published within seventy two (72) hours before the plenary. Necessary Content: place, date and time when the plenary session will take place, draft bills and/ or any communication or issue that might be addressed in the session. • Journal of Plenary Sessions: To be published after seventy two (72) hours after the stenographer's version of that session is approved. Content: stenographer's version of the session, minutes of committees, draft bills, attendance, decrees or resolutions, call on any type of activities, communications or any other that may replace them in the future. • Agenda of Committees: To be published within at least twenty four (24) hours before the meeting, except for what is mentioned in the article 88 of the standing order. Necessary content: day, time and place, plenary session agenda, draft bills with their corresponding file number (so the body of the draft bill to be debated can be read), decrees and communication or issues that might be addressed in the Committee Meeting. • Minutes of Committees • Stenographers' versions of Committee Meetings • Every documentation of public interest connected to parliamentary procedures. 	<p>July 2022 - August 2022</p>
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2	<p>Information about Legislators</p> <ul style="list-style-type: none"> • To publish and update partisan, personal, electoral and contact information of each legislator in the different means and channels of dissemination. <p>Publishing the sessions and Committee Meetings</p> <ul style="list-style-type: none"> • To publish the live broadcast of the sessions in multimedia platforms. • To publish the recording in multimedia format, publishing and record of permanent Committee Meetings. <p>Accountability</p> <p>To present annual reports that show the management assessment. These reports should include:</p> <ul style="list-style-type: none"> • Statistic information of legislative and committee activity; • Information about proposed, shelved and approved bills; • Information about the Legislature budget approved, the budget execution report; • Every issue that may be of concern for society. 	July 2022 - August 2022
3	To institutionalise the defined instrument through deliberation and approval of the parliamentary means.	September 2022- December 2022
4	To distribute and raise awareness about the significance and implications of the new regulation, implementing internal and external communication strategies.	October 2022 - November 2023
5	To encourage the same process in City Councils and invite them to adhere to processes adapted to their realities.	October 2022 - November 2023

COMMITMENT 2	
Name	TRAINING INTERNAL COMPETENCES ON OPEN PARLIAMENT
Implementa- tion Period	July 2022 to November 2023
People/Area in Charge	Parliamentary Technical Assistance Department - Training and Sociocultural and Legislative Programmes Office - Interinstitutional Cooperation Office
Commitment	
To implement an intervention strategy within the legislative branch related to training in parliamentary openness and transparency to strengthen internal competences and consolidate the Open Parliament Policy.	
What is the problem tackled?	
<p>Implementing open government policies involves major limitations at the moment of transferring it inside the structure of the organisation . In the legislative context in particular, many of the different participants that compose it ignore not only the institutional commitment with open parliament, but also the topic of openness and transparency in general.</p> <p>Having trained and informed personnel on the foundation and core concepts of those topics, allows to unify the language about open government and, in this case, open parliament.</p> <p>The transformation process of openness and transparency actions in a real open parliament policy, considers the establishment of a normative framework, but it also needs an institutional and organisational transformation aimed at the formation of all the resources that contribute to the circuit of the legislative process to be able to support this transformation.</p>	

How does it contribute to solving the problem?

The awareness over the importance of parliamentary openness between the internal actors of the Legislature, in all its areas and levels, is of paramount importance so that a transparency and openness policy is successful and long-lasting. Training these participants on the subject and the tools that are developed contributes to generating competent resources to carry on the process of implementation of open parliament policies and the tasks they require. This allows to build a homogeneous and shared vision, strengthening the recognition of the public policies that are based on open government principles and institutionalising the mechanisms to improve on this area.

The training process could be developed considering the following criteria:

- Level of connection between the areas and collaborators of the legislative branch and the open parliament topic.
- Level in the organic structure and its connection to the topic (legislators, civil servants, permanent staff).
- Level of necessity of training/awareness on the level of knowledge and information as regards the topic.

Importance within the values of Open Government Partnership

This commitment is related with transparency values from the moment the information is made available, disseminated and awareness about its existence is raised in joint work with the public participation and inclusion, consolidating, in this way, a more responsible and effective governance.

Activities and schedule		
Landmark or activity		Period
1	To define an internal training programme as regards open government and open parliament, identifying programmes, methods and target public in the training and awareness process.	August 2022
2	To establish a schedule of training courses and places/platforms for the period 2022-2023.	August 2022
3	To implement internal training instances.	September 2022 - November 2023
4	To encourage the creation of spaces to exchange information, tools and participation actions together with universities and different sectors of civil society including, but not exclusively, workshops or open training instances for society.	September 2022 - November 2023

COMMITMENT 3

Name	Awareness and citizenry participation actions
Implementation period	July 2022 - November 2023
People/Area in charge	Parliamentary Technical Assistance Department - Press Office - Digital Content Department
Commitment	
To carry out actions towards communication, awareness and citizen participation with the objective of spreading the work and role of the legislative branch, as well as making the open parliament policy adopted by the legislature public.	

What is the problem tackled?

The absence of a shared vision and the lack of information and debate between multiple participants as regards what an open parliament is, lead to ignorance of the importance of public policies that belong to these principles, and to the impossibility of institutionalising mechanisms that improve the interaction between citizens, strategic participants and the state.

In line with this idea, but considering the legislative branch in particular, it is evidenced that there is a clear distance between the citizens' expectations and the functioning of the legislative body, mainly because society is not aware of the legislative work and the participation instances in the process. At the same time, the need to make the work in the legislature and its representatives public and create interest in society is set out. This is done in order to encourage a public demand that allows to maintain openness processes overtime.

Therefore, it is essential to gather concerned individuals and consolidate competences. Not only inside the legislature, but also outside in the civil society. In this way, a management and participation culture in open and transparent contexts is created. That is the reason why it is of paramount importance to strengthen communication and training as regards open government.

How does it contribute to solving the problem?

Generating direct interaction between the Legislature and citizens contributes to establishing work and information interchange links that allow to strengthen the legislative work, and, at the same time, meeting concrete needs and getting feedback from the concerned individuals.

When different links with citizens are generated, networks of interested participants are created. At the same time, when external participants who are users and ultimate beneficiaries of the process are involved, such process can be made public and this generates instances for participation and public consultation.

Importance within the values of Open Government Partnership

This commitment responds to the importance of information access because it aims at promoting a proactive dissemination of information, generating mechanisms to strengthen the right to parliamentary information and transparency. On the other hand, it is connected to citizen participation from communication strategies that provide more information and knowledge about parliamentary activities and the open parliament policy that allows a better understanding and awareness from society in general. Moreover, the link with civil society organisations and academic institutions is taken into consideration to accompany the training processes.

Activities and schedule

Landmark or activity		Period
1	<p>To conduct communication campaigns according to agendas related to different topics according to the different interest groups.</p> <p>To carry out communication actions to spread the Legislative activity, its instances of participation and connection with society, through accessible language and means for all the community.</p> <p>To contribute to instances (platforms/spaces) to record topics of interest related to the community.</p>	July 2022 - December 2022
2	<p>To carry out activities that disseminate open parliament concepts through activities that make the Legislature closer to young people and students.</p>	July 2022 - July 2023
3	<p>To promote and support open parliament processes in Deliberating Councils; to take the knowledge and the programmes developed in the legislature to the Deliberating Councils of the province, offering not only technical assistance, but also training courses in accordance with the competences and resources available.</p>	October 2022 - November 2023





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Closing remarks

The Open Parliament Action Plan 2022-2023 is a new landmark defined by the Provincial Legislature of Córdoba on its way towards accomplishing the Open Parliament Vision. It materialises the progress towards a new stage to transform open parliament into a real State Policy. In this way, it responds to the commitment taken in June after signing the Digital Decree 00000¹022 where the Open Parliament Strategic Plan as a tool to strengthen the confidence in the legislative branch is passed .

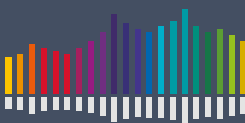
This action plan, which is the result of proposals that emerged from other collaboration instances, is introduced as evidence of how important the demands and suggestions of citizens are to the legislative branch. The methodology employed for its creation is oriented to achieving active participation from the community , which legitimises the results, and at the same time, responds to the necessity to install an active social demand which is considered as the main factor for the durability of a State policy. Creating and maintaining this demand is a complex challenge that must be faced with the support of society, its members and institutions. As a consequence, the three commitments stated in the plan are the result of collaboration and co-creation together with the organisations and universities which have accompanied and provided support in this process since the very beginning.

Each one of the commitments aims at implementing the Open Parliament Policy in the different scenarios that can be faced: searching its institutionalisation from the establishment of a normative framework,acknowledging the need of creation of internal competences that allow the organisational transformation to support the policy, and its consolidation by looking for ways to communicate, raise awareness and promote forums beyond the legislative branch that make this process stronger.

By signing this plan, a new stage begins. Here, all the efforts will be directed towards the implementation of different activities proposed to achieve the commitments, establishing, at the same time, the basis and the challenges to be met in short and long terms to achieve its durability in time.



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