

INTEGRATED SAFEGUARDS DATA SHEET

IDENTIFICATION / CONCEPT STAGE

Report No.: ISDSC20215

Date ISDS Prepared/Updated: 07-Oct-2016

I. BASIC INFORMATION

A. Basic Project Data

Country:	Serbia	Project ID:	P162123
Project Name:			
Team Leader(s):	Svetlana Vukanovic, Juan Navas-Sabater		
Estimated Date of Approval:	01-Nov-2016		
Managing Unit:		Lending Instrument:	IPF
Financing (in USD Million)			
Total Project Cost:	0.30534	Total Bank Financing:	0
Financing Gap:	0		
Financing Source			Amount
Trust Fund for Statistical Capacity Building			0.30534
Environment Category:	C - Not Required		

B. Project Development Objective(s)

The development objective of the project is to facilitate the growth of an Open Data ecosystem in Serbia that would catalyze a broader digital transformation of the country, improving government delivery to citizens and generating innovations and growth in the IT industry, especially small and medium size enterprises.

Specifically, the project aims to:

- (€ Support the Government of Serbia with implementing the Strategy for e-Government Development and the Open Data Action Plan, launching a comprehensive Open Data Policy in Serbia that is firmly rooted in the national legislative and institutional framework and responsive to the needs of key data users;
- (€ Enable effective reuse of data by both government (central and local) and external stakeholders (including businesses and civil society), generating business opportunities, improving public service delivery and enhancing government accountability;
- (€ Build an open data portal and support the development of institutional capacities for releasing open data, from development of criteria for priority areas to technical skills of government officials;
- (€ Secure greater use of open government data in practice and support the growth of data-driven business, civil society and media.

The Strategy of Official Statistics Development in the Republic of Serbia over the period 2016 – 2020 defines a vision of achieving a high degree of harmonization with international statistical standards. Among the developmental activities envisaged, ICT is identified as an area upon which the development of modern statistics is directly contingent. In this regard, the Action Plan that is part of the Strategy mentions the use of modern technologies (including Open Data) as a basis for realizing the priority of further development of ICT.

C. Project Description

The project will support the development of an open data ecosystem in Serbia, helping it bridge the gap to European and global best practices in governance and supporting several strategic processes, including the implementation of the E-Government Development Strategy. It follows the recommendations from the ODRA Action Plan, which is in line with Serbia's Action Plan for the Development of e-Government.

The following activities will be implemented:

1. Support to the functioning of an Open Data Working Group (ODWG)

The ODWG was established in March 2016 and has been structured to include a core group comprising institutions that will champion the open data initiative and bring expertise from several different angles, and a broader group of stakeholders that include large data-holding agencies as well as representatives of business, civil society and academia, with particular emphasis on organizations that can act as incubators of solutions and multipliers of results. As per the Action Plan for Development of e-Government, the Directorate for e-Government coordinates the work of the group.

The following institutions are taking part in the ODWG:

Cross-cutting:

Office of the Prime Minister Delivery Unit, Team for Public Administration Reform: the Delivery Unit has been established within the Prime Minister's Office in 2015 as a single information and coordination point supporting the head of Government in reaching evidence-based policy decisions. Its focus is on delivery of better results faster on a small number of top priority topics, while leaving ownership for these priorities with the respective Ministries/agencies. The team for Public Administration Reform is one of six currently operating teams and works closely with numerous institutions to reduce administrative burden and facilitate better cooperation and data exchange within Government.

Public Policy Secretariat (PPS): another Center of Government institution, the PPS was established in 2014 with a mission to serve as a professional service to Government in creating and adopting public policies and legislation that will be of better quality, more harmonized and more efficiently implemented. Its mandate relates to improving management of public policies (planning, analysis, creation, adoption, monitoring, evaluation, implementation and coordination), monitoring the implementation of Government priorities, and establishing an effective coordination framework for public policy implementation. Its analytical unit both supports government agencies with developing quality strategic framework (including indicator development), as well as conducting on-demand analysis and evidence basis for specific policy measures considered. As such, it is the most significant institutional user of Government data for policy purposes.

- (€ Statistical Office: the central institution charged with statistical data collection, processing, analysis and publication, setting standards, maintaining registers, etc. Due to the key role that official statistics play in the European integration process, the Statistical Office has been rapidly modernizing and adapting to European and international standards, with a plan for further reforms underway. While it is struggling with qualified staff retention, the Statistical Office is the key institutional bearer of expertise in data management as well as being the single largest data holder itself.
- (€ Commissioner for Information of Public Importance and Personal Data Protection : an autonomous and independent public authority established in 2004, with the role of enhancing administration transparency and assisting citizens with exercising the right of free access to information. The Commissioner promotes proactive publication of up to date information on webpages of public bodies and their information directories, and publishes the data it holds in an open format. The Commissioner's role also pertains to personal data protection and irregularities during data collection, data keeping, using, processing, archiving, and transferring across borders and exercising the right to privacy.
- (€ Chamber of Commerce and Industry: an independent non-budget institution, the Chamber acts as a representative of the business community, advocates for the interest of business with Government and public bodies, supports local and international companies with services, mediation, consulting and business information, provides business training for strengthening competitiveness, and promotes Serbia's international economic cooperation. It includes an association of IT companies and an Innovations Center, and has been hosting and organizing events related to e-government and open data.

Data-holding agencies:

- (€ Ministry of Interior: opened first data set on traffic accidents, holder of large data sets including traffic control, vehicle registration (including depersonalized data on structure of vehicles in use), citizen register, depersonalized citizen residence register including in-country migration, etc.
- (€ Public Procurement Office: opened all core data on contracting authority, type of procedure and type and subject of procurement. Potential to open all publicly accessible data, including reports on low and high value public procurements and to develop services based on open data integrated into the new public procurement portal, as well as to work towards Open Contracting standards.
- (€ Agency for Medicines and Medical Devices: opened entire registry of medicines for human and animal use and all medical devices in use.
- (€ Ministry of Education and Science: developed own open data portal including an ever-growing number of data sets such as school registers, current vacancies in schools, current excess staff by school, schoolbooks, faculties, studying programs, R&D institutions, R&D projects, etc. The portal can be integrated with the future central open data portal. This Ministry is also the first to run its own open data competitions targeting schools (for data visualization) and the academic community (for policy analysis).
- (€ Agency for Environmental Protection: opened first data sets on quality of air, allergens and part of the pollutant registry. Holder of large amount of data already in electronic form and in compliance with EU and IPCC standards.
- (€ Ministry of Energy and Mining: holder of significant data of primary value for the private sector and currently exploring opening data on energy permits.
- (€ Ministry of Construction, Transport and Infrastructure: holder of significant data of primary value for freight operators, private vehicle users, construction companies and general public and recently opened e-permit portal for the citizens and companies.
- (€ Public Investment Management Office: implements ongoing project utilizing public sector

data on landslides, hazard and risk maps on municipal level for the development of a public GIS web portal as a platform for interactive landslide event reporting and unifying landslide data records, identifying critical sites for landslide rehabilitation and improvement of governmental agencies practice in building/updating national landslide database.

First partnerships with data users and developers have also already been established. The ODWG includes a number of civil society groups that have been active in the field of open data, including transparency organizations, start-up hubs, privacy activists and promoters of digital culture.

The first open data hackathon in Serbia was organized on 4-6 December 2015, gathering IT developers, civil society activists and media representatives working with data opened through the pilot initiatives. The software solutions and prototypes developed have been presented at a high-level conference on 8 December 2015, which officially launched the ODRA and where World Bank experts participated in panels with top government officials.

The project will support the functioning of the ODWG through:

- (€ Providing a part-time expert as ODWG facilitator who will moderate meetings, provide written inputs collecting best practices and tracking progress among pilot institutions, as well as monitoring use of open data, identify champions, ensure that the ODWG keeps open channels of communication with all external stakeholders, including the IT community and civil society organizations, and support revisions of the Open Data Action Plan. In the initial stage the facilitator will provide support for establishing a governance mechanism and coordinate MOUs between data-holding institutions and the core group managing the Open Data portal.
- (€ Providing ad hoc short-term experts to advise on specific aspects of the open data program (including development of the legislative and institutional framework, addressing specific sectoral challenges, regulatory aspects such as anonymization, licensing, etc.)
- (€ Capacity building through trainings, workshops, study visits, and mentoring
- (€ Support for organization of meetings with the broader ODWG and public events, including joint sessions with agencies and organizations active within the Open Government Partnership.

2. Support to developing the legislative framework for open data

The ODWG is charged with preparing the groundwork for amending the legal framework relevant to open data, including the Law on Free Access to Information of Public Importance (changes anticipated in the next several months) and Law on Personal Data Protection. Examples of best practices are being assessed to consider which model should be applied (e.g. amendments to existing relevant laws; a separate piece of legislation covering open data). The ODWG will also help with the preparation of relevant bylaws for ensuring implementation of open data as defined in the laws, as well as the transposition of the EU PSI directive.

Activities will include:

- (€ Short-term expert support to review existing legislation, assess comparative practices, and support impact assessments
- (€ ODWG retreats with relevant authorities for drafting legislation (laws and bylaws)
- (€ Public debates on draft legislative proposals concerning open data
- (€ Meetings with parliamentary committees and public hearings on open data legislation in the

National Assembly

3. Support to developing the institutional framework for open data

Activities will include:

- ▶(€ Expert support to the ODWG in collecting best practices and assessing mechanisms for positioning Open Data within Serbia's institutional framework, including appointment of Chief Data Officer, assessment of the institutional placement of e-Government and/or initiation of a new Government innovation hub
- ▶(€ Facilitating the designation of open data officers in all agencies and providing training and regular exchanges with the ODWG and external stakeholders
- ▶(€ Providing initial support to the identified institutional solution as approved by the Government, including capacity building, functional analyses, and development of internal acts

4. Development of a central open data portal

The ODWG will assess best practices and approve the model to be applied, including specific features for user interaction and feedback and whether to include functionalities for publishing data from sources other than the public sector. The Portal as a highly functional software needs to include functionalities as mapping, visualization and analysis to aid government officials, journalists, businesses and most importantly citizens in using the available data. The project will support the development of the portal as endorsed by the ODWG.

In addition to serving as a platform for releasing data sets, the open data portal will establish a mechanism to receive users' requests and feedback, channel it to the respective institution and monitor responses (which should all be published on the portal). It will include features that allow users to subscribe for updates in specific fields of interests and notify them when new datasets or updates are released.

5. Pilot projects and support to individual institutions with opening of data

The ODWG will develop criteria identifying priority areas for open data, including impact on citizens, relevance to developmental priorities potential, for development of innovative public services, business development potential, quality of data, capacity of data-holding institution, etc. The institutions that have already implemented first pilots in fall 2015 (see above) will continue to be supported in their efforts, while new ones will be identified as well. Preliminary interest exists with the Geodetic Authority, the Central Register of Obligatory Social Insurance (CROSO), the Ministry of Construction, Traffic and Infrastructure, the Serbian Business Registers Agency, as well as a number of other smaller data-holders.

Furthermore, local-level pilots will be initiated supporting cities in their transition/transformation into Smart Cities. The City of Belgrade, Subotica, Novi Sad, Krusevac, and more expressed their aim to transform into Smart City by using ICT, in order to increase their competitiveness, quality of life, infrastructure accessibility, etc. Under the project the cities will be invited to nominate ideas for their local community, upon which the ODWG will select one to three that can be implemented within the available budget and that could be easily replicated to other local communities. While the focus will be on transport related programs and solutions (i.e. public transport, parking, cycling, road safety), it

will not be limited to it.

Pilot institutions will be supported through:

- (€ Access to expert advisory services, including technical expertise
- (€ Technical support with opening data, which may include engagement with IT maintenance companies already contracted by the data holding institution
- (€ Opportunities to have their data included in hackathons and further incubated afterwards, benefitting from early learning and feedback
- (€ Support in equipment and hardware, where exceptionally justified and necessary (e.g. with the Ministry of Interior)
- (€ A data fellows program, supporting students from tech universities and open data activists to assist institutions with developing their open data programs

6. Stimulating demand for open data and support to open data users

Ensuring that the data released is responsive to the needs of potential data users, that the drive for opening data is complemented with continuous skills building, and that all major strides in opening data are immediately followed by proactively created opportunities for use, will be a top priority of the project. To this end, several potential multipliers gathering relevant stakeholders are already actively involved, including in the IT startup community, civil society, academic research institutes, and media. This network will expand and will be invited to join ODWG meetings to ensure a consistent feedback loop .

The project will support the demand side of open data through:

- (€ Development of a strategy for audience growth and user engagement for the ODWG, including identification of specific user groups and their distinct needs, identification of models of engagement and specific channels with each group
- (€ Contracting of organizations for development and incubation of open data-based solutions (both non-profit and private), including organizations that: gather large numbers of stakeholders and have the capacity to become champions of open data in their fields; propose creative uses of data for public good; represent innovative partnerships across sectors (e.g. developer groups working together with civil society organizations, academic researchers, or media)
- (€ Boot camps and hackathons gathering multi-disciplinary teams to develop software solutions and generate ideas for implementing them
- (€ Public challenges and contests for using open data to develop policy solutions
- (€ Providing developers and activists specific opportunities to interact with policy-makers through the ODWG and data fellows program, testing the policy relevance of their ideas and informing future activities
- (€ Continuous campaigns and maintenance of the open data community in Serbia, particularly via social media.

7. Development of open data knowledge products

A set of indicators to measure and evaluate the impact of open data initiatives will be developed. The project will support the creation and publishing of guides to opening data for institutions, as well as translation into Serbian of existing toolkits and case studies collecting global best practices.

8. Broader stakeholder promotion and capacity building activities

A national Open Data Days conference will be organized in the second year of project implementation, to gather all stakeholders and the broader public in a stock-taking effort and review what has been achieved.

The workshops and trainings organized for the broader ODWG and open data officers will include specific components for enhancing general IT capacities in Government (including data management training, capacity building of IT staff, etc.).

D. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

E. Borrower's Institutional Capacity for Safeguard Policies

F. Environmental and Social Safeguards Specialists on the Team

II. SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	No	
Natural Habitats OP/BP 4.04	No	
Forests OP/BP 4.36	No	
Pest Management OP 4.09	No	
Physical Cultural Resources OP/BP 4.11	No	
Indigenous Peoples OP/BP 4.10	No	
Involuntary Resettlement OP/BP 4.12	No	
Safety of Dams OP/BP 4.37	No	
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/BP 7.60	No	

III. SAFEGUARD PREPARATION PLAN

Appraisal stage ISDS required?: No

IV. APPROVALS

Team Leader(s):	Name: Svetlana Vukanovic, Juan Navas-Sabater	
Approved By:		
Safeguards Advisor:	Name: Nina Chee (SA)	Date: 26-Oct-2016

Practice Manager/ Manager:	Name: Jane Lesley Treadwell (PMGR)	Date: 30-Oct-2016
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¹ Reminder: The Bank's Disclosure Policy requires that safeguard-related documents be disclosed before appraisal (i) at the InfoShop and (ii) in country, at publicly accessible locations and in a form and language that are accessible to potentially affected persons.