



**INTERIM REPORT ON MEPSIR PROJECT
(Measuring European Public Sector Information
Resources)**

State: Portugal

Researchers:

Marc Jacquinet (Main Researcher and Rapporteur), João Carlos Caetano & Henrique Curado

Advisor: Professor Joaquim Ramos Silva, ISEG-UTL

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1. Object of the report and acknowledgement

1.1. Object of the report

This document holds the interim results of the MEPSIR research project in Portugal. It describes activities carried out and results achieved from April 2005 to December 2005 for the evaluation of EU Directive n.º 2003/98/EC of 17 November 2003.

1.2. Acknowledgements

We have to acknowledge the support of the Mepsir team from Helm corporation and Professor Joaquim Ramos Silva (ISEG-UTL), and all the persons that collaborated both in the information gathering and on answering the surveys.



2. Process of the data gathering

2.1. Time schedule

Due to some problems with the first contacts, the gathering of the data by web surveys started only by the end of July and early August. Some activities, nevertheless, have been conducted earlier, in May and June for primary contacts with organizations and to get some knowledge from desk research and from several interviews with operators and people having some knowledge in the public sector.

2.2. Methodology and preliminary remarks

Portugal, within the European Union is a relatively small state with unitary organization. The total population is slightly more than ten millions inhabitants living mostly on the Continent, with the exception of the autonomous regions of Madeira and the archipelagos of Azores.

Regional autonomy is provided by the Constitution and there are two autonomous regions: Madeira and Açores (Azores), that we have not studied specifically.¹ Both Madeira and Azores have legislative and administrative competencies, besides the power to create public organizations, but, in their action, they have to cooperate and subordinate to the central state.

Most of the public sector information, that has been subject of the research, is information that is provided by central (state) organizations.

The organizations surveyed are mostly at situated the national level. At the

¹ The Regional parliament of Azores (<http://www.alra.pt/>) and the regional government sites (<http://www.azores.gov.pt/>) can offer some information as well as the site of the official journal of the government for regional legislation (<http://jo.azores.gov.pt/>). For general information of economic nature, see the following link: http://www.euro.raa.pt/fmn_regiao.htm. Here again, the information is not up-to-date and no reference to the EU directive is made. For the region of Madeira, see the following links: the regional government at <http://www.gov-madeira.pt/madeira/conteudo/homepage.do2>, the official journal, <http://www.gov-madeira.pt/joram/>, and the regional parliament at <http://www.alrm.pt/>. Again, the sites do not offer clear information for contact through email and about the re-use of public sector information.



regional or local level, municipalities, municipal organizations and port administrations are the entities dealing with public sector information. In the case of municipalities, the organizations are mostly related to the transport sector, like the public bus companies and the underground transport (metropolitan).

The autonomous regions proper, Madeira and Azores, do not have specific organizations in the survey that answered either the Web survey or the public content survey. For lacking answers, it was not possible to get contact persons. However, such covering problem is offset by the fact that most of the organizations contacted in the different public domains are at the national level, except, as mentioned above, the public transport.

Most of the public sector information in Portugal is provided by the central state or organizations with a national scope of action. Often the entity that provides the information is a Ministry (*Ministério*), a Secretary of Ministry (*Secretaria-Geral*) or a specific organization (a private firm, a foundation, etc.) The urban areas of Coimbra, Lisbon and Porto were studied, especially in the domain of transport with organizations under the control of the municipality. We have tried to give a national coverage that gives a general picture of what is the state of affairs in the public information sector in Portugal in 2005.

Several organizations, such as the *Direcção Geral de Registo e Notariado* (Car registration, firm registration), *Estradas de Portugal, CP, INE*, etc. do appear in different domains or sub-domains two times.

We were able to identify an organization for each sub-domain in all domains. This was not easy to do given the bureaucratic structure of the Ministries and Secretary of State (or Ministry). The information on the internet was in the vast majority insufficient for doing the web survey properly, so we had to telephone most of the organizations at least once.

We were able to get an email address and, less frequently, the name of a contact person. When the name was missing because the organization did not give us or was not willing to give us the name of a respondent, we usually had either the proposal of the Director (*Director-Geral, Director de Serviço*) or the public relation service.

All in all we had to make some more than 250 calls, if not 300 for getting the information about the organization that was dealing with one specific domain or the contact person in the organization. We have to recognize that in some cases there was a real difficulty in getting the contact of the right person.

We have also sent a first email explaining in a brief letter the purpose of the research and asking for collaboration with the forthcoming survey. We have to recognize that about 15 to 20 % replied to the email we have sent, usually acknowledging reception and saying that they will transmit it either up to the hierarchy of to a specific person. These answers could have taken, in some cases, more than six weeks.



After having sent these messages from August to November, as we were able to identify more organizations of contact persons, we have simultaneously called several organizations and visited the web sites in order to prepare the answer of the web surveys.

With one exception, all surveys had a contact with a valid email address. The exception is the Administration of the Port of Lisbon (*Administração do Porto de Lisboa*) whose email returned to us with a failure notice. In the meanwhile, this problem has been solved and a correct address obtained.

In other words, we have verified the correctness of the email address and the contact through emails and phone calls.

We also had contact with the Secretary of the Ministry of Justice that in late November confirmed that the Directive was still being discussed and no legal proposal made in Parliament.

3. Interim results

3.1 Web surveys

At the end more than 60 surveys were completed. As already mentioned, one of them lack the name of the contact person. Identical contact person can be listed for different type of information, even for different sub domain. For almost all cases respondent stated that they are willing to participate in the survey. In the early contacts, some unwillingness to participate was apparent, but this has been resolved by getting to the right persons for participation.

For all of the PSI sub-domains, public content holders were found. Probably, the structure of those public content holders differs from country to country and the Portuguese entities are different in terms of scope and attribution than in other countries.

The diversity of organizations entering in the survey has to be highlighted. Some were at the level of Ministries (*Ministério das Obras Publicas*, i.e., public works; *Ministério da Saúde*, Ministry of Healthcare; and *Ministério da Justiça*, Ministry of Justice). Others are at the level of specific national organizations: Banco de Portugal (Portuguese central bank), INE, INA, ANA, etc.

Almost whatever we tried, it was difficult to have information from the right persons, because the hierarchy of the Portuguese public administration is strict and directing and there is not a common standard of communication. The absence of shared practices also occurs in most public and private enterprises, in all domains. It is unusual to find a person who considers herself competent and well informed to participate in the survey immediately.



According to the conversations that we had with the Portuguese government, it is remarkable to know that the introduction of the PSI directive into the Portuguese law will be taken as a part of LADA², the Portuguese law on the access to the administration data. The PSI directive is considered as a part of the resolution of a hard economic (both public and private) problem – the reform of the state and the public administration – in order to facilitate and improve the conditions of the access of citizens and enterprises to the public data. Precisely, what we wanted to do. This is the reason why the implementation of the PSI directive has a wide range of effects.

3.2. Interim analysis of PSI trading status in Portugal

A quick or superficial conclusion of the so far research results:

Contrary to many other countries, it is not easy to find on the internet information on the state of the public sector information for each specific entity. In most cases the information is either inexistent or imprecise or lacking.

As said in the previous paragraph, the PSI directive was not transposed in the Portuguese legal system in November 2005. Probably, this situation is one, but only one, factor that could explain that little information on the state of the PSI and the licensing was available. Other factors are related to the recent political instability in most Ministries and the frequent changes of orientation in the public administration and public entities, more often than not related to the overall changes of governments and the punctual but frequent substitutions of particular ministers and general directors. As a corollary, we find the abandonment of some interesting project for the public information on the internet such as the Infocid action aiming at giving freely available information to the citizens about the public services (see the site once flourishing www.infocid.pt that has been suppressed). Changes of direction are too often and initiatives abandoned without doing any clear upgrading and cumulative improvements on past experience and feedback from users.

Another factor is the relatively recent increase of attention to the Internet by the public administration. To give an example, the site of the Ministry of Justice was giving information about 2000 in July 2005. The consciousness of public information and e-government are in general low.

This situation has turned the process of research rather difficult and also has to

² In Portuguese: *Lei de acesso aos documentos da Administração*. That is the Law n° 65/93 of 26 August 1993, with the changes made by the Law n° 8/95 of 29 March 1995 and by the Law n° 94/99 of 16 July 1999.



be taken into account in the results. Beyond the research results of the web survey, the public content holder survey and the re-user survey, we have come across a wide range of “qualitative information” with regard to the treatment of the public sector information.

Related to this, is the tendency in the public information content holders to give the request to participate to the inquiry to the hierarchical superior, as if the request was unusual or important. In general, the organizations are not well prepared for dealing with the public information on the internet. Few have most of the information on the internet. The typical case is to put the information on the internet that is frequently asked and to give some indication how to obtain more elements through more classical means of diffusion (periodical publications, reports, CD-rom and books).

3.3. Useful information

The Ministry of public administration and of reform of state has been recently extinguished and its attributes can now be found in the Ministry of Finance (*Ministério das Finanças*) and to other organization like the INA, the National Institute of Administration. The Ministry that is responsible for the implementation of the PSI Directive is the Ministry of Justice, and in particular the central service (*Secretaria-Geral do Ministério da Justiça*). Unfortunately, there is no information available on the public sector information in one web page. Some very outdated or very insufficient information is available on the internet. Even an organization like the APDI, a private association that organized a conference on the Public sector information at the time of the adoption of the Directive in 2003 organized a conference but since then did not give more information about either the directive, its implementation in Portugal, or, more fundamentally, the current situation in the public administration.

This situation has been a reason for the slow progress of the research and is also a worrying result of the research we have made, especially with the contacts we have made and the surveys of the web sites.

4. Public content holder survey and re-user surveys

The second part of the research consists of a survey for the public content holder, following the contact introduced in the web survey and another survey for the re-users.

If part of the interviews were made all through the research process, the web surveys were concentrated in September and November-December with the public content holder survey being processed from October to December.



Later, in November and December we were able to get most of the names of the re-users and the majority of the re-users surveys were done by late December.

Still, answers are still being received at present because of several actions for getting the potential respondents answering the surveys. We received both types of surveys by mail, email and fax. We also found useful to email a reminder for answering the survey on the Mepsir.org website or to call the contact person and to get the information for either completing the questionnaire on-line or, more conveniently, but taking some extra time, by filling the questionnaire for each participant and later introducing the answer on the website.

4.1 Web surveys (Public Content Holder - PCH)

In the previous section, the public content holder were identified. This identification process was not always easy and several phone calls were necessary in many cases to talk to the right person or to someone willing to answer. The interview to be able to answer the survey had to be made in several parts due to the difficulty of estimating quantities such as relative proportions of users, market volume, turnover of the organization, etc.³

In all cases we have interviewed the contact person indicated in the first web surveys. For the organizations that have changed the contact person, because of the slowness of our email messages to get through the hierarchy of the organizations, we have indicated in the first appendix the person that was effectively contacted for the answer or the specific service that answered the questionnaire and mailed, faxed or emailed it to us.

4.2 Web surveys (Re-users)

The last step has been the interview and contact made with re-users. First of all, it was often necessary to call back the PCH to get some of the name of re-users. More often than not the fields in the previous questionnaire (see point 3) either lack any response at all or answers were about categories such as

³ Often it was necessary to call for getting some estimate of the turnover of the organization. But here the simple information was either not readily available or we were asked to write a letter and asking that simple piece of information. This reveals that most of the organizations contacted in the surveys are not used to give a normally publicly available piece of information. Once more, the hierarchy here is felt strongly in the survey process. And this has to be related to the unawareness of the EU directive on use and re-use of public information in general and the changing environment in the public administration and the emergence of e-government and new kinds of relationships between the state, the citizen, the organization, and the firm.



students, citizens, etc.

The willingness to answer was fair with a slight problem of getting precise figures and numbers.

Most of the answers were introduced by the three researchers when calling and talking to a contact person of the organization that has been identified as re-user. The process of getting the answers is basically the same as in the PCH web surveys (see point 4.1), with one slight exception. Here no re-users sent us the questionnaire answered either by mail, fax or email. All the answers were obtained through direct telephone conversation. In most cases, it was necessary to call two to three times the contact person because the respondent had to think about the proper answer to give, e.g., the estimation about percentages or market volumes. This problem was similar to that of the PCH surveys (see point 4.1).



Appendix 1: List of contact persons and organizations

Description of symbols:

?- person has not replied to either the phone call or the email contact or the web-survey

Yes- person has showed willingness to participate and given some information (in the phone call) and most probably as answered the survey

No- nobody was willing to participate in the survey

The Table gives us the state of the research progress for Web survey (and in great part the public content holder survey).

List of PSI domains and sub domains covered

1. Business information

1.1. Chamber of commerce information

Camãra do Comercio e industria, Lisboa; Senhor Francisco Xavier Sousa e Faro, geral@port-chambers.com; URL: www.port-chambers.com

1.2. Official business registers

Direcção Geral de Registo e Notariado, DGRN; Director Geral, dgrn@dgrn.mj.pt; URL: www.dgrn.mj.pt;

1.3. Patent & trade mark information

INPI, Instituto Nacional de Propriedade Industrial - Patent (Patentes); Isabel Afonso; isabelafonso@inpi.pt

INPI, Instituto Nacional de Propriedade Industrial - Trade mark (marcas); José Maurício, jose.mauricio@inpi.pt; URL: www.inpi.pt

1.4. Public tender databases

INCM - Imprensa Nacional - Casa da Moeda; Carlos Ribeiro, Carlos.ribeiro@incm.pt; URL: www.inpi.pt

2. Geographic information

2.1. Address information



CTT - Correios (Post Office and Telegrams); Information Service (no contact person was willing to answer); informacao@ctt.pt; URL www.ctt.pt

Portugal Telecom (Telephone) - Information Service (no contact person given); mail16200@telecom.pt; URL: www.portugaltelecom.pt

2.2. Aerial photos

IGEO - Instituto Geográfico; Catarina Costa Roque, croque@igeo.pt
URL: www.igeo.pt

2.3. Cadastral information

IGEO, Gabriela Rocha, grocha@igeo.pt

2.4. Geological information

IGM, Instituto de Geologia (Geology institute); www.igm.ineti.pt;
Carlos.laiginhas@ineti.pt; Luís gabriel, gabriel.luis@ineti.pt

2.5. Geodetic networks

IGEO - Henrique Botelho, hbotelho@igeo.pt also Helena Kol hkol@igeo.pt

2.6. Hydrographical data

Instituto Hidrográfico, Hydrographic institute; www.hidrografico.pt; Lopes Costa, lopes.costa@hidrografico.pt and Pacheco Bessa bessa.pacheco@hidrografico.pt (mail to the latte one)

2.7. Information on buildings

Câmara Municipal de Lisboa, no contact person, geral@cm-lisboa.pt,
www.cm-lisboa.pt

Registo Predial, See DGNR - 1.2 and 6.4

2.8. Topographic information

IGEO,, Helena Kol, hkol@igeo.pt or Paulo Patricio, ppatricio@igeo.pt

IGEOE, Instituto Geográfico do Exército, Tenente Estela Soares, Asoares@igeoe.pt

3. Legal information



3.1. Decisions of international & foreign courts

MNE-DGAC, Foreign Affairs, European Affairs,
www.min.estrangeiros.pt/mne/portugal/dgac, António Leão Rocha, Luís
Serradas Tavares, radstcom@dgac.pt
also MEN-DAJ (3.4)

3.2. Decisions of national courts

MJ -GDA, relpublicas.dgaj@dgaj.mj.pt
GDDC, Gabinete de Documentação e Direito Comparado, www.gddc.pt
GPLP, gplp@gplo.mj.pt, see 3.3 for person contact

3.3. National legislation

GPLP. Gabinete de Planeamento (Department of the Ministry of Justice);
Elísio Maia, elisio.borges.maia@gplp.mj.pt,
GDDC (see 3.2);
Digesto, Maria Guiomar Cruz, gcruz@sg.pcm.gov.pt
Associação de Solidariedade Social Casa do Juiz, no site just a contact,
Conselheiro Messias José Caldeira Bento, tel + 315 239 833 186

3.4. Treaties

**MNE- DAJ, Departamento de Assuntos Jurídicos, Foreign Affairs,
Legal matters ; www.min.estrangeiros.pt/mne/portugal/dgac; Luis Inês
Fernandes, geral@daj.min-estrangeiros.pt , radstcom@dgac.pt**

4. Meteorological information

4.1. Weather forecasts

IM, Instituto Meteorológico, www.meteo.pt; Ana Branco, dpi@meteo.pt ,
Teresa Abrantes, teresa.abrantes@meteo.pt,

4.2. Climatological data (including models)

IM, Instituto Meteorológico, www.meteo.pt; Ana Branco, dpi@meteo.pt
and, above all, Fátima Coelho fatima.coelho@meteo.pt

5. Social data

Official statistics



5.1. Economic statistics

Banco de Portugal (Central Bank); www.bportugal.pt;
jmatela@bportugal.pt

INE, see 5.2.

5.2. Employment statistics

INE, Instituto Nacional de Estatística ; www.ine.pt; Fátima Moreira,
fatima.moreira@ine.pt

5.3. Health statistics

Direcção Geral de Saúde (DG Saude) www.dgsaude.pt ;
dgsaude@dgsaude.min-saude.pt (no precise contact person)

5.4. Population surveys

INE, see 5.1 & 5.2

5.5. Public administration statistics

INA, Instituto Nacional de Administration (National Institute of
Administration), www.ina.pt; luis.lapao@ina.pt

Instituto de Informática, Álvaro Mosca alvaro.mosca@inst-informatica.pt

DGAP, Direcção Geral da Administração Pública, Direction of public
administration, geral@dgap.gov.pt, no personal contact

<https://www.bep.gov.pt/DesktopDefault.aspx?tabid=73>

UMIC, www.unic.pt, Conselho directivo, unic@unic.pcm.gov.pt

5.6. Social statistics

INE, see 5.2 or 5.1

**Ministério da Segurança Social, Instituto da Segurança Social, Director
Geral, isss-crc@seg-social.pt**

IDICT, <http://www.IDICT.GOV.PT>, Maria Magro, maria.magro@idict.gov.pt



6. Transport information

6.1. Information of traffic congestion

Estradas de Portugal, José Mendonça, jfmendonca@estadasdeportugal.pt; URL www.estradasdeportugal.pt
 DGTTF, Eng^a Ana Albuquerque (director) galbuquerque@dgtt.pt,
www.dgtt.pt
 IMARPOR, Eduardo Martins, imarpor@mail.telepac.pt, maritime
 transport, Lisbon área
 ANA - www.ana-aeroportos.pt, contactar@ana-aeroportos.pt, no personal contact
 ANAM, www.anam.pt,
 Transpor, transpor.pt, sem contacto,~

6.2. Information on work on road

Estradas de Portugal, José Mendonça, jfmendonca@estadasdeportugal.pt; URL www.estradasdeportugal.pt
 DGT, Direcção Geral de Transportes Terrestres e Fluviais (Direction of
 Land transport, road, ports, and rivers), www.dgtt.pt, Margarida Luis,
biblio@dgtt.pt
 IMARPOR, Eduardo Martins, imarpor@mail.telepac.pt, maritime
 transport, Lisbon area

6.3. Public transport information

DGT, dgtt@dgtt.pt, see 6.2 also
 Carris, Regional public transport in Lisbon metropolitan area (buses),
 depending from the municipality; www.carris.pt; António Ponto Araújo,
antoniopontoaraujo@carris.pt ;
 SMTUC, Serviços Municipalizados dos Transportes Urbanos de
 Coimbra, city transport, Coimbra, Dr António Santo,
smtud@mail.telepac.pt
 RBL Rodoviária da Beira Litoral, Conselho de Administração,
rbl@rblsa.com, regional transport in the central region, Coimbra
 CP, Caminhos de Ferro Portugueses, National Railway company;
www.cp.pt, Margarida Maria Arantes, mfarantes@cp.pt;
 Transtejo, www.transtejo.pt, asilva@transtejo.pt, Américo Sivla
 TAP, www.tap-airportugal.pt, still lacking response
 Metromondego, www.metromondego.pt,



6.4. Vehicle registration

DGV, Direcção Geral de Viação, Valdemar Silva vsilva@dgv.pt

Automobile registration:

Direcção Geral do Registo Automóvel - Conservatória do Registo Automóvel

<http://www.dgrn.mj.pt> Registo Automóvel Director do cra.lisboa@dgrn.mj.pt

See also: abilio.silva@dgrn.mj.pt Abílio Oliveira e Silva, Director Geral, IMARPOR, Eduardo Martins, imarpor@mail.telepac.pt, maritime transport, Lisbon area



Appendix 1: List of responses and willingness to participate

	Domains/sub-domains	Remarks	Name and surname	Willingness to participate	E-mail adress (when missing see before)
	Business information				
1.1.	Chamber of commerce and Industry: Camãra do Comercio e industria	In Lisbon	Francisco Sousa e Faro	Yes	geral@port-chambers.com
1.2.	Official business registers: DGRN – Direcção Geral de Registo e Notariado	Central services	Director Geral	Yes	dgrn@dgrn.mj.pt
1.3.	Patent and Trade mark information: INPI – patentes (patents) INPI – marcas (trademark)	National org.	Isabel Afonso (patent info) José Maurício (trade mark info)	Yes Yes	Isabel.afonso@inpi.pt jose.mauricio@inpi.pt
	Public tender database: Imprensa Nacional Casa da Moeda (INCM)	National	Carlos Ribeiro	Yes	Carlos.ribeiro@incm.pt
	GEOGRAPHIC				
2.1.	Adress information: Portugal Telecom CTT – Correios	National National	Geral (no person) Informação (no person)	? ?	Mail16200@telecom.pt informacao@ctt.pt
2.2.	Aerial photos IGEO	National		Yes	
2.3.	Cadastral information IGEO	National		Yes	



2.4.	Geological information IGM			Yes	
2.5.	Geodetic network IEGO			Yes	
2.6.	Hidrographical data Instituto Hidrográfico			Yes	
2.7.	Information on buildings Câmara Municipal de Lisboa			?	
2.8.	Registo Predial (see DGNR) Topographic information IGEO IGEOE			Yes Yes Yes	
	LEGAL INFO				
3.1.	Desisions of international and foreign courts MNE-DGAC; GDDC, GPLP			Yes	
3.2.	Decision on national courts GDA (MJ); GDDC, GPLP			Yes	
3.3.	National legislatioin GPLP, GDDC			Yes	
3.	Treaties MNE-DAG			Yes	
	METROLOGICAL				
4.	4.1. weather forecast IM			Yes	
	4.2. climatolog. data IM			Yes	
	SOCIAL DATA				
5.1.	Econocmic statistic INE; Banco de Portugal				
5.2.	Employment statistic INE			Yes	
5.3.	Health statistic - DG SAude			Yes	



5.4.	Population Surveys INE			Yes	
5.5.	Public administration statistic - INA; DGAP, UMIC			Yes	
5.6.	Social statistic - INE, ISSS			Yes	
	TRANSPORT				
6.1.	Trafic congestion Estradas de Portugal DGTF; IMARPOR; ANA	Nacional		Yes	
6.2.	Info on work on road Estradas de Portugal DGTT				
6.3.	Public transport information DGTT; SMTUC, Metro Lisboa, Metro Mondego, Metro Porto, STCP, RBLSA			Yes	
6.4.	Veichle infomration DGNR, IMARPOR			Yes	

List and remarks on Re-users

Coimbra editora, www.combraeditora.pt, João Salgado, legal information, national courts (3.2)

Camara Municipal de Lisboa

Loja do Cidadão, Lisboa

Portugal Telecom

IDRHa - Instituto de Desenvolvimento Rural e Hidráulica



Direcção Geral das Florestas

Universidade de Coimbra

Instituto da Segurança Social, I.P.

Digesto

IFADAP - Instituto de Financiamento e Apoio ao Desenvolvimento da Agricultura e Pescas

Telepac (telepac.pt)

Administração do Porto de Lisboa

Netcabo

Camãra Municipal de Coimbra

Associação de Estudantes da Universidade do Porto

CITE – COMISSÃO PARA A IGUALDADE NO TRABALHO E NO EMPREGO

Faculdade de Direito da Universidade de Lisboa

BPI

Free Tagus

Direcção-Geral de Estudos, Estatística e Planeamento

CNJ - Confederação Nacional dos Jovens Agricultores de Portugal

confagri