BOOK REVIEW:
GOBIERNO ABIERTO: UN ANÁLISIS DE SU ADOPCIÓN EN LOS GOBIERNOS LOCALES DESDE LAS POLÍTICAS PÚBLICAS. INAP-ESPAÑA, MADRID, 2019
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New approaches to public management and governments are taking renewed emphasis around the world, reflected through the following trends. *First,* to the visions of government reform that pressures openness and transparency; *Second,* to the increase in the availability and continuous development of information technologies (ICT) that allows institutions, organizations and individuals the introduction of new tools to interact in the public space and that today quickly change the ways in which public action is organized. Therefore, this drags us into the *third* trend: the era of collaborative participation driven by the emergence of new digital talents, the creation of new social structures that exceed the earlier ones in complexity, and by the new ways of creating value both Public and social. This statement makes it clear that collaboration is a form of democratic participation that is egalitarian but different from the traditional conception of the term (Noveck, 2010). This Noveck vision can be corroborated by actual characteristics of citizen organizations: *Open and flexible organizations, Networking, Relational leadership, Innovators for the use of ICT* (Mariñez Navarro, 2015). Because of these trends, collaborative transparency has been studied, seen as a model based on the use of ICT and Open Data as basic tools. It is an interactive and precise type of collaboration between agencies to transform large volumes of data.

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In the context of local governments, the adoption of open government is often seen as an organizational innovation, focused on processes, structure, management, administrative tasks or technical activities, in addition to the relational vision such as collaboration, participation and co-creation and, its openness dimension through transparency and accountability. This would be achieved through the intensive use of the data that governments have and that are exponentially increasing in the coming years, as a result of the progress of the digitalization of processes and archives and, of the *Internet of things* (Internet of Things: IoT), with its thousands of sensors dispersed in both urban and rural areas, municipalities and conurbation areas.

Thus, a government institution that responds to open government as a public innovation must have the following capabilities: first, a connectivity infrastructure (fiber), with powerful broadband networks that allow the circulation of large amounts of data. Second, open data, both to improve the internal efficiency of governments and to facilitate transparency and accountability. Third, model –through algorithms– a large amount of data to convert it into knowledge managed for analysis by citizens. Fourth, the deployment of sensors of all kinds in cities and rural areas that allow measuring and monitoring all types of information. Even people's mobile devices can play the role of a sensor. The sensors are the central core of the Internet of Things because they are the ones that can deliver large and diverse volumes of data. And fifth, applications that will allow interacting with citizens (mobile or fixed screens). For example, smartphones are growing more and more, as well as applications that allow citizens to relate to the government. (Goldsmith and Crawford, 2014).

We can affirm that ICT and fundamentally Web 2.0 tools and Web 3.0[1], are the source from a closed and bureaucratic organization to a flexible and horizontal organization; the impulse of the different actors networked to build public and social values; the implementation of the collaboration seen as the exchange of experience, knowledge and *expertise* between the different actors; and new modes of social interaction generating co-creation. As we approach the concept of open government, we can then specify its three key principles: 1) creation of interactive value (social and public); 2) distributed co-creation; and 3) mass collaboration that inspires the public sphere (Hilgers and Ihl, 2010).

Seen in this way, if the goal of open government is to improve the efficiency and quality of processes, of organizational dynamics and of the

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1 With Web 2.0, it is now possible to create and publish content on the Internet, whose main characteristic we could say is based on open communication, giving the possibility to share, modify and create such content by everyone. While Web 3.0 is semantic because it uses artificial intelligence and user intervention in the creation, organization and redesign of content through a globalized cooperation model, promoting new forms of communication between users.

flows of communicational information in and between public organizations, in and between government actors and citizens, as well as the production and provision of public services with the goal of achieving public value expressed in people's satisfaction in their consumption. Therefore, it is of the utmost importance to affirm that these changes would be made faster with a collaborative digital platform that facilitates the sharing of information, interoperability, user-created design and interaction. This is what is now called open governance that connects with the wide diffusion of ICT and that reduce the transaction costs of collaboration, generating new configurations of these (Meijer, Lips and Chen, 2019). These authors find five central elements of the open governance paradigm: Radical openness, citizen-centered governance, connected intelligence, digital altruism and collective deliberation.

All these changes and trends have made open government a polysemic concept that tends to identify, evaluate and characterize different forms of citizen integration in the public sector in the transparency framework, access to information, accountability, as well as in collaborative participation and co-creation. This leads us to a new administrative argumentation that guides government action in public policies perspective (govern by public policies).

Edgar Ruvalcaba Gómez's book is inscribed in this argumentative direction. He starts from the analysis of these processes in which he devotes considerable space to make clear the vast and convincing conceptual and theoretical framework. In Chapter 2, understood as the ideas of the open government's departure, the author studies the background and evolution of the concept, as well as the link with ICT and the idea of thinking it as public policy. Is specified that this concept "could not be understood without considering the relationship of dialectical collaboration between government and society. The different social sectors play a leading role in collaborative environments where the use and application of new information and communication technologies (ICTs) make possible a new interactive dynamic that fosters open spaces". The author completes his theoretical scenario in chapter 5 of the book by analyzing the academic literature on open government, establishing an interesting analytical strategy where he considers the categorization of 189 articles published between 2011 and 2015 in indexed and specialized scientific journals. In this way, using the descriptive statistics, the author managed to know the situation of international research around this concept and discover the characteristics of the community of academic researchers working on this topic. The systematization of this analysis was rigorous and was based on three dimensions: the methodological, the community and the conceptual.

On the methodological strategy side, the focus of this book is oriented to the analysis of public policies, fundamentally, the study of the public agenda through the adoption of open government policies in local public administrations and through the study of a case of public policy in the City Council of Madrid, Spain. The author maintains that the incorporation of open government policies in the Spanish local sphere in recent years has been carried out as a result of the confluence of factors such as the high perception of corruption, as well as the growing social demands for participation in public affairs.

Of it the author establishes in his methodological design the following three phases 1) Systematic review of the international literature of open government; 2) Analysis of the precept and implementation of open government in Spanish local governments and 3) Case study of the adoption of open government policy in the City Council of Madrid, Spain; connected to the need to give answers to the guiding question that would serve as a research thread: How and why have local governments adopted open government policies?

In this sense, the author proposes an analytical framework of open government policy, based on the theory of the Multiple Currents Approach (ECM) by J. Kingdon who in his book published in the 1980s, *Agendas, Alternatives and Public Policies*, manages to develop this proposal. Thus, the author affirms that "Kingdon's work has been the theory with the greatest penetration to understand the process of incorporating the problems of the public agenda since three major currents or process are established to give basis and meaning to the model: the problems, public policies –alternatives– and politics", resulting in the "window of opportunity". A weak point of the analytical framework, in our view, is that the author carried out a very succinct review of the different public policy theories to justify Kingdon's approach. A stronger theoretical debate could have developed over the different postures of the theory of *Agendación.*

Two important empirical findings can be seen in this research by Edgar Ruvalcaba Gómez. On one hand, the results of an Exploratory Factor Analysis applied to the concept of open government and which was the product of a study on the perception and implementation of open government in the local governments of Spain with more than 50,000 inhabitants. By approaching the public managers responsible for promoting open government policies, the author managed to know what are the practices that are being carried out and how they are being implemented, mainly in terms of transparency, citizen participation, collaboration, and open data; giving rise to the georeferenced analysis in which the levels of development of local governments in each factor are determined, proposing an original analytical model called the Open Government Perspective Model.

The other finding of the investigation is that referred to the Case Study of the city of Madrid, Spain. Based on the focus of Multiple Currents of Kingdon, the author identified the relevant actors in the policy configuration process, as well as the political conditions that allowed the insertion of the issue in the government agenda. A total of 20 interviews were conducted for analysis. The interviews were applied to relevant actors within the process of development and implementation of the Open Government policy.

- 12 Municipal Government Officials.
- 8 relevant actors outside the municipal government (representatives of groups, organizations and GA enthusiasts).

Relevant factors are estimated during the adoption of the Open Government Policy in Madrid:

- Factors related to the current of the problems.
- Factors related to the current of the policies (alternatives).
- Factors related with the current of the politic.
- Window of opportunity and policy entrepreneurs.
- Co-occurrences of the codification of the three currents.

Edgar Ruvalcaba Gómez's work is not just any work. In addition to being a doctoral investigation of the Universidad Autónoma de Madrid, was awarded by Instituto Nacional de Administración Pública de España for its rigor and for the contribution of several important aspects that give rise to future lines of research related to the trends of Governments and local public administrations. Other contributions of the book are those related to the systematic review of the international literature of Open Government; the analysis of the perception and implementation of open government in the local governments of Spain; and the one linked to the case study of the adoption of the open government policy in the city of Madrid, considered among the first local governments that approved the Action Plan before the Alliance for Open Government (OGP). Congratulations!

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