



Uruguay
Presidencia



National Data Strategy

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Introduction

In a world where data are the engine of innovation and the basis for informed decision-making, it is crucial to maximize the opportunities offered by the information age in order to promote the well-being of all people and sustainable development, strengthen democracy, and foster economic growth, inclusion, and equality through efficient data-driven public policies and services. At the same time, it is necessary to address the challenges associated with data, such as privacy, security, accessibility, the digital divide, and environmental impact.

To this end, it is necessary to develop comprehensive policies and promote a data culture that encourages the responsible and ethical use of data, guarantees the protection of fundamental rights, and strengthens the capabilities of people and of public and private institutions to harness its potential.

The National Data Strategy provides sustainability to the national policies that have been developed in Uruguay in this area and lays the foundations for strengthening them, while promoting the development, deployment, and coordination of new policies that address the current and future opportunities and challenges of the digital society and emerging technologies.

Framed within Article 74 of Law No. 20.212, of November 6, 2023 ¹, the Strategy covers the public sector, the private sector, and multiple stakeholders. The objectives and lines of action it sets out complement and are coordinated with the National Artificial Intelligence Strategy (2024-2030) ², the National Digital Citizenship Strategy for an Information and Knowledge Society. Uruguay 2024-2028 ³, and the National Cybersecurity Strategy (2024 –2030).

In line with the objectives of Uruguay's digital policy, defined in the Uruguay Digital Agenda 2025 ⁴, the National Data Strategy views data

¹ Article 74, Law No. 20.212 (impo.com.uy)

² National Artificial Intelligence Strategy 2024-2030 ³ National Digital Citizenship Strategy for an Information and Knowledge Society 2024-2028 ⁴ Uruguay Digital Agenda 2025



as a key asset for supporting effective decision-making and efficient public management, and proposes deepening the development of the country's capabilities, including the infrastructure to enable the integration, exchange, and optimized consumption of services and data by the public and private sectors, in a secure and controlled environment.

In recent years, the country has shown a sustained commitment to digital transformation, with initiatives such as *datos 360°*, *datos.gub.uy*, the open data action plans, and the Interoperability Platform, which have boosted the data culture in the public sector. Likewise, the existence of national policies on personal data protection, information security, transparency, open data, and interoperability has also played a key role in the country's digital transformation processes and forms the foundation of this Strategy.

Through the thematic axes Data Governance, Capabilities and Infrastructure, and Country Development, the Strategy sets out a set of lines of action aimed at ensuring a comprehensive framework for data governance and management, promoting data quality, interoperability, and availability, in both the public and private spheres. These actions include initiatives aimed at guaranteeing regulatory frameworks that enable its proper implementation, developing capabilities and technological infrastructure that make it possible to harness the potential of data, fostering research and innovation, promoting the data-based economy, improving public services, advancing on transparency and accountability, and ensuring the secure and ethical use of data.

The Strategy reflects the State's coordinating role in promoting a trustworthy data ecosystem, with the aim of reducing digital and social gaps and continuing to drive the country's digital transformation.

This instrument was created through a broad participatory process, which gathered contributions from more than 120 people from different disciplines and fields, representatives of more than 35 public institutions, 8 civil society organizations, 12 from the private sector, and 6 from academia, who contributed their perspective. It was also enriched by the contributions emerging from the



dialogue and working roundtables held as part of the review process of the Artificial Intelligence Strategy. The process of creating the National Data Strategy was led and coordinated by Agesic, in coordination with the Public Sector Strategic Committee for Artificial Intelligence and Data.

The adoption of this Strategy is a significant step that contributes to advancing the implementation of the treaties and other international commitments undertaken by Uruguay, including the Global Digital Compact, approved by a United Nations General Assembly resolution on September 22, 2024.

Background

The progress that Uruguay has made on its path toward digital transformation and the building of an open State is the foundation of this Strategy. This progress has been driven by the development of an enabling institutional and regulatory framework that has provided sustainability to national policies in this field, while encouraging the implementation of multiple initiatives from various areas of the State and sectors of society, and that has also contributed to the development of ecosystems of the actors involved.

The baseline on which the National Data Strategy is built consists of the results of the initiatives led and implemented by multiple public institutions within their areas of competence, and by the private sector, civil society, and academia.

The successive editions of the Uruguay Digital Agenda and the National Open Government Action Plans have been fundamental instruments for the sustained and consensual development of Uruguay's digital policy and the building of an open State.

These instruments and other initiatives have given rise to the development of the institutional framework, the regulations, and the tools that make up the national policy on personal data protection, information exchange,



interoperability, public transparency, open data, and information security.

Some of these antecedents are summarized below:

Regulatory and institutional framework

There are multiple regulations related to data; those that address general aspects linked to data governance are mentioned below, in particular in its role as the engine of digital transformation processes. Sector-specific regulations associated with the management of certain types of data needed for public entities to fulfill specific mandates are not considered in this analysis.

As part of its digital policy, Uruguay has developed a robust regulatory framework over the years. Among the milestones along this path, the enactment of Law No. 18.331⁵ on Personal Data Protection, of August 11, 2008, stands out; it established the regulation applicable to the public and private sectors in this area, and created the Personal Data Regulatory and Control Unit as a deconcentrated body of Agesic, endowed with technical autonomy.

Data protection regulation has been modernized through successive reforms over the years. As a result of this sustained policy, Uruguay has been recognized as a country deemed adequate by the European Commission since 2012, under decision 2012/484/EU of August 21, 2012, adopted within the framework of Directive No. 95/46/EC., as well as, since 2024, its new ratification upon the approval of the European General Data Protection Regulation (GDPR).

In 2013, Uruguay became the first non-European country to be a member of Convention 108 of the Council of Europe and its 2001 Additional Protocol, which was approved by Law No. 19.030⁶, of December 23, 2012. In addition, in 2021 it was the first Latin American country to ratify the Protocol Amending the Convention for the Protection of Individuals with regard to the Processing of Personal Data

⁵ Law No. 18.331 (impo.com.uy)

⁶ Law No. 19.030
(impo.com.uy)



(Convention 108+), Law No. 19.948 ⁷, of April 16, 2021. In 2020, Uruguay was elected a member of the Bureau, made up of the representatives of the States Parties to Convention 108.

As for transparency policy, it is worth highlighting the approval of Law No. 18.381 ⁸ on the Right of Access to Public Information, of October 17, 2008, which placed the country at the forefront of the region with regard to the regulation of the exercise of the right of access to public information. The law created the Public Information Access Unit (UAIP) as the oversight and deconcentrated body of Agesic, endowed with technical autonomy. It also established a set of active transparency obligations for public entities.

Likewise, the country has positioned itself as a regional benchmark in open data thanks to the implementation of a sustained policy in this area since 2010. This policy received a strong boost in 2015, through the enactment of Article 82 of Law No. 19.355 of December 19, 2015 ⁹, which provided that, at a minimum, all public entities are obliged to publish in open data format the information covered by the active transparency obligations established by the Law on Access to Public Information and its Regulatory Decree No. 54/017 of February 20, 2017 ¹⁰, which set the "Technical guidelines for the publication of open data".

In addition, in order to facilitate the exchange of information and promote its preferential use in public entities, Uruguay adopted Law 19.179 ¹¹, of December 27, 2013, to regulate free software.

The communication of data is a central aspect. In the case of public bodies, the country has a regulation originally created by Law No.

⁷ Law No. 19.948 (impo.com.uy)

⁸ Law No. 18.381 (impo.com.uy)

⁹ Article 82, Law No. 19.355 (impo.com.uy)

¹⁰ Law No. 19.355, Regulatory Decree 54/017 (impo.com.uy)

¹¹ Law No. 19.179
(impo.com.uy)



18.719 ¹², of December 27, 2010 (Articles 157 et seq.), which establishes the obligation to exchange public information among them, and private information provided that Law No. 18.331 on Personal Data Protection is complied with. An example of the relevance of these exchanges for the fulfillment of the State's purposes is the National Demographic Registry, created by Article 51 of Law No. 19.996, of November 3, 2021 ¹³.

Uruguay has also developed an information security and cybersecurity policy through which the country has built an institutional, legal, and regulatory framework to contribute to the development of a safer digital environment. Among the milestones in this field, the creation of the Cybersecurity Framework and the enactment of Articles 78 to 84 of Law No. 20.212, of November 6, 2023, stand out, which establish a new institutional framework, create new competencies, and provide support for the National Cybersecurity Strategy.

All the antecedents outlined have enabled Uruguay to have specialized regulations and an institutional framework for different aspects of data governance and management.

Cross-cutting initiatives

In accordance with Executive Branch Decree No. 184/015, of July 14, 2015, Agesic coordinates a set of initiatives associated with data management.

Within this framework, different practical management tools have been developed, such as reference frameworks, data policies, strategies, and the Interoperability Platform, among others, which contribute to generating and consolidating ecosystems to keep data protected.

With a focus on the public sector, one of the significant milestones of digital transformation is the launch in 2008 of REDuy, a platform to interconnect all State bodies through standards, facilitate the

¹² Law No. 18.719 (impo.com.uy)

¹³ Law No. 19.996
(impo.com.uy)

exchange of information, and foster collaborative services among them. In parallel, the Interoperability Platform was created, a fundamental pillar for the digital transformation of the State that makes it possible to connect the information systems of the various public institutions. This platform speeds up procedures, improves the quality of services, and fosters transparency in government management.

Another notable antecedent is the Data Policy for Digital Transformation, which established the fundamental principles for data management in the State, such as quality, security, and open access. This policy has been a reference framework for the development of various initiatives, such as the Data Vocabulary and the Framework for Data Quality Management, whose objective is to provide government organizations with tools and guidelines to improve the quality of their data.

In parallel, instruments have been implemented to guarantee the security and privacy of data, such as the guide on anonymization and the personal data protection impact assessment, as well as the Cybersecurity Framework, which provides a holistic approach to data protection, integrating technical, administrative, and awareness-raising measures.

In the area of open data, Uruguay has developed various instruments and tools over the years. Among them, the adoption of the first Open Data Action Plan 2011-2015 stands out, on the basis of which the National Open Data Catalog was created, which facilitates access to more than 2500 datasets from public bodies, academia, civil society organizations, and private companies.

The antecedents set out above are not intended to be an exhaustive list of the data initiatives and policies on which this Strategy is based. On the contrary, beyond the examples mentioned, there are other initiatives, such as those carried out in the area of health by the Ministry of Public Health and the Digital Health area of Agesic, or those led by the National Statistics Institute, the Uruguayan Institute of Meteorology, and the Spatial Data Infrastructure (IDE), which have



contributed significantly to the baseline from which the implementation of the Strategy will be carried out in different sectors and spheres.

Country context

Uruguay has experienced significant advances in Internet access and use, progressing in connectivity, in access by households and individuals to this technology, and in the services developed on it, including digital government services. The country has also been a pioneer in developing initiatives that foster digital inclusion, for example by guaranteeing full access for educational institutions, 90% of them with high-speed access.

According to the Survey on the Use of Information and Communication Technologies (EUTIC) 2022 ¹⁴, 90% of people aged 14 and over are Internet users, and 83% use it daily. Digital gaps in access and use are low, whether analyzed by age, gender or socioeconomic level. To a large extent, this situation could be linked to specific long-term public policies, as can be seen from the successive digital agendas developed since 2008. ¹⁵

Current conditions in terms of digital development, connectivity and business climate have made our country the destination for initiatives such as Microsoft's AI Co-Innovation Lab -with Uruguay being the first country in Latin America and the third outside the United States, along with China and Germany, to have such a lab-, the installation of a Datacenter by Google -the second in Latin America besides Chile-, or the arrival of satellite connectivity. Some data related to the country context are summarized below:

Digital development

¹⁴ Information Society Observatory

¹⁵ Agenda Uruguay Digital



- Household Internet access: 91% of Uruguayan households have Internet access. 72% of households have a fixed broadband connection.
- Internet use by individuals: 90% of people over 14 years of age are Internet users, and 83% use it daily. Among those under 50, Internet use is universal, that is, it reaches 100% of that population ¹⁶ .
- Digital Development Index: Uruguay ranks number 2 in Latin America and the Caribbean and 43rd in the world in this International Telecommunication Union (ITU) index, which measures the level of development of the Information and Communication Technology (ICT) sector in 169 countries worldwide ¹⁷ .
- Digital Development Compass (DCC): this is a tool developed by the United Nations Development Programme (UNDP) that measures countries' digital progress, and was launched in 2023. It uses an extensive database of digital development indicators, organized into several pillars of the UNDP Digital Transformation Framework. Uruguay stands out in several respects, especially in the following pillars: Connectivity, Government (Uruguay is a leader in the digitalization of public services), People (widespread digital use and skills) and Digital Public Infrastructure, achievements that position Uruguay as a benchmark in the region in terms of digital development ¹⁸ .

Software industry

- Growth of the sector: in 2022, IT sector exports reached US\$ 1,816 million, equivalent to 65% of its total revenue, with 85% of these exports going mainly to the United States. The sector's business model, centered on software development,

¹⁶ Survey on the Use of Information and Communication Technologies 2022 ¹⁷ Digital Development Index (ICT)

¹⁸ Digital Development Compass



accounts for 70% of sector activity and 80% of exports. According to the Uruguayan Chamber of Information Technology (CUTI), the IT sector is growing faster than the average for the economy and its share of GDP has been doubling every 10 years.

- It is the largest software exporter per capita in the region, and the fourth in annual revenue from IT exports.

Digital transformation of government

- Digital Government Index: Uruguay ranks first in Latin America, and is in 25th place among 193 countries in the United Nations Digital Government Index for 2024. This is a composite index that includes the dimensions of Telecommunications infrastructure, Human capital, Online services and Citizen participation ¹⁹ .
- GovTech Maturity Index: Uruguay is in the group at the Very High development level (group A) of the index produced by the World Bank. The index was developed as part of the GovTech initiative to introduce a measure of GovTech maturity in four focus areas: support for core government systems; improvement of service delivery; integration of citizen engagement; and fostering of GovTech enablers ²⁰ .

Innovation

- Global Innovation Index (GII): Uruguay ranks 4th in Latin America and the Caribbean in the 2023 edition of the Global Innovation Index (GII). The GI is produced by the World Intellectual Property Organization (WIPO) of the United Nations, and measures the innovation performance of 132 countries worldwide, identifying the top 100 science and technology innovation clusters ²¹ .

¹⁹ Digital Government Development Index (EGDI)

²⁰ GovTech Maturity Index (GTMI)

²¹ Global Innovation Index (GII)



- Investment in innovation: the National Agency for Research and Innovation (ANII) has increased its budget for innovation promotion activities, reaching 48 million dollars in 2023.

Open data

- Global Data Barometer (GDB): Uruguay obtained an overall score of 55, placing it above the global average of 34. This index assesses the governance, capacity, availability and use of data for the public good in 109 countries.
- Open Data Barometer for Latin America and the Caribbean: Uruguay is in 1st place ²², with a score of 64. The index measures governments' readiness to implement open data initiatives, implementation, linking the quality and scope of the open data programs in operation, and impact, assessing the effects that open data have on the economy, politics and civil society.

²² Regional Open Data Barometer



Objectives of the Strategy

General objective

To foster the availability and strategic use of data as an asset for evidence-based decision-making, innovation for the benefit of society as a whole, inclusive economic growth and the strengthening of the pillars of democracy, leveraging data – responsibly and with particular respect for the protection of personal data- to increase transparency, accountability, citizen participation and efficiency in the delivery of public services.

To ensure adequate protection of people's rights and maximize the use of data to address society's major challenges such as inequality, environmental sustainability, climate change, improved competitiveness and the development of the data-based economy, while maintaining digital sovereignty.

To deepen digital transformation by harnessing the potential of data, strengthen public digital infrastructure and the publication of timely, high-quality open data, and promote a culture oriented toward the use of information.

Specific objectives

1. Data governance: ensure a comprehensive national framework for the ethical and responsible governance and management of data that respects people's rights and that serves as an enabler to guarantee the availability, use, integration, openness and leveraging of data by the different sectors, in accordance with current national regulations, for the benefit of people and the country's development.
2. Capacity and infrastructure: develop the capacities, infrastructure and conditions necessary to generate value from data while promoting digital sovereignty, and drive the training of specialized talent that strengthens the development of the data-based economy, and



build people's capacities to understand the impacts and potential of data in their daily lives.

3. Country development: promote the strategic and responsible use of data to drive the development of all sectors of the national economy and inclusive economic growth, the building of a more equal society, the improved efficiency of public policies and services, and to strengthen transparency, accountability and citizen participation in public management.

Guiding principles

This section sets out the guiding principles on which the National Data Strategy is based and which guide its implementation.

These principles cover the public sector, the private sector and the entire national ecosystem, and must be applied taking into account the context, roles and responsibilities that fall to the different actors throughout the data life cycle.

They are based on Article 74 of Law No. 20.212, of November 6, 2023 ²³ and incorporate regulatory advances, good practices and international standards. In particular, they draw on the principles established in the International Open Data Charter, adopted by Uruguay on October 23, 2015, the principles established in the Global Digital Compact ²⁴ and the Data Policy for Digital Transformation ²⁵, adopted in 2019. They are aligned with the National Artificial Intelligence Strategy ²⁶, the National Cybersecurity Strategy and the National Digital Citizenship Strategy for an Information and Knowledge Society Uruguay 2024 - 2028 ²⁷.

²³ Law No. 20212 (impo.com.uy)

²⁴ Resolution adopted by the General Assembly, Pact for the Future ²⁵
Uruguay: Data Policy for Digital Transformation | Agesic (www.gub.uy)

²⁶ National Artificial Intelligence Strategy 2024-2030 ²⁷ National Digital Citizenship Strategy for an Information and Knowledge Society. Uruguay 2024-2028 | Agesic (www.gub.uy)



Principles

1. People-centered

Data governance and management must be carried out for the benefit of people, placing human beings' well-being, respect for their dignity and their inherent rights at the center of decision-making throughout the data life cycle.

The generation and use of data entail ethical and legal responsibilities that must be addressed by those who create, manage and make use of them.

Ethical management of the data life cycle implies respect for the human person, who must in all cases retain a central role as the recipient of data-based services, products or policies.

From a practical perspective, ethical data management entails ensuring that it respects human rights and is consistent with the rules that protect them, with consideration for the content, the preservation of its integrity and consistency, and the certainty and explicit identification of the sources used.

With regard to personal data, this management necessarily implies the full application of the set of principles, rights and obligations of personal data protection, which will be developed later.

In the case of public entities, the generation and use of data depends on the mandates legally assigned to them and on the rules governing those mandates. In this sphere, data life cycle management must be oriented toward the common good, the generation of public value, and sustainable development in its various dimensions, strengthening informed decision-making, transparency and accountability in public management.



2. Data value

From the perspective of organizations, data become assets to be managed, including their structuring and protection. Proper data management makes it possible to build value both for the organization that generates the data and for those connected with it.

The application of quality data suited to building systems and defining informed policies reflects the value of data in our societies.

Recognition of that value is associated with practices that promote the importance of data within organizations, from the application of standards for their management to the definition of roles that collaborate in the processes involved in their life cycle; all of this in an ethical, responsible and secure manner.

Generating a culture of data value in a national strategy must also be viewed as a principle with a collective and forward-looking perspective. It is necessary to recognize the value of data beyond individual or sectoral criteria.

In this regard, the principles of this Strategy, and the initiatives linked to them, are expected to enable the building of collective added value that benefits society as a whole and the different sectors, establishing a framework for harnessing data.

In this way, our country's social and productive challenges can be addressed, contributing to its economic growth and sustainable development, while seeking at the same time to maximize the benefits of data-based research and innovation for achieving these objectives.

In the case of public entities, this culture of data value is fundamental for harnessing the potential that data hold for public management, enabling, among other things, the design, implementation, monitoring and evaluation of public policies, citizen participation in public affairs, and the



addressing of disinformation, among other phenomena present in society, thus helping to strengthen democracy.

3. Quality

The quality of the data generated and used is paramount within the data management cycle and affects the results derived from their use. It is understood as the set of characteristics of the data –among them correctness and how up to date they are- or as the ability to meet the requirements defined for their use –and in this sense their quality depends not only on the data but on the use itself ²⁸ .

Moreover, quality also implies data integrity. The lack of representation of certain population groups and/or sectors of society can lead to erroneous or biased results.

This component of quality is particularly important when data are generated and used in the public sphere, especially with a view to maximizing the benefits of data as an asset for decision-making in public management and avoiding the reproduction or entrenchment of structural inequalities.

The State must guarantee the quality of the data that public entities provide and use, but it must also put in place the mechanisms – regulatory, technical, procedural- needed to ensure their reliability in other sectors. Knowledge of the data life cycle, the determination of the roles to be assumed by the different actors involved, and the breakdown of the quality management process into stages are substantial elements for fulfilling what this principle proposes.

Data quality must be ensured throughout their entire life cycle, so it is also necessary to consider adopting auditing, review and oversight mechanisms, applicable by all actors in the ecosystem.

²⁸ Definitions taken from the “ Framework for Data Quality Management in Digital Government ”.



The application of this principle also finds regulatory support in our country when it comes to personal data. Article 7 of Law No. 18.331 ²⁹ establishes in particular that “personal data collected for the purposes of processing must be truthful, adequate, equitable and not excessive in relation to the purpose for which they were obtained. Data may not be collected by unfair, fraudulent, abusive or extortionate means or in a manner contrary to the provisions of this law. Data must be accurate and updated where necessary.”

4. Availability, exchange and openness

Data must be available and accessible for use by the organizations that require them to fulfill their mandates or exercise their powers or purposes, provided that such use respects all the principles defined in the Strategy and the rules associated with the management of the different types of data. It is essential that data be available in compliance with interoperability standards that enable the integration and efficient exchange of data between different systems and entities, in accordance with current regulations.

Proper implementation of this principle means that data are digital and in open format by default, always respecting the principles of personal data protection.

In the case of public entities, this principle must be implemented in accordance with the obligations stipulated by Law No. 18.381 ³⁰, of October 17, 2008 and Article 82 of Law No. 19.355 ³¹, of December 19, 2015, which provided for the publication in open data format of a set of categories of active transparency obligations established in the regulations governing the exercise of the right of access to public information.

²⁹ Article 7, Law No. 18.331 (impo.com.uy)

³⁰ Law No. 18381 (impo.com.uy)

³¹ Law No. 19355
(impo.com.uy)



Guaranteeing the availability of and access to data in accordance with current regulations is an enabling factor for citizens' monitoring of public management and informed citizen participation, and for fostering the reuse of open data, so that they allow new services and/or applications to be generated, favor the generation of knowledge and promote innovation ³² .

The publication of data is a tool that facilitates making them available, easing timely access and enabling the reuse of public information for the purposes indicated.

The guiding criteria applicable to public entities must be weighed with a view to their application in the private sector, which should evolve from a role as a reuser of open public information to that of a producer of data that can be used collaboratively by other actors -whether private, public, academia or civil society- for the sustainable development of the country and in the strategic sectors that are defined.

Making data available also implies the creation and use of mechanisms that facilitate exchange, as well as the creation of new mechanisms that promote exchange among the multiple stakeholders, so that making data available and using them is done in an agile and secure manner for all those involved. Data must be easy to retrieve, use, reuse, deliver and exchange, in compliance with the data, integration and exchange standards established for this purpose.

In this context, it is necessary to consider the principles of interoperability applicable to the public sector under legal rules -such as Articles 157 et seq. of Law No. 18.719 ³³ , of December 27, 2010 and Article 6 of Law No. 19.869 ³⁴ , of April 2, 2020-, to other sectors of activity.

³² As set out in the "Guide - Publication of Active Transparency Open Data" of the "National Catalog of Open Government Data."

³³ Law No. 18.719 (impo.com.uy)

³⁴ Law No. 19.869
(impo.com.uy)



Finally, this principle must also include the need for instruments that allow the secure exchange of data—personal and non-personal—across borders, applying concepts such as convergence and trust that are promoted by various regional and international actors.

5. Privacy and security

This Strategy is linked to a broader concept of data than the strictly personal—such as that associated with an identified or identifiable person in the definition of Law No. 18.331, of August 11, 2008 ³⁵—. However, the fundamental role that personal data currently play is indisputable in the training and application of systems, in the definition of public policies and business strategies, among other things. The concepts of privacy by design and privacy by default, and the use of technologies that make it possible to use data while safeguarding the privacy of data subjects, are increasingly widespread.

For its part, the determination of organizations' responsibilities in the use of personal data in certain areas of activity makes it necessary to designate roles—such as the data protection officer and the information security officer—that help from within to permeate the culture of personal data protection.

The scope of privacy and data protection is limited not only to personal information obtained with the consent of data subjects, but also to that constructed or inferred from their behaviors and habits. That is why, in any data strategy, compliance with the principles of personal data protection takes on fundamental centrality; in our country, and in accordance with Articles 5 et seq. of Law No. 18.331 ³⁶, these are: legality, veracity, purpose, prior informed consent, data security, confidentiality, and —proactive—accountability.

³⁵ Law No. 18.381 (impo.com.uy)

³⁶ Article 5 Law No. 18.381
(impo.com.uy)



Complementarily, and based on the determination of data as an asset, there arises the need to establish management procedures that guarantee its security and preservation, providing an adequate level of confidentiality, integrity, and authenticity, while also ensuring continued access for as long as necessary. The practical application of information security standards such as those derived from the Cybersecurity Framework ³⁷, and those that result from the National Cybersecurity Strategy, is fundamental to compliance with this principle.

6. Responsible innovation

The implementation of this Strategy and the associated initiatives and actions require considering the particular importance of the development of research and innovation as an engine for national development, and the relevance of data and its proper management during all phases of its life cycle as a crucial enabling factor.

Collaboration among the public and private sectors, academia, and civil society is a key factor, as follows from the other principles set out in this Strategy.

The adoption of initiatives coming from all of these sectors, further enabled by a regulatory framework that provides the necessary certainty—as in the case of controlled testing environments and data spaces—are practical examples of the application of this principle.

The State must not only put forward adequate regulatory frameworks, but also provide the necessary incentives so that innovative proposals have the backing they need for their implementation, and generate the enabling conditions that ensure data availability, quality, and openness in accordance with current regulations, for the development of sustainable innovation processes.

³⁷ Cybersecurity Framework



7. Multiple stakeholders

The construction and execution of a nationwide data strategy that projects its impact on all sectors of society requires the participation and collaboration of multiple stakeholders.

The diversity of disciplines associated with data management requires interdisciplinary and multisectoral perspectives within organizations, so as to ensure compliance with current regulations and with the principles outlined in this Strategy.

This multi-stakeholder perspective is necessary not only for the development of the initiatives that are part of the Strategy, but also for building and ensuring adequate data governance.

This means progress must be made with the participation of the public sector, the private sector, civil society, the technical community, and academia, among other actors, supported by an institutional design that includes spaces and mechanisms that make this possible.

This principle is key to enabling data governance in which different perspectives, approaches, and disciplines are present, and involves broad, diverse, and interdisciplinary participation.



Thematic axes

Axis 1. Data governance

Ensure a comprehensive national framework for data governance and management that enables the generation, use, integration, and exploitation of data by the different sectors for the benefit of people and the country's sustainable development with equality.

This approach will promote democratization and digital sovereignty, and will move toward a data culture and economy.

Line 1.1 Institutional framework

Establish and implement the institutional design and the specific functions that promote a data culture at the national level and ensure the implementation of the National Data Strategy, its sustainability, and its continuous improvement, as well as permanent mechanisms for coordination and participation, both interinstitutional and multi-stakeholder. Develop instruments that promote transparency and the monitoring of data policies in the State.

Actions

1. Define the institutional design to support Uruguay's data governance model and the implementation of the National Data Strategy. This design must ensure comprehensive approaches and guarantee its sustainability and continuous improvement; provide permanent coordination and participation mechanisms to integrate multi-stakeholder approaches; and provide follow-up, monitoring, and accountability. This approach must identify and strengthen existing sectoral spaces, integrating them into the national governance model.
2. Establish an Internal Data Committee in public sector entities. The Committee will coordinate with the governing body the implementation of the governance and strategy defined for data, where applicable. It will be made up of those responsible for transparency, data



protection officers, information security officers, open data focal points, and the person who serves as data director.

3. Designate the role of data director (CDO - Chief Data Officer, by its English initials) in public sector entities and promote its adoption in the private sector. Its main function will be to strategically address the use of data, ensuring its security, integrity, and a single vision toward a data culture.

4. Establish a national coordination mechanism that makes it possible to coordinate, manage knowledge, and manage joint actions among the different Internal Data Committees.

5. Strengthen the technical and infrastructure institutional capacities in the governing bodies on data matters, integrating the approach to data of different kinds, as well as the spaces and processes for coordination among them.

Line 1.2 Governance model and tools

Establish a nationwide data governance and management model, including policies and processes with roles and responsibilities, with an integrated and holistic view of personal, statistical, open, and other specific data, in coordination with national and international strategies.

Promote data integration, interoperability, and exchange for efficient and responsible management, thereby boosting data-driven digital transformation.

Actions

1. Establish a data governance and management model in accordance with the objectives of this Strategy, the National Artificial Intelligence Strategy, the National Cybersecurity Strategy, and its integration with the



Integrated Government Architecture ³⁸ and the digital public infrastructure, boosting data-driven digital transformation. This model must define the priority types of data in the country, their characteristics, classification, organization, and relationships.

2. Identify master data and those responsible for it. Standardize the minimum set of attributes and metadata that define that entity, semantic and technical standards, considering national and international interoperability, and the roles required to be responsible for its management.
3. Identify and establish data standards for reference data.
4. Create a single, national, public repository of metadata on the data managed in the State and the mechanisms necessary for its sustainability.

Line 1.3 Regulatory frameworks

Adapt and create reference frameworks and other regulatory instruments that enable the proper implementation of the National Data Strategy and the achievement of its objectives.

These instruments must promote the ethical and responsible management and use of data, protect people's rights, and drive innovation for the benefit of all of society and the country's sustainable development.

Strengthen the oversight mechanisms for compliance with current regulations, especially with regard to personal data protection, data management, open data, and interoperability, among other priority regulations.

³⁸ Integrated Government Architecture



Actions

1. Identify existing gaps at the regulatory level to ensure adequate governance and management of data in accordance with the objectives of this Strategy. Update and create reference frameworks and other regulatory instruments to facilitate openness, create shared data spaces, enable cross-border data flows, and enable the integration and reuse of data from the public sector, the private sector, and other stakeholders in priority areas, guaranteeing data security and protection.
2. Develop a data management reference framework with a holistic and comprehensive vision and the sectoral adaptations established as priorities, and promote its adoption.
3. Create a reference framework for the long-term preservation of State data, considering international preservation standards.
4. Reinforce and evolve the oversight mechanisms for compliance with regulation on data management, transparency and access to public information, open data, personal data protection, interoperability, and information security.

Line 1.4 International sphere

Strengthen Uruguay's active participation and contribution in international forums on data governance, regulations, and regional and international projects linked to data, open data, and personal data protection, among others.

Advance the adoption of international standards and instruments aligned with national policy, promoting Uruguay's positioning as a key player in fostering technical cooperation on data and regional public policies that impact the improvement of services and development in priority sectors and topics.



Actions

1. Strengthen Uruguay's active participation in specific and general regional and international forums on data governance, personal data protection, and open data, among other dimensions.
2. Contribute to the development of international standards and frameworks for data management and exchange at the regional and international level, in priority sectors and topics, and encourage Uruguay's adherence to regional and international data governance models, guidelines, and principles.
3. Build regional and international partnerships that make it possible to develop new projects at the local level, strengthen the capacities of the national ecosystem through the exchange of experiences, and facilitate regional processes for data exchange that contribute to improving regional services and policies.
4. Promote the country's access to international technical cooperation funds for the development of national or regional projects, exchange of experiences, technology transfer, and capacity building.



Axis 2. Capacities and infrastructure

Ensure the capacities, infrastructure, and conditions necessary for efficient data management and use.

Foster the training of data-specialized talent that boosts the development of the data-based economy, and build instrumental and fundamental capacities and skills in people to understand the impacts and potential of data in their daily lives.

Line 2.1 Talent and skills development

Generate capacities and instruments so that the country has specialized talent in the knowledge areas linked to the different phases and components of data management.

Foster the development of capacities and skills in people to understand the data life cycle and the rights associated with each of its phases, such as personal data protection and access to public information, and the mechanisms available for their effective exercise, aligned with the National Digital Citizenship Strategy for an Information and Knowledge Society ³⁹.

Actions

1. Promote the creation of new training plans and programs in the different knowledge areas linked to data management in formal and non-formal education, as well as support the development of existing ones at all educational levels and areas of application, with special emphasis on specializations, professional upskilling, and programs aimed at keeping people's skills current in the labor market.
2. Foster promotion instruments for the development of specialists in data science, including specific initiatives that promote the

³⁹ National Digital Citizenship Strategy for an Information and Knowledge Society. Uruguay 2024-2028 | Agesic (www.gub.uy)



participation of women in this field. Incorporate the data management approach from the initial levels of STEM education programs.

3. Foster the development of capacities in the private sector for the application of regulatory frameworks and good practices in the ethical and responsible management of data.

4. Develop awareness and literacy plans on data aimed at different segments of the population so that people develop instrumental and fundamental skills to understand the data life cycle, the derived information, its value and the associated risks, as well as the scope of their rights and the mechanisms available to protect them.

5. Promote the evolution and adoption of tools that make it easier for people to keep control over their personal data and its use, such as data use consent and personal information management applications, taking into account the different segments of the population and their context.

6. Establish a data community of practice, made up of multiple stakeholders with the participation of the different sectors of society, enabling the exchange of knowledge, experiences, and good practices.

Line 2.2 Infrastructure and technologies

Deploy and adopt infrastructure and technologies that are resilient and sustainable, and data management tools that enable the collection, use, and integration of high-quality, secure, and reliable data.



Actions

1. Design a plan for a national data infrastructure that is resilient, secure, and inclusive, which allows the collection and ingestion of large volumes of structured and unstructured data, and the integration and analysis of data from diverse sources.
2. Evolve the centralized and secure data infrastructure, accessible to the public sector, including collection, storage, management, and analysis, in strategic initiatives and those of national interest. This infrastructure will support data-driven decision-making and the adoption of standards.
3. Strengthen the infrastructure and mechanisms for the exchange of and access to geographic, statistical, and open data, among others.
4. Develop instruments and tools to leverage the potential of synthetic data as an instrument for research, innovation, and data-driven decision-making, based on ethical standards and personal data protection.
5. Foster interoperability within and between organizations by providing public and private entities with different solutions and components for its implementation,
6. Deploy and integrate data management tools and other reusable components in strategic sectors and in the existing cross-cutting solutions in the public sector, promoting innovation and the development of open source solutions and publication as a digital public good, in line with Law No. 19.179, of December 27, 2013 ⁴⁰.

⁴⁰ Law No. 19.179 (impo.com.uy)



Axis 3. Country development

Leverage the potential of data to promote the growth and development of all sectors of the national economy and the building of a more inclusive and egalitarian society.

Foster the production, management, and use of data aimed at creating services and products based on reliable, secure, and high-quality data in both the public and private sectors.

Boost the generation and use of data to drive the development of strategic sectors through research and innovation.

Strengthen Uruguay's open data policy and promote data as an instrument for advancing in areas such as transparency and accountability in public administration, and strengthen effective citizen participation in the formulation and monitoring of public policies.

Line 3.1 Data availability, integration, and interoperability

Create spaces and mechanisms to share, integrate, and make data available at different levels of openness in a national and cross-border context, in a reliable and secure way, providing guarantees on its correct processing, use, and management, in accordance with the established governance model and current regulations, and with the participation of multiple stakeholders.

Actions

1. Create and promote secure, reliable, and interoperable data spaces with different levels of openness, enabling the participation of all sectors under a governance model that clearly establishes and defines licenses, agreements, and rules for their use in compliance with current regulations.
2. Seek to create "cross-cutting data spaces," secure, reliable, and interoperable, that allow data to be shared among public bodies, and that integrate data coming from systems, cross-cutting areas, or lines



shared strategic ones according to the roles of each of the institutions involved.

3. Design and implement a national interoperability plan that addresses semantic, organizational, regulatory, and technical aspects in order to deepen the exchange and integration of data, within and between organizations, including cross-border data flows, establishing the controls necessary to ensure the quality and integrity of the data, in accordance with current regulations.

Line 3.2 Data in the public sector

Implement institutional data strategies and the adoption of the Integrated Government Architecture ⁴¹ in public sector entities, so as to maximize the value of data for the benefit of people and of the different sectors of society and the economy, improving processes, management, and cross-cutting services, and contributing to the achievement of objectives and the optimization of resources.

Integrate solutions and tools to strengthen data generation processes that enable data openness and analysis, ensuring proper integration with existing systems and the continuous training of everyone involved, within the framework of a data culture and of transparency, and in accordance with current regulations.

Promote the generation of quality data linked to the Sustainable Development Goals in collaboration with multiple stakeholders.

Actions

1. Establish institutional strategies and policies in public entities for the management and use of data that contribute to their strategic objectives, to evidence-based decision-making, to the improvement and design of public policies, and to increasing efficiency in the

⁴¹ Integrated Government Architecture



delivery of public services, transparency, accountability, and citizen participation, ensuring adequate protection of people's rights.

2. Promote the adoption of the Integrated Government Architecture in public entities as a tool to guide the efficient use of data, in pursuit of their strategic objectives and the optimization of public sector resources.
3. Implement a comprehensive training plan on data management, protection of personal data, access to public information, open data, cybersecurity, and tools for data analysis and data science, aimed at public entities and directed at people with different profiles and at all the decision-making levels necessary for the comprehensive data management and governance. Facilitate the application of current regulations through the development of recommendations and tools that make it possible to understand the scope, applicability, and use of technologies, in particular regarding public clouds.
4. Create instruments to strengthen technical teams, infrastructures, and technology solutions in an agile way that drive data policies, the different lines of this Strategy, and data management and governance in the bodies.
5. Implement centralized data science and analytics projects to improve the quality of the services provided by the bodies, evidence-based decision-making, cross-cutting products, processes, and management in general.
6. Incorporate business analytics, observability of their behavior, and best software development practices into data-based solutions and cross-cutting digital government solutions for their improvement and efficiency.



7. Evolve public procurement mechanisms to encourage the diversification of providers linked to research and innovation projects, as well as providers of data-based technology solutions and services.

8. Oversee compliance with the regulatory and strategic framework related to the exchange of information between bodies, in accordance with Regulatory Decree 353/023 on Article 76 of Law No. 19.355 ⁴².

Line 3.3 Open data

Deepen and evolve Uruguay's open data policy as an instrument to strengthen transparency, accountability, citizen participation, and innovation, moving forward in building an Open State.

Actions

1. Drive the adoption of institutional open data policies and the creation of data openness plans in the different State bodies, taking into account the needs or demands of multiple stakeholders, and implement monitoring and follow-up mechanisms on the adoption of institutional open data policies and on progress at the national level. Identify and develop the adjustments to the regulatory framework that are deemed necessary to achieve these purposes.
2. Strengthen the production and timely availability of data for the monitoring and follow-up of public policies, through the creation and evolution of observatories and other tools for the publication, access, and analysis of data that strengthen transparency and accountability processes.

⁴² Decree No. 353/023



3. Improve data sources, taking into account the needs of multiple stakeholders, and make sectoral open data available on topics such as environment, climate change, public integrity, health, and finance, among others, that support the fulfillment of national objectives and of international commitments undertaken by the country.

4. Encourage the implementation of web services and geoservices in public entities to facilitate and promote the use of high-quality, up-to-date open data in different formats.

5. Harness the potential of artificial intelligence (AI) to evolve the National Open Data Catalog, quality processes, search, and data analysis and visualization, and develop good practices for publishing open data that take into account its reuse for AI.

6. Develop open data training plans aimed at decision-makers and technical teams of public bodies for the development of open data policies, openness plans, publication processes, regulatory compliance, knowledge of demand, and use of data, among others.

7. Encourage the development of the open data community through training and outreach activities aimed at journalists, students, the entrepreneurial sector, the research ecosystem, civil society, and academia, with the purpose of facilitating the creation of innovative products and services based on open data and promoting active participation. Likewise, promote the creation of an innovation space that fosters the exchange of knowledge, the development of use cases, and research, contributing to the strengthening of public policies and the generation of data-based solutions.



Line 3.4 Use of data for well-being

Promote initiatives to encourage the generation and use of data analytics solutions that support data-based decision-making by providing accurate and reliable evidence for the design, implementation, and evaluation of public policies that make it possible to address social and digital gaps and inequalities and other challenges present in society, for the well-being of people and to accelerate the achievement of the Sustainable Development Goals.

Actions

1. Design and promote programs and agreements in collaboration with the private sector, civil society, and academia to generate and securely share quality data, in order to improve public policies, contribute to the Sustainable Development Goals, and develop data management and data science initiatives focused on social well-being and the priority care of people and groups in vulnerable situations. These actions must guarantee privacy and the protection of identity.
2. Encourage the development of analytical solutions for the use of data related to the environment and climate change, in comprehensive risk management and in emergency and disaster response, promoting collaborative work among different sectors of society.
3. Maximize the use of the geographic data available in Uruguay, strengthening capacities for their use and analysis in the public and private spheres.
4. Promote agreements and international cooperation for the secure flow of cross-border data that make it possible to drive the development of the digital economy and the improvement of cross-border services.



Line 3.5 Research, innovation, and development

Promote agreements and collaborative spaces to drive innovation, research, and the development of data-based solutions in strategic sectors and in initiatives of general interest, fostering work among the public sector, the private sector, academia, and civil society organizations, and in collaboration with the international community.

Support promotion measures and incentives for the generation and sustainability of innovative proposals that contribute to the country's sustainable development.

Actions

1. Promote and implement the use of controlled testing environments for research and experimentation in data science and the evaluation of technologies aimed at safeguarding data privacy and security, in line with Article 75 of Law No. 20.212, of November 6, 2023 ⁴³.
2. Support collaborative spaces for research, with the participation of multiple stakeholders, generating shared mechanisms and tools for data science that make use of data spaces for innovation and research, and generate agreements that enable the exchange of scientific research data among multiple stakeholders.
3. Generate agreements to produce and share quality data among the different sectors of society for research and innovation in public policy and for the improvement of services to citizens, making them available as open data for use and improvement.
4. Encourage the development, strengthening, and implementation of instruments and incentives that drive entrepreneurs, small and medium-sized enterprises, academia, researchers, and civil society to generate innovative proposals in data management, promoting sustainable projects oriented toward

⁴³ Law No. 20212 (impo.com.uy)



social well-being, the improvement of public services, and environmental development, with a focus on sustainability and positive impact for the entire population.

5. Establish collaboration agreements with regional and international programs and initiatives in order to have a larger volume of quality data that strengthens analytical capacity and the availability of data for research and innovation.

Line 3.6 Data as drivers of the economy

Drive the development of data-based services and products with high standards of quality and security, both for local supply and for export, contributing to industrial development, competitiveness, and private investment.

Consider data as an asset in the development of the productive sectors that are key for the country, promoting the use of new technologies such as artificial intelligence to improve their competitiveness.

Actions

1. Generate and implement instruments and plans that drive the evolution of the data industry in the country and that strengthen digital sovereignty, encompassing infrastructure, services, and data-based solutions, that foster the development of key productive sectors, considering data as a strategic asset, incorporating advanced analytics, adopting new technologies, and promoting innovation and collaborative work among academia, entrepreneurs, researchers, and the private sector, with the aim of improving competitiveness and sustainable development.
2. Promote and generate strategic alliances to strengthen investment in and the development of the national data infrastructure.



3. Drive agreements with other countries at the regional and international level to boost the export of innovative data-based services and developments by the entrepreneurial ecosystem.

Process for creating, monitoring, and reviewing the Strategy

Co-creation of the Strategy

The process of creating the National Data Strategy was led and coordinated by Agesic, in coordination with the Public Sector Strategic Committee for Artificial Intelligence and Data, under Article 74 of Law No. 20.212 of November 6, 2023 ⁴⁴ . The overall process has the technical cooperation of the Development Bank of Latin America (CAF) and the United Nations Educational, Scientific and Cultural Organization (UNESCO).

It began in June 2023 and was carried out in five stages, using the participation standards established by the Open Government Partnership for the creation of national action plans:

Stage 1 - Diagnosis. During this stage, the Country Readiness Assessment Methodology was applied: a tool of the Recommendation on the Ethics of Artificial Intelligence developed by UNESCO ⁴⁵ to assess the degree of readiness to apply Artificial Intelligence, in all its dimensions, in an ethical and responsible manner for citizens. Although the focus was on the ethics of artificial intelligence, aspects related to the Data Strategy were considered. The institutional framework was also analyzed through a tool developed by CAF to analyze the institutional framework for the governance, implementation, and sustainability of Artificial Intelligence and Data policies, as well as a comparative analysis of the state of the art on the subject.

⁴⁴ Law No. 19.179 (impo.com.uy)

⁴⁵ Country Readiness Assessment Methodology: a tool of the Recommendation on the Ethics of Artificial Intelligence

Stage 2 - Proposals. 2 dialogue roundtables were held focused specifically on the National Data Strategy to gather proposals related to the possible objectives and actions to be included in the Strategy.

All of the dialogue roundtables held as part of the process of developing the National Data Strategy and reviewing the National Artificial Intelligence Strategy involved the participation of more than 300 people representing more than 40 State institutions, 11 civil society organizations, 45 private sector organizations, academia, and various interest groups, who contributed different perspectives. All the reports with each of the contributions are published on the Agesic website.

Stage 3 - Systematization of proposals. The lines of action were examined in greater depth, a feasibility analysis was carried out together with the different institutions linked to the proposals, and a first draft of the National Data Strategy was prepared.

Stage 4 - Public consultation. The document was published for public consultation from October 22 to November 4, 2024 through the Digital Citizen Participation Platform ⁴⁶ , thus allowing everyone interested in the topic to make their contributions.

11 proposals were received from 1 civil society organization, 1 public body, 2 private sector organizations, and 1 woman researcher. These proposals translated into 16 contributions, of which 94% were incorporated in whole or in part into the document and, in some cases, will also be incorporated into the Implementation Roadmap of the Strategy.

⁴⁶ Public consultation on the National Artificial Intelligence Strategy



Stage 5 - Approval and publication. The final stage includes the approval and publication of the final document.

Monitoring of implementation

The process of implementing and monitoring the National Data Strategy seeks to ensure the fulfillment of the objectives set out in this instrument, as well as transparency and accountability regarding its execution.

To ensure proper implementation of the strategy, a roadmap will be developed that will establish deadlines, responsible institutions, specific goals, and monitoring indicators.

The strategic objective of the follow-up and monitoring process is to establish a framework that makes it possible to measure progress and identify areas for improvement to ensure that the Strategy meets its objectives and goals.

A public monitoring tool will be implemented through which the institutions responsible for leading each of the actions will report on their progress every six months.

Each of the institutions will be responsible for carrying out the actions provided for in the roadmap and will be in charge of leadership, execution, and accountability in relation to the implementation of those actions, and must submit periodic reports.

The results achieved will be disseminated regularly to all stakeholders.

Period of validity

The period of validity of this Strategy is 2024-2030. In order to ensure that the country has suitable and effective instruments that adapt to the nature of technological advances and the associated potential and challenges, a mid-term review will be carried out.



Participants

The process of developing the National Data Strategy involved the participation of organizations represented in the dialogue spaces held at the different stages of the process.

The participating organizations are listed below:

State bodies

National Administration of Fuels, Alcohol, and Portland, National Telecommunications Administration, Agency for Electronic Government and the Information and Knowledge Society, National Agency for Research and Innovation, General Archive of the Nation, Central Bank of Uruguay, Mortgage Bank of Uruguay, Social Security Bank, Bank of the Oriental Republic of Uruguay, State Insurance Bank, Office of the Accountant General of the Nation, General Tax Directorate, General Directorate of Registries, National Customs Directorate, National Cadastre Directorate, Office of the Attorney General of the Nation, Spatial Data Infrastructure, Municipality of Montevideo, National Human Rights Institution and Ombudsman's Office, Uruguayan Institute for Children and Adolescents, National Institute of Employment and Vocational Training, Ministry of Education and Culture, Ministry of Industry, Energy, and Mining, Ministry of Social Development, Ministry of Economy and Finance, Ministry of Public Health, Ministry of Transport and Public Works, Ministry of the Interior, National Civil Service Office, Office of Planning and Budget, State Sanitary Works, Judicial Branch, Legislative Branch - Chamber of Representatives, Legislative Branch - Chamber of Senators, Public Information Access Unit, Power Plants and Electric Transmissions, Personal Data Regulatory and Control Unit, Electric Services Regulatory Unit.



Academia

Ceibal, Catholic University of Uruguay, Business University, University of the Oriental Republic of Uruguay, University of Montevideo, Technological University of Uruguay.

Private sector

Adagio Consultores, Bantotal, Deloitte, Discere, Equipos, Intermedia, IUGO, Knowmad Mood, Promptior, Quanam, Sonda, Telefónica Movistar, Latin American Internet Association, Uruguayan Chamber of Information Technologies.

Civil society

Uruguayan Association of Notaries, Uruguayan Association of Librarians, Data Uruguay, Data Management, Bensadoun Laurent Foundation, Commercial Defense League, Mujeres IT, Nahual IT-Argentina, Personas IT.

International organization

Development Bank of Latin America and the Caribbean, Inter-American Development Bank, for Education, Science and Culture.