PROMOTING OPEN GOVERNMENT PARTNERSHIP: INSIGHTS FROM LA LIBERTAD, PERU

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Abstrak

Penelitian ini bertujuan menganalisis open government La Libertad, Peru. La Libertad memiliki peran utama karena satu-satunya model percontohan pemerintah lokal oleh Open Government Partnership di negara tersebut. Pendekatan kualitatif dan metode analisis bibliomterik digunakan pada penelitian ini. Data penelitian diperoleh dari website resmi Pemerintah La Libertad dan bersumber dari database Semantic Scholar. Temuan penelitian ini menunjukkan bahwa open government La Libertad tidak populer. Isu-isu yang mendominasi meliputi law, transparency, public policy, development, control, inclusion, democracy, politics, dan access to information. Isu-isu yang terkini meliputi investment, economic development, free economy, local development, participatory management, security system, leadership, immigration, dan disability. La Libertad saat ini fokus pada enam komitmen open government mereka: meningkatkan keterlibatan masyarakat; meningkatkan akuntabilitas pemerintah daerah; memperkuat kemampuan masyarakat sipil; mengurangi kesenjangan digital literasi; mentransfer pengalaman partisipasi masyarakat ke kotamadya yang bebas; dan melacak anemia dan malnutrisi anak. Komitmen-komitmen tersebut berpotensi untuk menciptakan pemerintahan La Libertad lebih terbuka.

Kata Kunci: La Libertad, Open Government Partnership, Pemerintahan terbuka

Abstract

This study aims to analyze the open government of La Libertad, Peru. La Libertad has a leading role as the only local government pilot model by the Open Government Partnership in the country. Qualitative

approaches and bibliometric analysis methods are used in this study. The research data were obtained from the official website of the La Libertad government and sourced from the Semantic Scholar database. The findings of this study indicate that the open government of La Libertad is not popular. The dominant issues include law, transparency, public policy, development, control, inclusion, democracy, politics, and access to information. Current issues include investment, economic development, free economy, local development, participatory management, security systems, leadership, immigration, and disability. La Libertad is currently focusing on six open government commitments: increasing community engagement; increasing local government accountability; strengthening civil society capacity; reducing the digital literacy gap; transferring community participation experiences to free municipalities; and tracking child anemia and malnutrition. These commitments have the potential to create a more open government in La Libertad.

INTRODUCTION

The term open government is not new, but various social contexts and advances in Information and Communications Technology (ICT) in the government sector have contributed to how open government is conceptualized[1]. The origins of open government can be traced back to the Greek Athenian codification of law. Still, the Visigothic Code of the Kingdom of Sweden is considered the beginning of modern open government initiatives[2]. Traditional open government refers to the freedom

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[1] Bernd W. Wirtz, Jan C. Weyerer, and Michael Rösch, 'Open Government and Citizen Participation: An Empirical Analysis of Citizen Expectancy towards Open Government Data', *International Review of Administrative Sciences*, 85.3 (2019), 566–86 <https://doi.org/10.1177/0020852317719996>; Deo Donald Shao and Stuti Saxena, 'Barriers to Open Government Data (OGD) Initiative in Tanzania: Stakeholders' Perspectives', *Growth and Change*, 50.1 (2019), 470–85.

[2] M. Jae Moon, 'Shifting from Old Open Government to New Open Government: Four Critical Dimensions and Case Illustrations', *Public Performance and Management Review*, 43.3 (2020), 535–59 <https://doi.org/10.1080/15309576.2019.1691024>; Victoria Wang and David Shepherd, 'Exploring the Extent of Openness of Open Government Data – A Critique of Open Government Datasets in the UK', *Government Information Quarterly*, 37.1 (2020), 101405.

of information available to citizens so that they can make government authorities transparent and accountable even though their contributions are often constrained by the political environment. This traditional approach was reconsidered and reshaped when web technologies offered new channels through which more information could be provided simultaneously to many unknown people beyond the constraints of space and time[3].

Open government is an intriguing agenda promoted by many governments since the 2000s. Open government is seen as very important, similar to New Public Management (NPM) in the 1980s[4]. Currently, there has been a global tendency to create a sustainable open government through the use of artificial intelligence. Open government initiatives have been widely introduced not only in Western democracies but also in Asian and African countries[5].

Open government has become an important strategy for administrative reform that has prompted many countries around the world to design and implement initiatives related to e-government, access to information, transparency, public participation, and collaboration[6]. Many governments

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[3] Mila Gascó-Hernández, *Open Government Opportunities and Challenges for Public Governance* (New York: Springer New York, 2014); Muhammad Mahboob Khurshid and others, 'Factors Influencing Citizens' Intention to Use Open Government Data—A Case Study of Pakistan', *Big Data and Cognitive Computing*, 6.31 (2022), 1–22.

[4] Igbal Safarov, 'Institutional Dimensions of Open Government Data Implementation: Evidence from the Netherlands, Sweden, and the UK', *Public Performance and Management Review*, 42.2 (2019), 305–28 <https://doi.org/10.1080/15309576.2018.1438296>; Yupan Zhao and others, 'Key Factors and Generation Mechanisms of Open Government Data Performance: A Mixed Methods Study in the Case of China', *Government Information Quarterly*, 39.4 (2022), 101717.

[5] Danang Eko Prastya, Misran, and Achmad Nurmandi, 'A Bibliometric Analysis of E-Democracy on Government Research', *Jurnal Ilmiah Mimbar Demokrasi*, 20.2 (2021), 71–80 <https://doi.org/10.21009/jimd.v20i2.19772>; J. Ramon Gil-Garcia, Mila Gasco-Hernandez, and Theresa A. Pardo, 'Beyond Transparency, Participation, and Collaboration? A Reflection on the Dimensions of Open Government', *Public Performance and Management Review*, 43.3 (2020), 483–502 <https://doi.org/10.1080/15309576.2020.1734726>; Syed Agung Afandi, Rizki Erdayani, and Muslim Afandi, 'Open Government: Key Issues in South Africa', *JPASDEV: Journal of Public Administration and Sociology of Development*, 5.1 (2024), 698–706.

[6] Emiliana De Blasio and Donatella Selva, 'Implementing Open Government: A Qualitative Comparative Analysis of Digital Platforms in France, Italy and United Kingdom', *Quality and Quantity*, 53.2 (2019), 871–96 <https://doi.org/10.1007/s11135-018-0793-7>; Sabina Schnell, 'Vision, Voice, and Technology: Is There a Global "Open Government" Trend?',

have expanded the concept of open government; for example, the Obama administration announced the Open Government Directive in 2009 and, together with South Africa, Brazil, the Philippines, Indonesia, the United Kingdom, Mexico, and Norway, took a leading role in establishing the Open Government Partnership (OGP) in 2011. The OGP is a multinational effort to promote open government worldwide[7].

The Open Government Partnership is comprised of countries, local governments, and civil society organizations that support each other in designing and implementing projects that promote transparency in governance, public engagement, and accountability[8]. Transparency describes the public's ability to not only see but also understand how their government works. Public engagement refers to the public's ability to influence government by engaging in government processes and programs. Accountability reflects the public's ability to hold government to account for its policies and performance[9].

The Open Government Partnership is based on the idea that open government is more accessible, more responsive, and more accountable to

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Administration & Society, 52.10 (2020), 1593–1620; Habib Zafarullah and Noore Alam Siddiquee, *Open Government and Freedom of Information* (London: Palgrave Macmillan Cham, 2023); Suzanne J. Piotrowski, Daniel Berliner, and Alex Ingrams, *The Power of Partnership in Open Government* (Cambridge: The MIT Press, 2022).

[7] Lisa Schmidthuber and Dennis Hilgers, 'Trajectories of Local Open Government: An Empirical Investigation of Managerial and Political Perceptions', *International Public Management Journal*, 24.4 (2021), 537–61 <https://doi.org/10.1080/10967494.2020.1853291>; Vigan Raca, Goran Velinov, and Margita Kon-Popovska, 'A Framework for Evaluation and Improvement of Open Government Data Quality: Application to the Western Balkans National Open Data Portals', *SAGE Open*, 12.2 (2022).

[8] Martin Lnenicka and Stuti Saxena, 'Re-Defining Open Government Data Standards for Smart Cities' Websites: A Case Study of Selected Cities', *Digital Policy, Regulation and Governance*, 23.4 (2021), 398–411 <https://doi.org/10.1108/DPRG-12-2020-0174>; Momen Kashani Noushin and others, 'A Model for Measuring the Willingness of Policy Makers to Open Government in Iran', *Journal of Public Administration Perspective*, 11.2 (2020), 35–64.

[9] Carla Bonina and Ben Eaton, 'Cultivating Open Government Data Platform Ecosystems through Governance: Lessons from Buenos Aires, Mexico City and Montevideo', *Government Information Quarterly*, 37.3 (2020), 1–15 <https://doi.org/10.1016/j.giq.2020.101479>; Fatemeh Sadat Aboalmaali, Karamolah Daneshfard, and Ali Asghar Pourezzat, 'A Pattern to Recognition of Triggering Element of Open Government Implementation in Iran's Public Organizations (Case Study: Ministry of Interior)', *Journal of Public Administration*, 12.1 (2020), 145–74.

citizens, and that improving the relationship between citizens and government has long-term and exponential benefits for all[10]. The Partnership focuses on several policy areas, including anti-corruption and integrity, beneficial ownership, open contracting, civic space, freedom of assembly, freedom of association, freedom of expression, digital governance, environment and climate, extractive industries, fiscal openness, inclusion, people with disabilities, youth, justice, land and spatial planning, open parliaments, public service delivery, education, health, water and sanitation, and the right to information[11].

Seventy-five countries and one hundred and sixty-three local governments are currently part of the Open Government Partnership. Being a local OGP member provides benefits to drive open reforms that have become part of the vision and mission of each local government to achieve levels of accountability, responsiveness, inclusiveness, and transparency[12]. Through membership in this global community, each local government can gain new information on the implementation of open government and can share views, experiences, and resources to achieve the principles of open government[13].

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[10] Erna Ruijer and Albert Meijer, 'Open Government Data as an Innovation Process: Lessons from a Living Lab Experiment', *Public Performance & Management Review*, 43.3 (2020), 613–35; Andrew Heywood, *Politik* (Jakarta: Pustaka Pelajar, 2014); Daniel Lathrop and Laurel Ruma, *Open Government: Collaboration, Transparency, and Participation in Practice* (California: O'Reilly Media, 2010).

[11] Yingying Gao, Marijn Janssen, and Congcong Zhang, 'Understanding the Evolution of Open Government Data Research: Towards Open Data Sustainability and Smartness', *International Review of Administrative Sciences*, 89.1 (2021), 59–75 <https://doi.org/10.1177/00208523211009955>; Alex Ingrams, 'Administrative Reform and the Quest for Openness: A Popperian Review of Open Government', *Administration and Society*, 52.2 (2020), 319–40 <https://doi.org/10.1177/0095399719875460>; Erna Ruijer and others, 'The Politics of Open Government Data: Understanding Organizational Responses to Pressure for More Transparency', *The American Review of Public Administration*, 50.3 (2020), 156–72.

[12] Alex Ingrams, Suzanne Piotrowski, and Daniel Berliner, 'Learning from Our Mistakes: Public Management Reform and the Hope of Open Government', *Perspectives on Public Management and Governance*, 3.4 (2020), 257–72 <https://doi.org/10.1093/ppmgov/gvaa001>.

[13] Ying Li, Rui Yang, and Yikun Lu, 'A Privacy Risk Identification Framework of Open Government Data: A Mixed-Method Study in China', *Government Information Quarterly*, 41.1 (2024), 101916.

The Open Government Partnership has launched a local government pilot program because it recognizes that much open government innovation and reform is happening at the local level. Local governments can engage directly with citizens and deliver many important public services[14]. Local governments involved in the program include La Libertad (Peru), Buenos Aires (Argentina), Madrid (Spain), Basque Country (Spain), Sekondi-Takoradi (Ghana), South Cotabato (Philippines), Seoul (South Korea), Paris (France), Tbilisi (Georgia), Austin (United States), Scotland (United Kingdom), Kaduna State (Nigeria), Sao Paulo (Brazil), Elgeyo Marakwet (Kenya), and Jalisco (Mexico)[15].

La Libertad is the only local government in Peru designated as a model local government by the Open Government Partnership. In the country, three local governments have joined the OGP: Lima, La Libertad, and Cajamarca. This makes La Libertad play a key role in the open government campaign in Peru. Since joining the OGP, La Libertad has made ten open government commitments. Their first commitment was implemented in 2017 and they are currently focusing on five main commitments. This study aims to analyze the open government of La Libertad.

RESEARCH METHODS

This study uses a qualitative approach with a bibliometric analysis method. Bibliometric analysis is a method for analyzing scientific literature in a particular field of knowledge or topic[16]. This method is used to identify and highlight critical insights generated from scientific literature[17]. The

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[14] Kuang-Ting Tai, 'Open Government Research over a Decade: A Systematic Review', *Government Information Quarterly*, 38.2 (2021) <https://doi.org/10.1016/j.giq.2021.101566>; Ricardo Matheus and Marijn Janssen, 'A Systematic Literature Study to Unravel Transparency Enabled by Open Government Data: The Window Theory', *Public Performance & Management Review*, 43.3 (2020), 503–34.

[15] Syed Agung Afandi, Muslim Afandi, and Rizki Erdayani, 'Local Open Government: Key Issues in Paris', *Malikussaleh Social and Political Reviews*, 5.2 (2024), 86–92.

[16] Naveen Donthu and others, 'How to Conduct a Bibliometric Analysis: An Overview and Guidelines', *Journal of Business Research*, 133.1 (2021), 285–96; José A. Moral-Muñoz and others, 'Software Tools for Conducting Bibliometric Analysis in Science: An Up-to-Date Review', *Multidisciplinar*, 29.1 (2020), 629–35.

[17] Umi Kulsum and others, 'A Bibliometric Analysis of Open Government: Study on Indonesia and Philippines', *Journal of Governance*, 7.1 (2022), 133–43 <https://scholar.archive.org/work/32cuvpqhzbardbxezm25nr5c3i/access/wayback/https://jurnal.untirta.ac.id/index.php/jog/article/download/13934/pdf_61>; Magaly Gaviria-Marin,

research data were obtained from La Libertad government policy documents and sourced from the Semantic Scholar database taken using the Publish or Perish (PoP) application with the keywords La Libertad e-government, La Libertad information access, La Libertad transparency, La Libertad participation, and La Libertad collaboration, which are based on the main principles of open government. The data used is within the time limit of 2017 to 2024 by La Libertad involvement in the Open Government Partnership. Data were stored in RIS format, selected using Mendeley (including completing details author keywords), and analyzed using VOSviewer (type of analysis: co-occurrence; unit analysis: keywords; counting method: full counting). The bibliometric map is then juxtaposed with La Libertad open government policies.

RESULTS AND DISCUSSION

In the period 2017-2024, there were sixty-five articles relevant to La Libertad's open government published in scientific journals (see Graph 1). The most articles were published in 2017, while the least were in 2023 and 2024. Eighteen articles were published in 2017, twelve articles in 2018, eleven articles in 2019, thirteen articles in 2020, four articles in 2021, three articles in 2022, and two articles each in 2023 and 2024. This shows that there has been a decrease in the number of article publications throughout the years, except in 2020. This indicates that La Libertad's open government is not popular and therefore not in line with its status as a local government model by the Open Government Partnership. This partnership aims to campaign for open government as an effective public administration reform strategy widely.

José M. Merigó, and Hugo Baier-Fuentes, 'Knowledge Management: A Global Examination Based on Bibliometric Analysis', *Technological Forecasting and Social Change*, 140.12 (2019), 194–220 <https://doi.org/10.1016/j.techfore.2018.07.006>.

Graph 1. Publication Trends
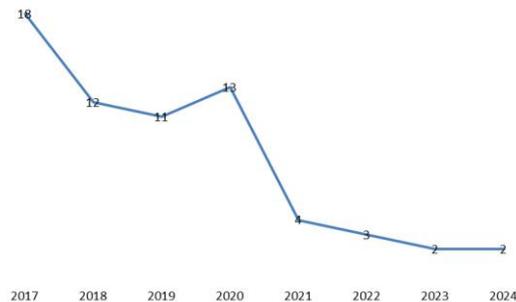
Source: Processed by the Author, 2025

There are eighty-seven main issues of open government in La Libertad. These issues are integrated and divided into several main focuses (see Figure 1). The first focuses on development, economy, economic crisis, economic development, investment, labor unions, local development, participation, participation rights, participatory management, and tourism. The second focuses on basic rights, community, control, health, information and communication technology, infrastructure, power, regulation, social control, and tax. The third focuses on courts, customs, digitalization, employment law, industrial relations, Islamophobia, law, and legality. The fourth focuses on disability, ethnic discrimination, inclusion, public policy, rehabilitation, social inclusion, web systems, and women's inclusion. The fifth focuses on collaboration, communication, freedom, integration, leadership, and privacy. The sixth focuses on authoritarianism, the digital era, fake news, freedom of expression, information, and the internet. The seventh focuses on access rights, integrity, the private sector, transparency, transparency costs, and whistleblowing. The eighth focuses on economic management, the economy, free economy, immigration, politics, and the state role. The ninth focuses on accountability, artificial intelligence, citizenship, democracy, and public administration. The tenth focuses on authoritarian government, constitution, education, freedom rights, and human rights. The eleventh focuses on compliance, corruption, ethics, institutions, and populism. The twelfth focuses on freedom of information, gender, pandemic, rural women, and women's development.

The thirteenth focuses on access to information, policy implementation, and public information. The fourteenth focuses on security, security systems, and security threats. The dominant issues include law, transparency, public policy, development, control, inclusion, democracy, politics, and access to information. Meanwhile, current issues include investment, economic development, free economy, local development, participatory management, security systems, leadership, immigration, and disability. These issues show the urgency and potential future contributions to La Libertad's open government.

Figure 1. Network Visualization
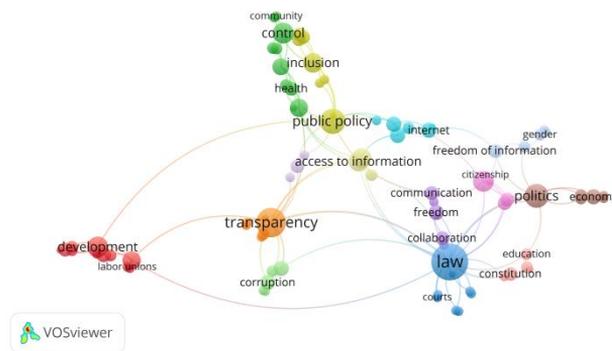
Source: Processed by the Author, 2025

La Libertad is currently focused on six of its open government commitments: *First,* increasing citizen engagement. Citizen participation in La Libertad occurs primarily through the interaction of Trujillo-based CSOs with regional and municipal authorities. For example, by law, regional public hearings—spaces of accountability between regional governments and citizens—take place twice a year: one in the regional capital Trujillo and one in one of the other 11 provinces in the region. Likewise, regional participatory budget workshops and Regional Coordination Council sessions are held exclusively in Trujillo. The small size of regional civil society outside Trujillo makes it necessary to broaden the spectrum of citizen participation through empowerment and

diversification of channels, especially those outside the regional capital and those less involved in issues of public relevance.

The government of La Libertad has begun implementing the online platform Decide La Libertad. This policy follows the Decide Madrid, implemented by the city council of the Spanish capital, with which GRLL signed an agreement in 2017. As a web platform, Decide Madrid allows citizens to make spending proposals for projects, propose new laws, give their opinions on votes of the Madrid Council, and serve as a platform for debate. This commitment allows the use of the software by GRLL to redesign it and adapt it to the reality of the Peruvian region while still following the original objectives of the platform (that is, to be a participatory web space for debate, proposals, co-creation of standards, and approval of project funding).

The Decide La Libertad platform seeks to open decision-making to all interested citizens, especially those who are not involved in existing participation mechanisms. This commitment also includes an access to information component that allows the public to provide an informed opinion on the public policy cycle. Finally, it also includes the use of technologies that offer new opportunities for public participation and collaboration. This commitment combines two activities: the creation of the platform (initially in beta) and its launch for regional participatory budgeting processes in 2018. For the participatory budget, GRLL launched a major campaign that—according to its representatives—was successful: 2000 people registered to participate. In addition to the two initial milestones already achieved, the following activities were added: redesign (which will involve improving internal controls and monitoring of what is voted on the platform and making it more citizen-friendly), information entry and management, and dissemination and establishment of evaluation mechanisms.

Decide La Libertad will be a mechanism for access to public information, interaction with citizens, and accountability through the use of innovative technologies. The use of a digital platform is in line with the increasing use of the internet by the country's urban population. If fully implemented, the commitment represents an ambitious reform that has the

potential to change the status quo of citizen participation in La Libertad and contribute to solving the problem of the lack of citizen involvement in participatory processes (especially citizens outside the regional capital). Furthermore, the success of the platform could lead to its adoption in other regions of Peru. If sustained over time, the commitment will transform government practices, which could go beyond traditional participatory spaces to prioritize dialogue with broader citizen sectors.

Second, increasing local government accountability. There are two main mechanisms of public accountability in Peru: public hearings and participatory budgeting. Public hearings are established by law: Local governments hold local public hearings at least twice a year, in the regional capital and in the province, to submit reports on achievements and progress made over a certain period. The Law on Participatory Budgeting states in part: The heads of local governments and municipalities/districts are required to provide periodic reports to the participatory budget agency on the progress of agreements reached in the preparation of participatory programs, as well as the overall budget of the agency.

Although this mechanism is legally established, there are problems in its implementation across the country. Accountability hearings do not meet requirements such as minimum notice periods, scheduling in easily accessible locations, anticipating agenda items, and an appropriate general framework for accountability. In the case of La Libertad, the current regulatory framework means that the hearings are more of a one-time event a year than a stable space for interaction with citizens. In addition, the information provided in this type of accountability hearing is usually very general and does not go through indicators. Participatory budgeting, on the other hand, often loses credibility in the eyes of civil society, as many governors and mayors decide not to prioritize what is discussed during the accountability session.

The objective of this commitment is to implement a public accountability space on the Decide La Libertad platform, under the responsibility of the official in charge of its management. This commitment establishes a mechanism that encourages government actors to justify their actions, respond to criticism or requests addressed to them, and accept

responsibility for failures in carrying out their duties. All this through a space dedicated to this purpose on the Decide La Libertad portal. This accountability will also have a component of access to public information: the GRLL will provide information on which citizens will exercise this right, related to regional public assemblies and participatory budgets. By being integrated into a new technological platform (Decide La Libertad), this commitment also draws on the value of technology and innovation.

This commitment proposes the creation of an accountability space within Decide La Libertad, its continuous updating, the dissemination of information to citizens, the creation of a feedback mechanism on what is published by the local government, and the implementation of evaluations. This commitment is an important step that could change the government's practices regarding its interaction with citizens. This commitment would be the first experience in La Libertad (and one of the few in Peru) to establish a digital accountability mechanism. This commitment seeks to complement existing accountability mechanisms (such as public hearings and participatory budgeting) through their integration into an electronic platform, which would involve the pre-publishing of information that will be considered by citizens and establishing channels for consultation and feedback on this. If successful, its scope could extend beyond La Libertad and be replicated in other regions of Peru.

Third, strengthening civil society capacity. One of the main problems detected in achieving effective citizen participation in the public policy cycle in La Libertad is the gap in the capacity of CSOs and the general public in the use of expert information and knowledge: in La Libertad, there are very few CSOs that are experts in specific public management issues. Among citizens (especially outside the capital), this gap is even wider. In general, civil society does not know or use the terminology related to public management processes (for example, how to formulate investment projects or the stages of the budget cycle). In addition, the government reacts negatively or apathetically to this lack of knowledge. Combined, all of this makes it difficult to have an informed dialogue with the government that could include the voice of citizens.

The purpose of this commitment is to implement technological tools that enable capacity-building processes to be carried out in civil society organizations and to implement training, information, and dissemination processes for technological tools, facilitating access to scheduled and accredited training and capacity-building events, and to specific and up-to-date information. Specifically, the agreement establishes online training for civil society and develops face-to-face sessions outside Trujillo carried out by regional universities. This mechanism will seek to proactively disseminate information on how local public policies are managed to CSOs in order to familiarize citizens with the use of key concepts of public administration and indirectly contribute to improving the quality of their participation. By using new technological platforms (such as the Virtual Classroom in Decide La Libertad), this commitment also draws attention to the value of technology and innovation.

This commitment is a positive step in the policy field to improve the conditions for citizen participation. Training civil society in public management issues will undoubtedly help improve the quality of their public engagement. However, the commitment presents three challenges to solving the identified problems. First, the "virtual classroom" will go through an accreditation process, but no further details are provided. It is stated that it will be accredited by national and international educational organizations, something that seems very ambitious. This accreditation process is more about getting renowned universities to "sponsor" the initiative, lending their names, human resources, and eventually subsidiaries to organize face-to-face courses outside Trujillo. According to the government, this should not be difficult to achieve. However, based on the experience of subnational pilots, GRLL has had difficulty integrating universities into such an engagement, and public universities have not even wanted to join the policy, indicating the problems of this type of collaboration.

Second, local government officials themselves will be responsible for designing the courses. This commitment is also unrealistic given the many responsibilities of GRLL officials. Furthermore, the implementation of the plan does not consider the recruitment of full-time staff. The course design

process will be collaborative between the government, universities, and civil society, something that, in any case, will require a significant investment of time to reach agreement. Furthermore, the design of educational content must be carried out and validated by pedagogical experts, something that is not specified in this commitment.

Finally, the commitment is ambiguous about the topics that will be included in the curriculum, stating that virtual classes and face-to-face workshops will seek to build digital skills and competencies in "topics of interest in Citizen Participation and Local Management". This lack of clarity prevents us from feeling confident, especially when there is already a commitment around digital skills (see Commitment 4). In the extreme case, the activities of the two commitments could be interchanged, and the government could present them as outcomes of both initiatives. The commitment also does not make it clear who will be the main actors in selecting course topics: citizens, government offices, universities, or existing participatory spaces. This is important because the successful delivery of this type of training requires a clear identification of the demand for training and capacity building.

Fourth, reducing the digital literacy gap. Digital literacy is defined as the awareness, attitude, and ability of individuals to use digital technology appropriately, so that they are able to identify, access, manage, integrate, evaluate, analyze, and synthesize digital resources, build new knowledge, create media expressions, and communicate with others in the context of specific life situations, to enable constructive social action; and to reflect on this process. Digital literacy in Peru presents challenges, especially in rural areas and related to the use of electronic government services by citizens. The objective of this commitment is to implement a training, information, and socialization process for the use and exploitation of technological tools for citizen participation in the population of La Libertad to guarantee their access and availability. This aims not only to promote the Decide La Libertad portal but also the entire e-government offer of GRLL. This commitment mainly involves the preparation of a digital literacy diagnosis in the region and the approval of public investment projects that will allow the budget to be channeled towards digital literacy activities.

Unlike previous commitments, where the government, civil society, and universities would develop courses based on the concept of management (something that would provide an element of access to public information), in this commitment the training that CSOs and citizens will receive is exclusively aimed at building digital skills. Furthermore, this commitment aims to generate public investment projects, an internal process of the government. When a commitment is made regarding e-government (in this case, digital literacy), it must state how it will at least improve access to information, public participation, or public accountability. This commitment seems to aim to create the conditions for greater future citizen engagement with the government; however, it does not directly consider mechanisms for citizen participation or accountability.

The potential impact of this commitment is a reform that is an important step in the use of digital technologies, although its scope is limited. The approval of a project that channels investments to reduce the digital literacy gap is a fundamental step for citizens to use the various electronic services offered by the Peruvian State. However, the commitment does not specify the means that will be used to achieve digital literacy, something that is directly related to its chances of success. This type of program will be more successful if users are already familiar with the literacy platform. In the case of Peru, the most widely used platforms are WhatsApp and Facebook. If literacy is taught using platforms that are not yet widely distributed (for example, Decide La Libertad), the results will be less widespread.

Fifth, transfer the experience of citizen participation to the free municipality. Citizen participation outside Trujillo presents a challenge. Since Trujillo is home to 54.55% of the region's population (other cities in the region do not exceed 50,000 inhabitants), the presence of CSOs outside the regional capital is reduced. Social organizations in rural Peru do not always understand their dialogue with the government as a form of citizen participation: many of them enter into this dialogue to request public works or jobs or to insert themselves into patronage networks. Likewise, provincial and district governments use their citizen participation mechanisms heterogeneously. For example, only a few Local Coordination

Councils (LCCs)—meeting spaces between local governments and civil society—are active in practice, and citizen participation in them is very limited. This commitment has the main objective of transferring to the municipality of La Libertad the experience of successful processes and technological tools (such as the Decide La Libertad technological platform), which allow the democratization of all citizen participation processes in its territory, guaranteeing greater reach and collaboration. Through inter-institutional agreements, municipalities will be able to adopt participatory instruments to be applied in their territories.

Specifically, this commitment is a reform that addresses the expansion of civic space by improving the governance of formal democratic spaces at the municipal level and its articulation with the Decide La Libertad platform, managed by the local government. The potential impact of this commitment is small. It is a positive, incremental step towards improving participatory mechanisms outside the regional capital, but its scope is limited in terms of strengthening the role of CSOs and creating a culture of public innovation. The commitment lacks a basis (even a preliminary basis) on the state of participation in the territory and does not specifically specify which mechanisms at the municipal level it intends to improve (public hearings, local coordination councils, participatory budgets, or new ones). In this sense, the commitment is highly dependent on what is finally agreed upon in the inter-institutional agreement.

The commitment also does not specify which participation mechanisms local governments consider capable of being replicated by local governments. Local governments themselves acknowledge that they have problems in building broad and dynamic citizen participation, so it is unclear to what extent GRLL can initiate the dissemination of practices that are still in the process of being refined. The commitment seems to focus on the dissemination of the Decide La Libertad platform at the local level, which—while valuable—is already being worked on by other commitments (especially commitments 3 and 4). As indicated in the discussion of the potential impact of commitment 4, if the municipalities involved are rural, the problems identified regarding digital literacy must be added to the

challenges of working with rural populations who have even less access to the dynamic use of smartphones and computers.

Sixth, tracking anemia and child malnutrition. Childhood anemia due to iron deficiency (a disease characterized by the absence of healthy red blood cells) is one of the most prominent public health problems in recent years in Peru. According to data from the Central Agency of Statistics and Information, 41.8% of children under the age of three in La Libertad suffer from anemia. Several institutions are working to develop strategies to combat anemia while collecting information on its incidence; these include programs from the Ministry of Inclusion and Social Development—MIDIS (such as the National Plan to Combat Anemia and the Anemia Observatory, in addition to the "Childhood First" Plan, which works more broadly on the issue of child malnutrition), the Ministry of Health—MINSA (such as the "Your love is made of iron" campaign), and NGOs. However, the quantity and quality of public information between these sources differs: the MIDIS Anemia Observatory, for example, presents very general information at the regional level, which does not help with monitoring. In the case of MINSA, health sector professionals currently use the Health Information System (HIS) and the Nutritional Status Information System—SIEN of the Ministry of Health; however, both are not freely accessible. In this sense, citizens do not have the information that would allow them to mobilize themselves to support state efforts or demand compliance with the obligations established by these programs.

The objective of this commitment is to systematize and publish information on monitoring indicators of child malnutrition, anemia, nutritional surveillance, and others in the department of La Libertad. This initiative will act as an "observatory" of anemia and child malnutrition in the region, information that will be published on the Decide La Libertad platform. This observatory will seek to detect deficiencies in social programs related to the fight against anemia in the region. This commitment has a small potential impact, namely a positive incremental step in the field of social policy in La Libertad. It will also generate more and better information on the status of anemia and child malnutrition in the region and the performance of the different state entities responsible for combating it.

However, two problems arise. First of all, it is not clear who is being monitored: whether infants suffering from anemia (which, according to the national government strategy, are those under 36 months of age) or all cases of child malnutrition (which, for example, according to the National Strategy "Childhood First" are all children under 6 years of age). Second, progress in data collection is not directly linked to clear indicators of success in reducing anemia or child malnutrition. Although the production of information is important, it alone does not guarantee a reduction in anemia levels in the territory; unless this is articulated in an educational strategy aimed at parents. To address this, the so-called "institutional commitment" is essential, as this commitment must guarantee a rapid response from state authorities to the problems detected by the platform; as well as having a strategy for disseminating information to citizens.

CONCLUSION

La Libertad's open government is not popular even though La Libertad is a local government model piloted by the Open Government Partnership. Issues regarding law, transparency, public policy, development, control, inclusion, democracy, politics, and access to information are the dominant issues. Meanwhile, issues regarding investment, economic development, free economy, local development, participatory management, security systems, leadership, immigration, and disability are current issues. These issues show the urgency and potential future contribution to La Libertad's open government.

La Libertad is focusing on six main commitments at the moment. First, the implementation of a technological platform allows the centralization of all citizen participation processes, guaranteeing greater citizen participation and collaboration. Second, improvements in accountability processes make them easier to use and ensure greater reach and participation, as well as an effective response from local governments. Third, the implementation of technological tools allows capacity-building processes to be carried out in civil society organizations, as well as implementing training, information, and dissemination processes for technological tools, facilitating access to scheduled and accredited training and capacity-building events, and

providing specific and up-to-date information. Fourth, the implementation of training, information, and dissemination processes on the use and utilization of technological tools for citizen participation in the population of La Libertad, guaranteeing their access and availability. Fifth, the transfer to the municipality of La Libertad of successful experiences of technological processes and tools (the "Decide La Libertad" technological platform), allowing the democratization of all citizen participation processes, guaranteeing greater reach and collaboration. Sixth, systematize and publish information on indicators for monitoring child malnutrition, anemia, nutritional surveillance, and others in the department of La Libertad. This commitment has the potential to create a more open government in La Libertad.

The findings of this study serve as recommendations for researchers to be used as a basis for studying La Libertad's open government. This will provide a real contribution to the La Libertad government in achieving its open government commitment. The implementation of open government by La Libertad contributes to all local governments in Peru, including hundreds of local governments that are members of the Open Government Partnership. La Libertad's open government practices are very relevant and should be implemented by local governments that have similar characteristics.

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