

# European Public Sector Information Platform Topic Report No. 2011 / 7

State of Play: PSI Re-use in Portugal

Author: Tom Kronenburg Published: October 2011



#### **Keywords**

PSI Directive, Open Data, Portugal, CADA, LADA, Lissabon, Lisboa, República Portuguesa

#### **Abstract**

Portugal has implemented both the PSI Directive and the INSPIRE Directive. The Portuguese have set up procedures for obtaining data as well as for redress procedures. Remarkably, Portuguese PSBs have an obligation to distinguish between commercial and non-commercial re-users in their pricing policies. The market for re-use is mostly based on sectoral deals, and the Portuguese Open Data movement is not very strong, when compared to the other Member States. The imminent launch of a National Data portal will likely have positive effects on PSI re-use in Portugal.



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# **Abstract**

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# 1 Introduction

This report aims to give an overview of the state of play for PSI re-use in Portugal. It covers the legislative framework surrounding PSI re-use and provides some information on Portuguese PSI policies and practices. It also highlights real-life cases of PSI re-use both in the private sector and in civil society in recent years.

After the Carnation Revolution in the 1970s, which toppled the 'Novo Regime', Portugal was rapidly transformed into a modern democracy that closely resembles the political and institutional landscape of other European countries. In 1976, Portugal promulgated its constitution, which continues to be the basis of the nation's legal system. Article 268 of the Constitution guarantees citizens the right to have access to administrative files.

Portugal has largely implemented all the EU Directives concerning access to public information and re-use of public sector information although (like all other Member States) it has occasionally been taken to the EU courts for failure to implement directives in a timely or correct manner.

The PSI Directive, the Aarhus Convention and the 1990 Access to Information Directive have all been transposed into Portuguese national law through an act that is commonly referred to as 'LADA'. In its most recent form, this is Lei n.º 46/2007 de 24 de Agosto, Regula o acesso aos documentos administrativos e a sua reutilização (LADA).<sup>4</sup> This law establishes the right for Portuguese citizens to access and re-use certain government documents.

 $<sup>1\ \</sup>underline{http://app.parlamento.pt/site\_antigo/ingles/cons\_leg/Constitution\_VII\_revisao\_definitive.pdf$ 

<sup>&</sup>lt;sup>2</sup> Even though it was reviewed and amended twice, in 1982 and in 1989.

<sup>&</sup>lt;sup>3</sup> Citizens also enjoy the right of access to the administrative archives and files, without prejudice to the legal provisions concerning internal and external security, criminal investigation and personal privacy.

<sup>&</sup>lt;sup>4</sup> See <a href="http://www.dgarq.gov.pt/files/2008/09/46\_2007.pdf">http://www.dgarq.gov.pt/files/2008/09/46\_2007.pdf</a>; for an informal translation to English, see <a href="http://www.cada.pt/modules/news/article.php?storyid=86">http://www.cada.pt/modules/news/article.php?storyid=86</a>

From an institutional perspective, the Commission for Administrative Documents Access (CADA)<sup>5</sup> has been set up to produce authoritative but non-binding opinions in cases where citizens find that they have been wrongly denied access to documents or information. The CADA can examine complaints, provide opinions on access and review practices. Public employees have a duty to cooperate with the CADA, or face disciplinary sanctions. CADA's decisions are not binding. If an agency continues to deny access, further appeals can be made to an administrative court.

# 2 Legislative Framework

Portugal is a parliamentary democracy that is governed by a president, and a prime minister appointed by the president. The prime minister in turn appoints a council of ministers, which is subject to parliamentary control by 230 elected assembly members.

The Constitution has contained a right of access to information since 1976. Article 268 of the Constitution states:<sup>6</sup>

- 1. Citizens are entitled to be informed by the Public Service, when they so require, about the progress of proceedings in which they are directly interested and to know the final decisions that are taken with respect to them.
- 2. Citizens shall also enjoy the right to have access to administrative records and files, subject to the legal provisions with respect to internal and external security, investigation of crime and personal privacy.
- 3. Administrative action shall be notified to interested parties in the manner prescribed by law; it shall be based on stated and accessible substantial grounds when it affects legally protected rights or interests.
- 4. Interested parties are guaranteed effective protection of the courts for their legally protected rights or interests, including recognition of these rights or interests, challenging any administrative action, regardless of its form, that affects these, enforcing administrative acts that are legally due and adopting appropriate protective measures.
- 5. Citizens are also entitled to object to administrative regulations that have external validity and that are damaging to their legally protected rights or interests.
- 6. For the purposes of paragraphs 1 and 2, the law shall fix the maximum period within which the Public Service must respond.

#### **2.1 LADA**

The 1993 Law of Access to Administrative Documents (LADA)<sup>7</sup> allows any person to

6 http://app.parlamento.pt/site\_antigo/ingles/cons\_leg/Constitution\_VII\_revisao\_definitive.pdf

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<sup>&</sup>lt;sup>5</sup> http://www.cada.pt/

<sup>&</sup>lt;sup>7</sup> See http://www.cada.pt/modules/news/article.php?storyid=86 for and English translation

demand access to administrative documents, in any form, held by state authorities, public institutions and local authorities. Requests for both access and the right to re-use must be made in writing, although the bodies to which applications are made may also accept oral applications for access (but not re-use) if they so choose. Government bodies must respond no later than 10 days after receiving a request.

LADA was amended a number of times, notably in 2007 when the PSI Directive was transposed (see section 3). It was also amended in 2000 to include legislation from the 1990 EU Directive on Access to Information. LADA is also the framework law in which Portugal has regulated the right to environmental information (Aarhus Convention). LADA does not apply to documents not drawn up for an administrative activity such as those relating to meetings of the Council of Ministers and Secretaries of State, or personal notes and sketches. Access to documents in proceedings that are not decided or in the preparation of a decision can be delayed until the proceedings are complete or up to one year after they were prepared. Documents relating to internal or external national security and confidentiality of legal proceedings are protected under special legislation. Access to documents with personal information is permitted only if the requesting party is in possession of written authorisation from the person to whom the data refer, or if they demonstrate a direct, personal and legitimate interest that is sufficiently important under the principle of proportionality. The authority can refuse access to documents that place commercial, industrial or company secrets in danger or violate copyrights or patents.

Citizens who are denied access to information can appeal to the Commission of Access to Administrative Documents (CADA), an independent parliamentary agency. In 2010, CADA received a total of 650 requests for an opinion and complaints about government bodies withholding information. This represents a very steady growth in CADA's case load, as will be further discussed in section 4, *below*.

#### 2.2 Other laws

There are a number of other legal texts that are of interest when discussing PSI re-use in Portugal, most notably:

- 1. Law 19/2006 of 12 June 2006 (Lei n.o 19/2006, de 12 de Junho de 2006), which transposes Directive 2003/4/EC on public access to environmental information, and is thus part of the Portuguese effort to further implement the policies agreed upon in the Aarhus Convention.
- 2. Law 67/98 of 26 October 1998 (Lei n.o 67/98 de 26 de Outubro 98) transposes Directive 95/48/EC on personal data. The National Commission for Data Protection (Comissão Nacional de Protecção de Dado) is responsible for the regulation of this law.
- 3. The Law of State Secrecy (Lei 6/948) sets rules on the classification of information harmful to state security. The Commission for the Protection of State Secrets oversees this law. Information can be classified for four-year periods.

<sup>8</sup> http://dre.pt/pdf1sdip/1994/04/081a00/16361638.PDF

4. The Portuguese government has recently (21 June 2011) committed to using only Open Standards for file formats for a number of distinct types of Information Systems (among them, Geospatial Information Systems). Lei 36/2011 also specifically states that Open Standards should be used for formatting data files.

# 3 Implementation of the PSI Directive and the INSPIRE Directive

Portugal has implemented both the PSI Directive and the INSPIRE Directive. However, it wasn't among the first EU states to implement the PSI Directive. Portugal initially formed a working group with representatives from the ministries of Justice, Economy and Finance, to amend LADA. The working group however failed to transpose the Directive before the deadline. As a result, Portugal was taken to the European Court of Justice in early 2007, along with four other Member States,<sup>9</sup> for failure to implement the PSI Directive 2003/98/EC in a timely manner. On 7 September 2007 however, Portugal informed the European Commission of its implementation of the PSI Directive, thus effectively halting the court proceedings. As noted above, this implementation occurred via the Lei n.º 46/2007 de 24 de Agosto, Regula o acesso aos documentos administrativos e a sua reutilização (LADA), which builds directly on article 268 of the Constitution.

#### 3.1 Re-use clauses in LADA

There a number of interesting clauses in LADA that distinguish it from re-use laws in a number of other Member States. In this paragraph we cover some of the more salient points in the law, rather than try to be exhaustive and cover every aspect of LADA.

In Portugal, it is mandatory to obtain permission for re-use from the PSB holding the information. The form of request for re-use is specific, as it needs to be in writing. Also, an interested party can only request the right to re-use at the same time as it requests the right of access to a specific document (LADA 17.2). Re-use for educational or research purposes must be explicitly requested (LADA 17.3).

Public institutions that produce information as part of their privately managed activities do not have to honour a request for re-use if the requested information was part of the privately managed activities (LADA 18.a).

PSBs also have the right to grant restricted re-use rights to a specific dataset. They can impose certain re-use conditions (LADA 20.1), which however cannot be 'unnecessarily strict' and cannot be used 'as a means of differentiating between comparable re-use categories or limit competition' (LADA 20.7).

As is customary, PSBs have the right to charge for data. In Portugal, PSBs have an obligation

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<sup>&</sup>lt;sup>9</sup>http://ec.europa.eu/information\_society/policy/psi/archives/infringements\_archives/index\_en.htm#Austria - Belgium - Portugal - Spain - Luxembourg

to introduce separate charging regimes for commercial and non-commercial re-users. Furthermore, re-use for educational or research purposes is always free of charge (LADA 20.6). The cost of the document may be dependent on a joint administrative ruling of the ministries responsible for Finance, Public Administration and Administrative Modernisation, and shall not exceed the total costs incurred in collecting, producing, reproducing and disclosing the document, plus a reasonable margin (LADA 20.2).

There are also some responsibilities for PSBs. Article 24 of LADA states that PSBs have an obligation to publish (electronically when possible) lists of the archives of documents available for re-use, both independently as well as in a portal, as soon as possible; the latter can be seen as a reference to the establishment of Open Data portals. If a national data catalogue is set up, all PSBs are thus forced to identify all documents available for re-use in this data catalogue.

Portugal has recently announced that (pending final approval) it will be presenting a National Data Catalogue in October 2011, 10 thus providing a tool for PSBs to publish their data (or references to their data). This Data Catalogue will contain several thousands datasets on launch.

# 4 Does the legal framework support PSI re-use?

As we have seen in the previous paragraph, the legal framework certainly supports PSI reuse. As this is the case in other EU Member States, there may be a discrepancy between the regulatory framework and the reality for citizens or companies trying to actually access and re-use PSI.

CADA, the Commission for Access to Administrative Documents, has seen a steady rise in the number of request for opinions that it has received. Starting at about 72 requests in 1994-95, the most recent statistic<sup>11</sup> shows 650 requests in 2010. Out of these, a vast majority of the CADA opinions are favourable to citizens or companies, and a small minority (less then 20%) are favourable to public sector bodies (PSBs). However, since CADA cannot force PSBs to publish data, but can only explain the implications of LADA in a specific situation (i.e., it can only issue authoritative but non-binding opinions), these opinions can only be enforced through court actions. One conclusion we might draw from the rise in requests for CADA opinions, is that the culture of PSI re-use is growing. More citizens and companies feel that they are entitled to data and are oftentimes proven right by CADA. We might therefore conclude that the legal framework indeed acts as an effective support for PSI re-use.

However, there are also indications that there remains significant margin for improvement.

<sup>&</sup>lt;sup>10</sup> http://epsiplatform.eu/news/news/portugal ready to launch data portal

<sup>11</sup> http://www.cada.pt/uploads/50fba707-590a-aceb.pdf

The Council of Europe's GRECO (anti corruption) Committee, 12 reported some problems with the execution of LADA in its 2006 review:

The right of access is not always effective in practice. Among the reasons put forward for this on the visit were: i. the excessive time taken by certain departments to supply requested information (for example, concerning public procurement and building permits); and ii. procedural (occasionally protracted) delays, particularly when the access commission is required to give a prior opinion, which can sometimes take up to two months. The Portuguese authorities have nevertheless indicated that the information delivery procedures are not normally slow and that the commission's prior opinion is warranted in certain touchier cases such as access to documents with personal data identifying third parties. The GET therefore observes that the Portuguese authorities should implement a more proactive policy on access to official documents and review the procedural constraints that lead to delays (occasionally protracted), with a view to giving proper effect to individuals' right of access to official documents.

The problems encountered with access to information in Portugal did not lead to a formal recommendation, and similar findings have been published in reports on other EU countries.

In addition, the review dates back to 2006, prior to the implementation of the PSI Directive in Portugal, which can be expected to have had a favourable impact on these observations. Generally, the legal framework is conducive to supporting the rights of access and re-use, even if there would be place for a more proactive policy on access to information.

# **Government Policy**

In recent years, the Portuguese have been working on closing the gap between Portugal and other western EU countries in many aspects. A number of different indicators show that even though Portugal is not at par with many of the other EU Member States, it is rapidly working towards closing this gap.

The European Innovation Scoreboard 2009<sup>13</sup> by the European Commission Directorate-General for Enterprise and Industry lists Portugal as the growth leader within the group of Moderate innovators. Even though Portugal is lacking in innovation power just now, the growth rate for all indicators is almost three times higher than the average growth rate of all 27 FU Member States on the scoreboard.

The United Nations E-Government Survey 2010, leveraging e-government at a time of financial and economic crisis, 14 published by the United Nations Public Administration

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<sup>&</sup>lt;sup>12</sup> GRECO, Second Evaluation Round Evaluation Report on Portugal Greco Eval II Rep (2005) 11E 12 May 2006.

<sup>&</sup>lt;sup>13</sup> http://europa.eu/rapid/pressReleasesAction.do?reference=MEMO/10/82

<sup>&</sup>lt;sup>14</sup> http://unpan1.un.org/intradoc/groups/public/documents/un-dpadm/unpan038848.pdf

Network (UNPAN), indicates that all the European Member States are in the top 50 worldwide. Portugal ranks 39th, even though it was placed 31st in the 2008 edition of the UN E-Government Survey. The report pays special attention to the national e-government portal: The national portal of Portugal is informational and integrated and provides a clear gateway to services for citizens, including e-services. The site provides link to all ministries, including links to various services for citizens, such as Emprego 2009 for access to educational and professional resources.

According to the Freedom House Survey on **Freedom in the World 2011**, <sup>15</sup> Portugal scores 1 on Political Rights and 1 on Civil Liberties (on a scale of 1-7, with 1 representing the highest level of freedom, and 7, the lowest). The overall status of Portugal is considered as "Free".

In the Global Integrity Report 2004, 16 carried out by the Center for Public Integrity, Portugal's Overall Rating is "Strong". From the introduction to the Report comes this interesting observation:

Since its transition to democracy in 1974, Portugal has often been considered an example of successful consolidation. Today, Portugal displays features of modern democracy that match those of most full-fledged democracies: regular and free elections, party pluralism, autonomy of civil society from the state, freedom of the media, freedom of association and assembly, and public access to government information. But Portugal lacks an active civil society and has not experienced a harmonious appropriation of democratic values across its territory and population. Although this does not necessarily constitute a threat to democracy, in the sense that the vast majority of citizens accept and identify themselves with democratic rule and values, it certainly affects the way they react to public issues, such as corruption.

However, the indicator for access to information law (again, note that in 2004 the PSI was not yet implemented) was 98% and as such, the highest in the peer-group within which Portugal was assessed.

In the Corruption Perceptions Index 2010<sup>17</sup> from Transparency International, Portugal's score is a flat 6.0, making it the 39th least corrupt state in the world. (The indicator relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 - highly clean and 0 - highly corrupt.)

Also the World Bank Indicators for Good Governance<sup>18</sup> indicate that Portugal has a very decent government, with a score of 82. (Percentile rank indicates rank of country among all

<sup>15</sup> http://freedomhouse.org/template.cfm?page=22&year=2011&country=8116

<sup>&</sup>lt;sup>16</sup> http://back.globalintegrity.org/reports/2004/2004/country604b.html?cc=pt

<sup>&</sup>lt;sup>17</sup> http://www.transparency.org/policy\_research/surveys\_indices/cpi/2010/results

<sup>18</sup> http://info.worldbank.org/governance/wgi/index.asp



countries in the world. O corresponds to the lowest rank and 100 corresponds to the highest rank.)

7. Voice and Accountability: 89

8. Political Instability and Violence: 75

9. Government Effectiveness: 85

10. Regulatory Quality: 80

11. Rule of Law: 83

12. Control of Corruption: 82

Only last May, an interesting debate arose, when the Portuguese Ministry of Culture drafted a law (not yet passed), which seemed to make Creative Commons Licenses illegal. The proposal states that economic rights are inalienable rights. The discussion on the law is highly technical; therefore, we direct you to a good online discussion about it.<sup>19</sup>

# 6 Public Sector Bodies

In this section we describe the ways in which a number of PSBs allow re-use of their data. We have focussed on sectors in which PSI re-use in other EU countries is also an interesting point.

#### 6.1 Scientific Information

Over the past 15 to 20 years, Portugal has invested heavily in academic education. In the 1980s and '90s, publicly funded research was well below the EU average. Portuguese universities have taken up the concept of Open Access as one of the tools to create fast-paced innovation. Almost 40 institutions for higher learning have been collecting their scientific output in a select number of repositories.<sup>20</sup>

#### 6.2 Buildings and Other Cadastral Information

Portugal has two main online resources for cadastral information. **Predial Online** focuses on buildings, not the owners of the building. **Casa Pronta** contains information on the ownership status of buildings. Both sites allow access to 'authenticated users' such as banks, notaries and real-estate agencies. Citizens can also obtain access by requesting a 'citizen card', a way of authenticating one's identity online. Many actions, including obtaining information on buildings and plots, can be exercised free of charge, but only on a 'per building' basis. There don't seem to be any opportunities for obtaining data 'in bulk'.

#### 6.3 Meteorological Data

The Portuguese Meteorological Institute (Instituto Meteorologica IP Portugal or IM) seems

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 $<sup>^{19}\</sup> http://www.technollama.co.uk/is-portugal-about-to-make-creative-commons-illegal$ 

http://projecto.rcaap.pt/index.php/lang-pt/consultar-recursos-de-apoio/remository?func=startdown&id=96 & http://www.umic.pt/images/stories/noticias/Berlin8-Eloy Rodrigues.pdf

to sell many value-added services, as well as raw data. From the available evidence, it is not possible to deduce what pricing policy is being used by the IM. The Institute only states that its pricing policies are compliant with all relevant rules and regulations.

### Private Sector PSI Re-users

According to the 2006 MEPSIR study, private sector PSI re-use in Portugal should be a sizable market. The total value of the market is consequently estimated much higher (by the respondents) than the re-use market in comparable countries. There is certainly economic activity in the meteorological and cadastral sectors.

Remarkably, the PSI Alliance doesn't have any members in Portugal, and there does not seem to be any national re-use alliance. Even though companies might develop products or services based on PSI, PSI re-use as a term is not used as a central concept to describe these products or services. The energy seems much more devoted to optimizing information flows within sectors, rather than focussing on a more national, cross-sectoral model of re-use.

# 8 Civil Society & Other PSI Re-users

Even though we have managed to find a number of interesting groups and projects that can be considered part of the 'Open Data' scene, they are quite scarce and don't seem very connected to the other European Open Data efforts. Part of that is because civic groups like the foundation FFMP (see below) focus on transparency and not on Open Data, even though their method of improving transparency is actually, very much an Open Data project. More important however is that the number of people in Portugal who do re-use PSI and produce Open Data is not very large.

Given that the number of people who work on Open Data is not very large (especially compared to some of the Open Data powerhouses: UK, France, Netherlands), the Portuguese have managed to build some remarkable Open Data products.

The National Association for Open Source Software (ANSOL)<sup>21</sup> has stimulated a project based on tender data, Transparencia.<sup>22</sup> Although originally this project might have been a tool for the Open Source Society, it now is something for everybody to use. Citizens and corporations can find out how, what and when governments tender, who won the tenders and for how much. Transperencia is a variation of the classic Open Data product for gathering and showcasing public spending data.

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<sup>&</sup>lt;sup>21</sup>http://ansol.org/

<sup>&</sup>lt;sup>22</sup> http://transparencia-pt.org/



Two Open Data groups have been formed in Porto and Lisbon and both have produced some very attractive Open Data products. The Lisbon Group has published Public Spending Data on Despesa Publica.<sup>23</sup> The site tracks government contracts published on base.gov.pt, and has now tracked contracts for a total value of almost 7 billion euro.

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<sup>&</sup>lt;sup>23</sup> http://www.despesapublica.com/#sortorder=desc



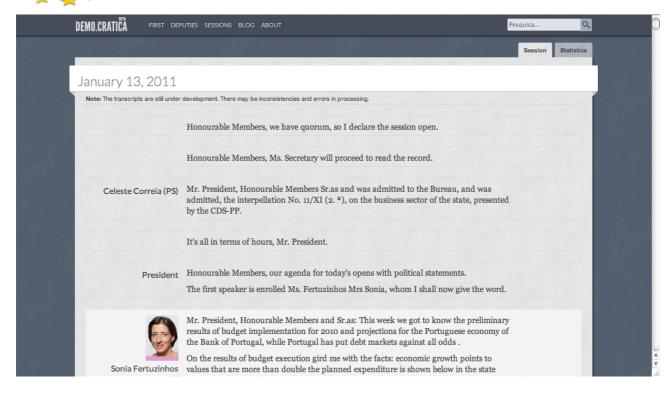
In Porto, an Open Data group was formed around September 2010 under the 'Transparency Hackday Porto' moniker. <sup>24</sup> They have since organised several hack events, including one two-day event that focussed on parsing and normalising data on the Portuguese Parliament. This resulted in the demo.cratica project. <sup>25</sup> Demo.cratica opens up data on both the members of parliament, as well as the procedures within parliament. Demo.cratica features a number of important advantages over the Parliament's official site. The parliamentary transcripts were always hard to find and not searchable on the official site. Demo.cratica allows citizens to search the transcripts, easily find them through both a subject index and a calendar index. Search engines are also able to index the parliament records, something that was not possible on the official parliamentary site. The demo.cratica code is licensed under the AGPL license and is therefore usable by civic groups in other countries.

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<sup>24</sup> http://blog.okfn.org/2011/09/15/open-data-in-portugal/

<sup>&</sup>lt;sup>25</sup> https://demo.cratica.org/



A little more traditional is the Open Data project, Pordata. Pordata collects and showcases statistical data about Portugal. It is the effort of the Fundação Francisco Manuel dos Santos (FFMS) that aims to improve democracy and government in Portugal. Pordata shows datasets on 14 subjects ranging from education to employment, and from agriculture to welfare. Pordata is a visually attractive and very accessible website; it might be considered a better, albeit smaller, version of the website of the official Portuguese Bureau of Statistics.<sup>26</sup>

Some other examples of the Open Data projects exist, but they all seem much less mature and seem to compile data by hand, rather than re-use PSI.

<sup>&</sup>lt;sup>26</sup> http://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine\_main



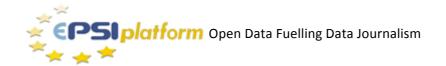
# **Public Opinion & Media**

Given the small number of people actually re-using PSI, it is not a big surprise that not much attention is given to either Open Data or PSI re-use in the media. We have not found any major newspapers mentioning any of the Open Data projects, other than Pordata, which is sometimes mentioned as a source.

# 10 Conclusions

Even though Portuguese legislation supports re-use, and a number of Open Data advocate groups exist within Portuguese society, Portugal is not the Member State in which the PSI Directive has had the most impact. A considerable amount of re-use is still focussed on traditional patterns of re-use of cadastral, commercial and meteorological data.

A number of problems prevent Portugal from developing a more active re-use culture. The attention given in the media to PSI re-use and Open Data and in the public debate in general does not seem to be very high, even when compared to many other EU countries. The legal framework does support re-use, but the obligation to distinguish pricing policies for commercial and non-commercial re-use does not stimulate rapid re-use growth.



On the positive side, we might remark that Portugal is growing in terms of innovation, e-government and economy quite quickly. PSI re-use can benefit from these rapid developments, aided by the attractive Open Data projects already carried out and the imminent launch of the Portuguese National Data Catalogue. Portugal still has a long way to go, but it is not unlikely that PSI re-use culture will establish itself more firmly in Portugal in the near feature.



#### **About the Author**

Tom Kronenburg is a consultant with Zenc B.V. based in the Netherlands. He specialises in information as a solution to societal problems. Tom is one of the curators of the EPSI Platform website and travels throughout the European Union to connect PSI holders and re-users, citizens and governments.

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