**OGP EUSKADI 2021-2024**

**STRATEGIC OPEN GOVERNMENT VISION**

1. DELIVERY DATE 30-7-2021
2. **DURATION**

**B.1 End of the current administration 31-12-2024**

**B.2 End of the action plan period 31-12-2024**

1. PROLOGUE

Circulating within the territory is part of the everyday life of any person living in the Basque Country (which has a surface area of 7,200km2): you may work in Vitoria-Gasteiz, live in Bilbao and visit your family in Donostia-San Sebastián. We live very near one another. **Basque citizens go about their lives and political participation in spaces and moments with little regard for jurisdictional or institutional limits**.

This circumstance obliges us to constantly change and update. For us, **inter-institutional collaboration provides the foundation for an open government model** seeking to include its citizens’ experience, knowledge and proposals in public sector actions.

We are almost “a small country”, with an **enormous wealth of decentralised powers**, perfect for **experimenting with and testing proposals** for their subsequent application in other cities / regions / countries at different stages of open government development. An innovation lab serving to demonstrate, with facts, that **strong coordination between the institutions strengthens co-creation processes** and lays a solid basis on which to develop a more open government and territory. We believe that the **Basque model may be of interest to the OGP** network precisely for this reason.

For our proposition, the **first goal we have set ourselves is to achieve better coordination of the** Open Government **policies** and their impact on sectoral policies, from closer levels of management: from the City Councils (Bilbao, Donostia-San Sebastián, Victoria-Gasteiz) and the Provincial Councils working in the three provinces of Álava, Bizkaia and Gipuzkoa, to the policies and projects developed by the Basque Government. Our aim is to co-design, with citizens, **an action plan focussed on two types of commitment**:

* **Horizontal commitments** to promote the cross-sectoral nature of our actions. The same commitments for the same government levels, introducing different aspects and visions for experimenting based on shared values: involvement and collaboration.
* **Vertical commitments** focussed on prioritisation and illustration. The three institutional levels will agree to and develop actions, structured and far-reaching processes establishing a common model of open government.

We’re already working to an open government model in the Basque Country. Our institutions have already developed Open Government plans and participatory accountability strategies. And we’re doing it in a **connected fashion**, participating in networks such as the United Regions Organisation (ORU/FOGAR), United Cities and Local Governments (UCLG), the International Observatory of Participatory Democracy (IOPD) and, since 2018, as part of the Global Open Government Partnership at subnational level.

Executing the first OGP Euskadi Action Plan 2018-2020 represented an enormous challenge, which has been successfully concluded, as can be seen from the results of the participatory [assessment](https://www.ogp.euskadi.eus/contenidos/proyecto/plan_accionogp/es_def/adjuntos/Resultados_OGP_Evaluacion_Plan_Accion.pdf) carried out:

* Regarding the **model of organisation introduced**: The 5 groups and forums making up the OGP Euskadi fulfilled their roles with excellent results (average scores of more than 7/10 points).
* Regarding the **extent to which each of the commitments was met**: generally speaking, it was considered that all of the 5 commitments had largely been met (average scores of more than 7/10 points).
* Regarding the **OGP Euskadi website and the information it provides**: 8 out of 10 participants are aware of the general website contents and, in general terms, the best known contents correspond to COMMITMENT 3 (56.3%), i.e. the iLab on innovation in citizen participation.

And the most important aspect is that this participatory assessment has highlighted **areas for improvement** which will enable us to continue learning and innovating in the opening-up of our governments, and its application to the different sectoral policies. We know that we must improve our communication strategy in order to achieve greater participation by civil society and organised society in decision-making bodies, to increase diversity among the participants and to achieve greater representation of the different sectors of society.

The Basque Country is already an open territory, but it wants to go even further.

The new Plan 2021-2024 aims to forge ahead with a **Basque open government model** desirous of including citizens’ experience, knowledge and proposals in its public action. We began with the [dissemination](https://www.ogp.euskadi.eus/novedad/-/noticia/2020/nuevo-plan-2021-2023-de-ogp-euskadi/) of an open form for the purposes of collecting citizens’ proposals, which was shared in an open forum in the month of July 2020 and online through the website, having received 175 completed forms.

An analysis was then made of the priorities received from citizens, of their viability, reach and potential impact, of institutional availability to provide their leadership, their capacity of transfer and their connection with public policies involving different institutional levels, public sector stakeholders and citizens. The result was 5 potential lines of action, which were put to the consideration of the Regular Forum, a multi-stakeholder forum made up in the main of representatives of civil society and of the Basque public administrations. Having identified the institutional leadership of each one, work began in participatory groups, with the vision of citizens, experts and the institutions, to specify and establish their scope, expected products, and the milestones of their implementation. This co-design of each commitment was once again discussed at the Regular Forum and at the open Forum held in the month of July 2021.

The process to co-design the Action Plan 2021-2024 and its fulfilment is based on the organisational structure designed in the first plan, and which has shown itself to be valid, consisting of:

* **The Promotion Group**, promoter of OGP Euskadi, is responsible for establishing the dissemination and communication plan, the organisational structure, the process of drawing up the action plan, the means for implementing the action plan, the self-assessment of its results... It is made up of the 7 Basque administrations (Basque Government, Provincial Councils of Álava, Bizkaia and Gipuzkoa, City Councils of Vitoria, Bilbao and Donostia-San Sebastián) and the public-private partnership, Innobasque-Basque Innovation Agency.
* **The Regular Forum**, as the deliberation and proposal body, monitors implementation of the plan, deliberates on self-assessment and makes proposals for correction and improvement. The Regular Forum has a technical secretariat consisting of an institutional technical manager appointed by the promotion group for the purposes of the OGP and the head of the Innobasque project – a civic member promoter of the application – who act as a links and interlocutors between the members of the Regular Forum, as secretariat of the work sessions and as coordinators of the technical work and document management. The Regular Forum is made up of 11 members of organised and unorganised civil society and 7 members of the Basque administrations.
* **The Open Forum**, as a remote and onsite body for consultation, verification and proposal, invited to deliberation events and convened to draw up, monitor and assess the plan, through the purpose-built OGP Euskadi website platform and other contact channels enabling very broad dissemination of the consultation.
* The **Commitment Groups**, as open work groups generated to implement each of the commitments, which are accountable for their activity and enable, by means of public-private collaboration, development and deployment of the commitment milestones. They are made up of organised and unorganised civic society, people with an expert vision unable to take action during execution of the commitment as providers of services and representatives of the different institutional levels. The question is to bring the visions of citizens, experts and the administration into line with a vision of common public policy.
1. ATTACH THE LETTER OF INTRODUCTION WRITTEN BY THE HEAD OF GOVERNMENT SHOULD ONE EXIST.
2. CHALLENGES, OPPORTUNITIES AND THE OPEN GOVERNMENT STRATEGIC VISION

**E.1. What is our long-term vision for the open government?**

The long-term vision of OGP Euskadi remains the same as the one that prompted presentation in 2018 of its application to the Open Government Partnership: collaboration between the three territorial levels of the Basque Country and with the Basque citizens, in order to open our public action, in a framework of increasingly more complex and changing social trials and challenges, configuring a common space in matters of open government, respectful towards the distribution of powers, the authority for self-organisation and the autonomy of each of the institutions making up OGP Euskadi.

And to be an open territory, we must build a shared model of open government, where the opportunities to know, participate and collaborate in the generation of public value by citizens is the same in any part of the Basque Country, no matter what the level of institution responsible for managing the power at hand.

This is a complex ambition which requires strong inter-institutional leadership, collaborative learning and a lasting process, which started with the joint application submitted by the Lehendakari, and has continued with co-creation of the Action Plan 2018-2020, as a first inter-institutional commitment, which has gradually materialised in its implementation and assessment, and now involves work on the plan for 2021-2024.

This entails the commitment of leadership and involvement in implementing a multi-year action plan founded on citizen priorities, which have an impact on different ways of solving social problems and needs, based on the principles of:

* **Transparency**: which consists of proceeding with respect and care when issuing announcements regarding the events, resolutions, procedures and documents of the Administration, as well as their grounds, and of enabling access to that information by any person, through the formal means established in the regulations and the informal means enabling accessibility and maximum dissemination among all sectors of the population, with the exception of the restrictions which can only be based on the protection of other rights. It also consists of the recognition that public information must be made available in order to allow its reuse for the creation of higher public value.
* **Accountability**: which is the duty of people working at the service of society (senior officials, representatives and workers in the public sector) to inform on, justify and provide public and periodical accountability for their decisions, for the use made of the assigned funds and for the results of their actions based on criteria of efficiency, effectiveness, transparency and legality.
* **Citizen participation:** which is the commitment to promote the proactive collaboration of citizens, both individually and collectively, in public affairs.
* **Public-private collaboration**: which is based on the recognition that generating public value is not the exclusive task of the public administration and that fostering the co-generation of public value among public and private stakeholders in the design, implementation and evaluation of policies and services, sharing responsibilities and risks, based on a relationship of trust, increases their effectiveness and fosters innovation in the solving of social needs and problems that are becoming more complex by the day.
* **Integrity**: which encompasses all mechanisms guaranteeing that the actions taken are focussed on three fundamental values: **public interest or the common good** (this is the essential objective of all public sector administrations and organisations, meaning that it must be nurtured and promoted, taking care not to cause it harm, prejudice or damage); **respect and opening-up** (consists of ensuring that all persons relating with the activity of the Administrations are suppliers, bidders, providers or colleagues and, especially, citizens and civic associations, as subjects with conscience –opinions, criteria, convictions– freedom and rights); **and effectiveness and good results** (means providing the goods and services corresponding to the activity of the public administrations with diligence, lifelong learning, austerity –austere management of resources, not austerity policies–, –innovation, sustainability– doing everything necessary to make peoples’ lives sustainable, leadership and confidentiality, the typical values of a good administration).

**E.2. What have we achieved so far in open government matters?**

The diagnosis carried out in 2018 and which was included in the 2018-2020 [Plan](https://www.ogp.euskadi.eus/contenidos/documentacion/doc_plan_accion/es_def/adjuntos/cocreacion_plan/plan_ogp_revisado_es.pdf), demonstrated the starting point of the Basque institutions, which can be summarised as follows:

Our institutions had already developed Open Government plans which, in 2018, manifested having made it possible to:

* **advance in transparency**. The transparency portals of the Basque Country enjoyed excellent health. They had been assessed by reference associations such as Transparency International with optimum results, heading the transparency rankings. Open Data Euskadi had 4,126 open datasets and was the first non-British open data portal when it was created in 2010. All of the Basque institutions already had applications for monitoring the government programmes and our budgets as well as public policy assessment systems (observatories with relevant quantitative and qualitative information to direct government action and provide input for open government strategies). But we needed to advance in accessibility, identifying citizens’ demands for information, the satisfaction of which would contribute to their participation in public life and opening data that would help us to improve public services and generate shared public value.
* **progress in citizen participation and public-private collaboration**, contributing to generating debate and proposals on public initiatives and policies, by means of regulations on participation and myriad calls to engage in participatory processes. However, advancing in democratic quality requires learning and innovation from the people who manage public affairs and from citizens, given that social needs and problems are increasingly more complex, requiring agreed and committed collaborative solutions. Involving people who don’t see us as being close and who don’t usually participate, advancing in a combined model where formal and informal participation coexist and complement one another, developing effective channels and tools for the co-generation of public value, formalising environments where skills prevail for collaboration, co-creation, negotiation and agreement rather than inhibition or confrontation are challenges which our institutions want to tackle.
* **digitalize the internal and external procedures of the Basque administrations,** so that all citizens can relate with the Basque administrations online, directly or through the personnel providing attention to citizens, a factor which will bring us closer while making us more agile and transparent. However, it would be interesting to progress towards an integrated and inter-institutional service serving as an approachable and accessible entrance door for all citizens.
* **progress towards a model helping to reassess the public action and standing of the institutions and of the public sector officials**. We have adopted mechanisms and instruments focussed on integrity of the institutions, which broaden the concept of public sector office and incorporate a system of control and guarantees placing priority on general interest (regulations on the behaviour of public sector officials, codes of ethics, bodies to control public sector ethics made up of internal and external stakeholders, etc.). However, our aim is to develop more complete and common systems in a continuously ongoing process... by means of mechanisms providing guarantees for citizens and risk prevention where the more that’s asked of us the better we respond.

Execution of the OGP Euskadi Plan 2018-2020 demonstrates the combined progress made in collaboration with citizens, based on a common space and a shared path to be followed, always respecting the autonomy of each administration and their capacity of self-organisation. This shared path has enabled us to advance in the following lines:

* **Organisational structure**: As we have already indicated, the good functioning of the different multi-stakeholder forums created (promotion group; regular forum; commitment groups and open forum) advise continuing with the model. This said, the participatory [assessment](https://www.ogp.euskadi.eus/contenidos/proyecto/plan_accionogp/es_def/adjuntos/Resultados_OGP_Evaluacion_Plan_Accion.pdf) carried out points towards areas of improvement that must be implemented in this second plan, such as: lending greater leadership and visibility to the promotion group; promoting greater coordination and clarity when implementing new concepts and processes in the framework of the regular forum; clarifying the roles and objectives of the commitment groups and giving them greater decision-making powers. With respect to the open forum, fostering greater representation and the participation of more diverse stakeholders, although one of the greatest obstacles identified when attracting new stakeholders is the complexity of their incorporation without having strong prior knowledge of the process (complex work processes and concepts).
* **Accountability**: We already have a Basque accountability model developed in [Commitment](https://www.ogp.euskadi.eus/ab92-contcomp/es/contenidos/proyecto/ogp_compromiso_1/es_def/index.shtml?r01IdTabs=r01-progress) 1 as a basic and advanced standard for the publication of information on how mandate commitments are met by the Basque institutions (at the autonomous, provincial and local levels), with a monitoring method which entails: monitoring reports, the publication of datasets on monitoring indicators and visualisations of achievements that are understandable for citizens. Still pending is to make progress with its generalisation and with the analysis and development of how to proceed with functions at the level of social auditing, understood as a focus and process for building accountability and transparency in the use and administration of public resources, based on the participation of citizens, who want and have the right to know what the government is doing; how it proceeds; and what effect it has on them, and also to collaborate in generating public value by making proposals and contributions.
* **Opening of public data:** We already have an analysis of citizens’ interests (citizenship, the re-user collective, university research personnel, etc.) in the opening of public data and a method for forecasting demand; with an important new volume of datasets (27) now normalised and published, which have made it possible to develop inter-institutional visualisations and services; as well as a common working model between the Basque institutions, thanks to which work can continue on open data, normalisation, and generating inter-institutional services, **developed in the framework of** [**Commitment**](https://www.ogp.euskadi.eus/ogp-compromisos/-/open-data-euskadi-y-linked-open-data/) **2.**

Also in 2020, the Open Data [Awards](https://opendata.euskadi.eus/concursos-datos-abiertos/) invited the submission of ideas and applications, by means of open bids in which the Basque Government, the provincial councils and the three capital city councils participate, with a view to promoting the re-use of open data.

* **Innovation in citizen participation**: We already have a model of innovation participation lab (iLab) for the Basque Country, developed around the analysis of other national and international experiences; with a series of bases for identifying, experimenting with and transferring the iLab innovation participation projects. We also have guidelines for transferring citizen participation innovations, which has enabled the development of 4 pilot projects with the same number of transfer products, as follows:
	+ Keys for configuring participatory budget processes, based on the analysis of different processes carried out in the Basque municipal sphere
	+ A guide for participation generating health and well-being, based on the proven hypothesis that participatory processes are capable of generating health and well-being, if configured with certain keys which have already been tried and tested by international public health organisations
	+ Analysis of the impact of citizen participation on the internal administration structure
	+ How to succeed in increasing the participation of migrants

All of this has developed in the framework of [Commitment](https://www.ogp.euskadi.eus/ogp-compromisos/-/i-lab-de-participacion-ciudadana-en-euskadi/) 3. Work must continue to introduce the iLab and the call for the submission of pilot projects which continue to provide transfer products from the innovations produced.

Also within this area, changes have been made to the way the [Elkarlan](https://www.gardena.euskadi.eus/premios-elkarlan/y09-contents/es/) Awards are attributed, going to projects which, focussed on the fields of action of health, the environment, economic development, training and social cohesion, promote the generation of shared public value in order to satisfy needs and social challenges, capable of activating processes to empower individuals and groups in their design and implementation stage, led by nonprofit organisations. Today consideration of the projects presented includes the vote of citizens, which in 2020 came to 9,240 votes for all 32 projects presented. In addition, the awards now come with a specific sum of money to support transfer of the selected projects for the purposes of promoting peer-to-peer learning and the relationship between citizen projects, in line with the transfer function defined in the conceptualisation of the iLab.

* **Open School for Citizens-Open Eskola:** We now have a proven model of open school for citizens as a place of meeting and learning in the Basque Country to foster more active citizenship in the field of public affairs and an administration more open to accountability and continuous improvement. Thus, in the framework of [Commitment](https://www.ogp.euskadi.eus/ogp-compromisos/-/open-eskola-escuela-abierta-para-la-ciudadania/) 4, a Guide for implementing an Open School for Citizens-Open Eskola has been developed, drawn up based on the mapping of experiences in other environments as well as experiments on the subject in several Basque municipalities. Its generalisation and coordination focussed on the development of shared curricular designs must be promoted.
* **Basque integrity system:** We already have a series of bases for implementing an Integrity System for the Basque Administrations which reinforces the ethical infrastructure of our institutions by promoting an integrity policy. This policy cannot stop at simply obeying the law, but must take decisive steps to achieve the construction and effectiveness of a framework of institutional integrity while introducing and developing good practices in public management, thereby improving performance of the Administration to the advantage of the services received by citizens. The following tools have been therefore developed in the framework of [**Commitment**](https://www.ogp.euskadi.eus/ogp-compromisos/-/sistema-vasco-de-integridad/)5:
	+ Comparative study of the different integrity monitoring and assessment instruments
	+ Basque system of integrity and good governance
	+ Programme to raise awareness in public sector ethics

The path lies in developing this “network system”, with no need to multiply regulations and laws, in order to promote and develop the sub-systems already implemented and foster mutual synergies and learning with a view to obtaining a culture of ethics in public sector management and governance in the Basque Country.

**E.3. What challenges or areas of opportunity do we seek to meet in open government matters?**

In the previous section we identified areas of open government progress achieved in relation to the commitments of the former Action Plan. However, the new Action Plan 2021-2024 endeavours to open new lines of action based on the [priorities](https://www.ogp.euskadi.eus/contenidos/noticia/ogp_2020_07_13_nuevoplan/es_def/adjuntos/Resultados_foro_abierto_nuevo_plan.xlsx) expressed by citizens on the open form issued in the month of July 2020 to invite their participation in co-designing the plan. These are summarised below, from highest to lowest, according to the percentage of people who gave priority to them:

1. 45.71% gave priority to lines of action related with area 1. *Consequences of Covid-19 with respect to social / economic / educational / social inclusion aspects*, and proposed actions, among others, for analysing the impact of and recovery from Covid-19 as well as the providing of support to vulnerable collectives in pandemic situations
2. 35.24% gave priority to lines of action related to area 5. *Transparency and accountability of the administrations in their actions and decision-making procedures,* proposing actions, among others, related to introducing new ways of analysing reality for the design of public policies
3. 34.29% gave priority to lines of action related to area *10. Civic spaces and citizen empowerment*,and proposed actions, among others, to generate processes and platforms articulated with people, analysing the obstacles that hinder citizen involvement and finding practical means to overcome these
4. 32.38% gave priority to lines of action related to area *2. Gender equality, work-life balance, pay gap, etc.*, and proposed actions, among others, connected to the promotion of networks to support, empower and coordinate professionals
5. 30.48% gave priority to lines of action related to area *15. Circular economy and sustainability* and proposed actions, among others, linked to the transition to new economic relationships and a social and economic model at the service of people and the planet
6. 28.57% gave priority to lines of action related to area *6. Right of access to public information*
7. 27.62%gave priority to lines of action related to area *11. Creating community, networking, etc.*
8. 25.71%gave priority to lines of action related to area *12. Education: involvement of the education community, etc.* and proposed actions, among others, linked to the promotion of an observatory on inequality and segregation in the education system
9. 24.76% gave priority to lines of action related to area *13. Health: health awareness and data*
10. 23.81%gave priority to lines of action related to area *14. Energy: governance, participation in energy policies...*
11. 21.90% gave priority to lines of action related to area *7. Generation gap, participation of young people, etc.*, and proposed actions, among others, on active ageing, ageism and platforms for intergenerational exchange
12. 20.95% gave priority to lines of action related to area 16. *Participatory budgeting*, etc.
13. 16.19% gave priority to lines of action related to area 9. *Information security in social media, privacy, etc.,* and proposed actions, among others, on digital rights
14. 9.52% gave priority to lines of action related to area 4. *Historical memory, participation in memory policies*
15. In other areas contributions were made related to management of the landscape, the generation of an administrative framework for the development of cohousing, the management of culture, public security, nature and citizen science, biodiversity, the environment, etc.

Following analysis of their viability, scope and potential impact, of institutional availability for their leadership, their transfer capacity and their connection with public policies involving different institutional levels and public sector stakeholders and citizens, these priorities resulted in 5 potential lines of action. Said actions were submitted for consideration by the Regular Forum, the multi-stakeholder forum made up in the main by members of civil society and the Basque public administrations. Having identified the institutional leadership for each one, work proceeded to specify the lines of action and establish their scope, expected products and the milestones in their execution in participatory groups with the vision of citizens, experts and the institutions. This co-design for each commitment was once again studied in the Regular Forum (<https://www.ogp.euskadi.eus/contenidos/noticia/ogp_2020_07_13_nuevoplan/es_def/adjuntos/01_03_2021_Acta_ForoRegular.pdf>) and later in the Open Forum held in the month of July 2021.

The 5 lines identified are as follows:

1.- **Observatory on COVID-19 data in the city and adaptation of services to citizens’ needs.** The pandemic and its consequences have radically changed the reality of the population, bringing the compulsory need for an adapted agenda of priorities by the institutions and their government plans. The project seeks, in the first place, to define a series of wide-reaching indicators enabling us to know and monitor the situation and its evolution in populations and citizens (economic and social activity, situations of frailty, situation of specific groups, etc.) while also enabling us to verify the extent to which the different measures taken in several areas are relieving the situation. It also looks at the need for the institutions to reflect on and take a new approach towards their agenda of priorities, and to adapt services to the new situation: defining the essential services that must be guaranteed in all cases, providing them with reinforcement and giving them priority over other actions previously anticipated in the Government plans, taking a new approach to citizen attention and to institution-citizen relations, a new paradigm of providing services, etc. The challenge consists of knowing what is truly going on, of adapting our services to the current reality, and of learning from the experience and changes of paradigm to reflect on and address the matter.

This line of action provides an answer to area 1, placed at the top of the list by 45.71% of those who responded to the open form.

2**.- Transparency and accountability (social auditing, budgetary transparency...)** One of the most common complaints made by citizens is the difficulty of understanding how the public budget is managed, a lack of understanding which often leads to questioning of its management. This effect is exacerbated in situations of crisis such as those we are currently experiencing (financial crisis, COVID-19 crisis, etc.), thereby increasing the lack of trust and distance between citizens and public sector institutions. The Basque public sector institutions publish their budget and render account for their financial year in keeping with legal and well-established standards which are, however, incomprehensible for the majority of citizens. Furthermore, the Basque institutional structure, which has several layers of Public Sector Administration with shared and delegated powers, makes it even more difficult for citizens to understand how the public sources are managed, sources which they fund with their taxes and which directly affect them. The challenge lies in creating a budget transparency and accountability tool enabling citizens to understand the public budgets and therefore adequately evaluate public management and participate in the most active public policies. That is the focus of our social auditing.

This line of action provides a response to area 5, listed as a second priority by 35.24% of the people who responded to the open form.

3**.- Development of Open Eskola content (Education in integrity, citizen empowerment, digital divide and active citizenship, etc.)** One way of responding to the different demands received through the participatory process developed with citizens, intended to identify the work commitments we must carry out in coming years, may be to use and optimise a space like the OPEN ESKOLA. Through this open school, we can work on many of the new challenges to have emerged as a result of today’s global pandemic. The OPEN ESKOLA gives the institutions the opportunity of direct interaction with citizens and of trying to provide them with whatever they need in order to

• overcome digital inequalities (digital divide, literacy gap);

• work on citizen empowerment;

• provide a space in which to raise awareness and educate citizens in public sector ethics;

• make us part of an active, open community, willing to co-participate and assume the co-responsibility required by the collaborative governance model. It must be an inclusive model, which guarantees the presence and participation of all citizens; it must also be a model applicable to any of the Basque municipalities and institutions. The challenge consists of offering, within the OPEN ESKOLA, tools, mechanisms and models for educating a more qualified, trained and upright citizenship sufficiently equipped to enable citizen participation to become a part of public governance.

This line of action responds to area 10, listed in third place by 34.29% of those who responded to the open form.

4**.- Development of a tool for collecting popular Legislative/Regulatory/Policy-making Initiatives that can be used by all of the Basque institutions (Basque Parliament, General Assemblies, or the autonomous, provincial and local executives)** Although the process to be followed in order to promote a Popular Legislative, Regulatory or Policy-making Initiative is exhaustively described in the corresponding regulation, only a very few suggestions have been registered, given the generalised lack of knowledge among citizens and the difficulty of collecting the necessary adherents required by each procedure, in a certified and secure manner. Many of the initiatives submitted fall by the wayside due to expiry of the deadline for mustering adherence, and those which do go ahead come from anonymous groups of citizens, a factor which partly detracts from the purpose of the citizens’ initiatives. Similarly, the task of certifying the validity of the adherents is complicated and requires, for its simplification, interoperability between the administrations. The question is to develop a tool which can be used by the citizens’ groups promoting any Legislative/Regulatory or Policy-Making Initiative for the Basque Country, making it possible to:

• Publicise and lend transparency to the process (publication of the documentation associated to the process on the website: composition of the promotion committee; start date of the regulation proposal; articulated text; sources of support or funding where required; resolution on whether or not the initiative is accepted for processing; possible appeals and resolutions; communication for starting to collect adherents; no. of adherents collected; notaries responsible for certifying the adherents; certification of valid adherents; communication of the start of processing by means of links to the Parliament or General Assembly website, etc.).

• Secure, verifiable, non-renounceable and auditable electronic collection of adherents (not used for different purposes, protected against unauthorised destruction, alteration or dissemination).

• Verify the adherents and certify them using existing systems of interoperability (ID document, municipal census, etc.) hosted on the Basque Government platform, accessible from any Basque administration, and offered as free software with technical support to enable external installation by the citizen promotors so desiring.

This line of action responds to area 10, listed in third place by 34.29% of those who responded to the open form.

**5.- Online and onsite/remote pilot offices offering information, guidance, mediation and support to the life projects of senior citizens designed based on open government parameters**. The Basque Country is on its way to becoming an ageing society. The project aims to provide people over the age of 65 years, or who are due to retire, with personalised information, guidance and mediation on a variety of questions related to their life projects from the time they retire until the end of their life, to ensure that they can live to the full and enjoy social participation. The intention is therefore to enable them to make personal, informed and conscious decisions on the way they want to live the different stages of this very long phase of their life cycle. And to do it the idea is to offer resources adapted to the profile, expectations and values... of the new generations, providing them with specialised, personalised and integral care in keeping with the Voluntary European Quality Framework for Social Services (social services of general interest: personal, health, educational, social services, etc.). Here the question is to apply open government principles within a specific policy. In other words, to design and set up 3 offices providing attention to the collective (onsite/remote), together with an online attention service, having first of all defined with the community and through a process of participation and co-design, the necessary agreements and priority areas for integral attention and, therefore, distinguished from the specific resources of each system (health, social services, lifelong learning, etc.) yet remaining connected to them

This line of action responds to area 7, listed in 11th place by 21.90% of those who responded to the open form.

**E.4. What open government objectives do we want to achieve in the medium term?**

The 5 commitments making up the 2021-2024 Plan correspond to the following open government objectives to be achieved in the medium term:

1. To establish accurate, objective and measurable mechanisms on the impact generated by COVID-19 in the city and to identify and adapt the municipal services to this new situation (during and after the pandemic), modelling them to respond more effectively in new emergency situations from a philosophy of transparency and accountability.
2. To empower citizens by providing them with an accessible tool to help them understand the use made of the public budget and, as a result, to adequately assess public management and more actively participate in public policies.
3. To generate the necessary knowledge and skills for citizen participation to become a fully fledged reality of the new PUBLIC GOVERNANCE model, where public service officials and citizens can effectively collaborate in generating public value.
4. To empower citizens by means of an accessible platform enabling them to propose regulations at any level of institution in response to the needs felt by the different social groups, and in so doing to more effectively guide the reglementary authority held by the different policy-makers or the executive.
5. To provide a response for senior citizens based on an open model of online attention and onsite/remote offices allowing them to proceed with their life projects, according to their expectations, values, interests... at both individual, family and collective level, activating projects and initiatives for developing their skills and talent in the interests of the common good (volunteering, self-managed or intergenerational projects, etc.) and with an impact on the community in which the offices are set up.

**E.5. How does the action plan help to achieve the Open Government Strategic Vision?**

This action plan contributes to the Basque open government strategic vision by developing common tools, models and guidelines for all of the Basque administrations, no matter what their level (autonomous, provincial or local) or size, in order to promote the transparency and accountability of public activity, the empowerment of citizens and their participation in public life, public-private collaboration, and institutional integrity, all of which contributes to increasing the value of public action as well as the standing of the institutions and of their public officials.

**E.6. How does the open government strategic vision contribute to achieving the general objectives of the current administration policy?**

The government programme of the XII Legislature includes 3 major principles of action:

* **Guaranteeing health.** Going deeper into the change of paradigm started more than a decade ago, combining the healthcare and social aspects, and including the health perspective in all policies.
* **Reactivating the economy and employment.** The COVID-19 pandemic has been strongly reflected in the Basque economy and employment and their levels prior to the phenomenon must be recovered. However, they must be adapted to the new challenges and needs. As shared objectives, the government programme establishes sustaining employment and working to end precarious and temporary employment from the gender perspective, together with economic reactivation, in order to get us back onto the path of growth and once again bring our unemployment figures down to below 10%.
* **Leaving no-one behind**. Situations of poverty, exclusion and risk have increased with the economic crisis stemming from the impact of COVID-19, while the available public resources are falling. The complexity of the situation calls for the public institutions to make an effort to leave no-one behind and to maintain a cohesive society, understanding this effort to be a Country’s best investment.

Likewise, the Provincial Councils’ government programme and the mandate plans of the Bilbao, Vitoria-Gasteiz and Donostia-San Sebastián City Councils, are in line with these principles of action, highlighting as the main lines of their activity: employment and economic activity; people and equal opportunities; mobility and sustainability; and the achieving of modern and responsible administrations.

All of the Basque levels of administration are well aware that these objectives can only be achieved with more and better self-government and with **transparent and responsible public management. They therefore undertake to:**

* Move forward in achieving a more approachable, simple and efficient administration, which prevents duplications
* Promote a more open and transparent administration, which renders accounts in real time, with initiatives such as:
	+ Promoting the law on transparency and citizen participation, consolidating the steps taken by the Provincial Councils, in the interests of guaranteeing transparency of the administration to citizens, of encouraging citizens to participate in public affairs, and of enabling real-time accountability for the actions and initiatives developed in the fulfilment of government programmes.
	+ Promoting the strategy of open government and international recognition. Collaboration with the international organisation, Open Government Partnership (OGP), in order to develop and evaluate mechanisms for fostering more open governments. Responsible and sensitive towards citizens.
	+ Increasing participation, actively listen to the opinions of citizens and redesign the indicator system in a permanent real-time process of informing on and evaluating public management.
* Promote a renewed and digital administration, with consolidated and qualified human resources.
* Responsibly manage public resources.
1. COLLABORATION AND COORDINATION IN THE LOCAL OPEN GOVERNMENT STRATEGIC VISION AND OGP ACTION PLAN

**F.1. Which institutions are responsible for implementing the OGP Euskadi Action Plan?**

Basque Government

Álava Provincial Council

Bizkaia Provincial Council

Gipuzkoa Provincial Council

Vitoria-Gasteiz City Council

Bilbao City Council

Donostia-San Sebastián City Council

Innobasque-Basque Innovation Agency

**F.2. What institutional agreements exist for coordination between government institutions and ministries for the purposes of implementing the OGP Euskadi action plan?**

The [letter](https://www.ogp.euskadi.eus/contenidos/informacion/ogp_eus_eleccion/es_def/adjuntos/CARTA%20CANDIDATURA%20Lehendakari%20eus_en.pdf) sent by the Basque President, the Lehendakari, in 2018 for the Basque candidature to the OGP refers to the interinstitutional undertaking of the 7 Basque administrations and of Innobasque-Basque Innovation Agency, which has materialised in the collaborative work of the promotion group leading the way in drawing up, executing and evaluating the plans.

An analysis is being made of the possibility of signing a collaboration agreement to specify the contributions of the parties, although until now actions have been taken on the basis of consensus and commonly accepted distributions.

**F.3. What type of spaces have been used or created to promote collaboration between the government and civil society for co-creation and implementation of the action plan?**

As already mentioned, to co-design and execute this plan the same system will be used as for the 2018-2020 Plan, which was deemed to be excellent both in the functions assigned and in the extent of its execution, i.e.:

* **the Promotion Group,** promoter of OGP Euskadi, is responsible for establishing the dissemination and communication plan, the organisational structure, the process of drawing up the action plan, the means for implementing the action plan, the self-assessment of its results... It is made up of the 7 Basque administrations (Basque Government, Provincial Councils of Álava, Bizkaia and Gipuzkoa, City Councils of Vitoria, Bilbao and Donostia-San Sebastián) and the public-private partnership, Innobasque-Basque Innovation Agency.
* **the Regular Forum**, as the deliberation and proposal body, monitors implementation of the plan, deliberates on self-assessment and makes proposals for correction and improvement. The Regular Forum has a technical secretariat consisting of an institutional technical manager appointed by the promotion group for the purposes of the OGP and the head of the Innobasque project – a civic member promoter of the application – who act as a links and interlocutors between the members of the Regular Forum, as secretariat of the work sessions and as coordinators of the technical work and document management. The Regular Forum is made up of 11 members of organised and unorganised civil society and 7 members of the Basque administrations.
* **the Open Forum**, as a remote and onsite body for consultation, verification and proposal, invited to deliberation events and convened to draw up, monitor and assess the plan, through the purpose-built OGP Euskadi website platform and other contact channels enabling very broad dissemination of the consultation.
* the **Commitment Groups**, as open work groups generated to implement each of the commitments, which are accountable for their activity and enable, by means of public-private collaboration, development and deployment of the commitment milestones. They are made up of organised and unorganised civic society, people with an expert vision unable to take action during execution of the commitment as providers of services and representatives of the different institutional levels. The question is to bring the visions of citizens, experts and the administration into line with a vision of common public policy.

We have also used virtual spaces such as the OGP Euskadi website

* + <https://www.ogp.euskadi.eus/novedad/-/noticia/2020/nuevo-plan-2021-2023-de-ogp-euskadi/>
	+ [Invitation to participate in engagement 1](https://www.ogp.euskadi.eus/novedad/-/noticia/2021/invitacion-a-participar-en-el-compromiso-1-del-nuevo-plan-2021-2024-de-ogp-euskadi/)
	+ [Invitation to participate in engagement 2](https://www.ogp.euskadi.eus/novedad/-/noticia/2021/invitacion-a-participar-en-el-compromiso-2-del-nuevo-plan-2021-2024-de-ogpeuskadi/)
	+ [Invitation](https://www.ogp.euskadi.eus/novedad/-/noticia/2021/invitacion-a-participar-en-el-compromiso-3-del-nuevo-plan-2021-2024-de-ogp-euskadi/) to participate in engagement 3
	+ [Invitation](https://www.ogp.euskadi.eus/novedad/-/noticia/2021/invitacion-a-participar-en-el-compromiso-4-plan-2021-2024-ogp-euskadi/) to participate in engagement 4
	+ [Invitation](https://www.ogp.euskadi.eus/novedad/-/noticia/2021/invitacion-a-participar-en-el-compromiso-5-del-nuevo-plan-2021-2024-de-ogp-euskadi/) to participate in engagement 5
* The Irekia platform, embryo of Open Government development in the Basque Country, which is materialised in a tool, a good governance practice towards transparency, participation and collaboration. We like to call it an open window to citizen participation.
	+ <https://www.irekia.euskadi.eus/es/debates/1276-ogp-euskadi-creacion-del-plan-accion-2021-2023?stage=presentation>
* The websites of the 7 Basque administrations belonging to the promotion group and the social networks of the civic bodies participating in the regular forum

**F.4. What measures were taken to guarantee the diversity of the people participating in these spaces?**

To ensure that we were as open as possible, the initiative was published widely through the platforms for interaction with citizens of the different institutions, the OGP Euskadi [web](https://www.ogp.euskadi.eus/inicio/)site and through the invitation issued to civic organisations representing different interests. We used the databases of the participating organisations. These are summarised below:

* 969 participants in drawing up the White Paper on Democracy and Citizen Participation for the Basque Country promoted by the Basque Government
* 124 participating organisations in the Basque Government’s Elkarlan Awards going to projects on the co-generation of public value
* 167 organisations belonging to or partnered with Innobasque-Basque Innovation Agency
* 16 members of the third sector network, Euskadi Sareen Sarea
* 64 youth associations
* 1399 bodies entered in the Bilbao City Council register of participation bodies
* 56 organisations belonging to the Euskadi Youth Council
* 92 organisations which collaborate with Gipuzkoa Provincial Council
* 267 organisations which collaborate with San Sebastián City Council
* 2881 organisations which collaborate with Bizkaia Provincial Council

**F.5. Who participated in these spaces?**

The open form initiative inviting proposals received the participation of 175 people. Of those who identified their profile:

* 41% were citizens acting on their own behalf
* 27% were experts in open government or in the content of the initiative they proposed
* 23% were civic or citizens’ associations
* 7% were people belonging to a public administration
* 2% were companies

The phase to specify and establish the scope, the milestones of their implementation, etc. saw the participation of groups with members representing the vision of citizens, experts and the institutions. While the specific identification of each one figures on the sheet corresponding to each commitment, according to their profile, we can say that participation was as follows:

* In commitment 1
	+ Participants in the co-design stage were the Donostia-San Sebastián City Council departments acting in collaboration with citizens, specifically: Social Action, Basque Language, Cemeteries, Education and Social Promotion, Donostia Kultura, Donostia Kirola, Musika eta Dantza Eskola, Etxegintza, Sociedad de Fomento, Public Health, Environment, Donostia Turismo, Office of Citizen Services and the Lagunkoia programme.
	+ Those with an expert, citizen and citizen profile will participate in reviewing the definition, in the participatory development and in the monitoring and assessment by means of the commitment group created in the initial phase.
* In commitment 2
	+ 6 people from the provincial and local institutions as well as 2 people from citizens’ bodies participated in the co-design phase.
	+ Those with an expert, citizen and citizen profile will participate in reviewing the definition, in the participatory development and in the monitoring and assessment by means of the commitment group created in the initial phase.
* In commitment 3
	+ Those with an expert, citizen and citizen profile will participate in reviewing the definition, in the participatory development and in the monitoring and assessment by means of the commitment group created in the initial phase.
* In commitment 4.
	+ Participants in the co-design phase were
		- 12 people belonging to civic or not-for-profit associations, or citizens with an expert profile
		- 9 people belonging to the three institutional levels: Basque Government, provincial council and city council
	+ Those with an expert, citizen and citizen profile will participate in reviewing the definition, in the participatory development and in the monitoring and assessment by means of the commitment group created in the initial phase, whose fundamental core is made up of these 9 people.
* In commitment 5
	+ 9 people belonging to 8 civic bodies or senior citizens’ associations in the Basque Country participated in the co-design phase and will participate in the participatory development, monitoring and assessment. These people formally make up, together with the Basque Government’s Office of Social Services, the “Euskadiko Adinekoen Batzordea” (committee with the objective to guide, design, plan and/or assess policies focussed on senior citizens in the Basque Government area of competence and to promote initiatives carried out jointly or in collaboration with citizens) and which contribute both a citizen and an expert point of view.
	+ 1 person with an expert profile in the field of public innovation, and 6 people belonging to the 3 Provincial Councils (Álava, Gipuzkoa and Bizkaia), to the EUDEL association of Basque municipalities, to Bilbao City Council and to the Basque Government, with authority in the field of ageing, will participate in reviewing and enriching the aspects defined.

The Regular Forum had the participation of:

* 10 civic bodies or citizen members
* 7 Basque institutions (Basque Government, 3 Provincial Councils and the 3 Capital City Councils)

The Open Forum held in July 2021 was attended by 33 people in person (61% from organized and unorganized citizens and 39% from the autonomous, provincial and local administrations of the Basque Country), 51 people through the online session and 167 through the Irekia platform.

Its content can be accessed through this video <https://www.irekia.euskadi.eus/es/news/70705-foro-abierto-cierra-proceso-codiseno-del-plan-2021-2024-ogp-euskadi>

**F.6. How many groups participated in these spaces?**

This is difficult to quantify. If we disregard the open form phase, and only count the Promotion Group, the Regular Forum, the participatory groups per commitment, and the Open Forum as one, there would be 10 groups.

**F.7. How many meetings were carried out as part of the co-creation process?**

The Open Forum meetings to launch the form, on 22 and 23 July 2020, which gave rise to the 175 completed proposal forms, and on 12 July 2021, to review the strategic vision and commitments of the OGP Euskadi 2021-2024 Plan.

2 promotion group meetings (16 February 2021 and 23 June 2021)

2 Regular Forum meetings (1 March 2021 and 30 June 2021)

5 meetings of the participatory group corresponding to commitment 1 (9/02/2021, 23/02/2021, 9/03/2021, 23/03/2021 and 7/06/2021)

1 meeting of the participatory group corresponding to commitment 2 (9 July 2021)

1 meeting of the participatory group corresponding to commitment 4 (17 June 2021)

1 meeting of the participatory group corresponding to commitment 5 (19 May 2021)

In total: 14 meetings.

**F.8. During implementation of the action plan, how will the governmental and non-governmental stakeholders continue to collaborate?**

As we have already described, by means of our organisational structure: promotion group, Regular Forum, Commitment Groups and Open Forum, as well as the OGP Euskadi platform <https://www.ogp.euskadi.eus/inicio/>

1. MONITORING AND ASSESSMENT OF THE OGP ACTION PLAN

**G.1. Which independent assessment body will monitor the plan?**

University of the Basque Country, FACULTY OF SOCIAL SCIENCES AND COMMUNICATION, Department of Political Science and of the Administration.

Manager: Jaione Mondragón

[https://www.ehu.eus/documents/1569916/4114190/CURRICULUM+JAIONE+MONDRAGON.pdf/c38fd5e6-d86f-4ff1-bdf7-2d85a39138d1?t=1434449769000](https://www.ehu.eus/documents/1569916/4114190/CURRICULUM%2BJAIONE%2BMONDRAGON.pdf/c38fd5e6-d86f-4ff1-bdf7-2d85a39138d1?t=1434449769000)

**G.2. What type of activities have been carried out for the purposes of debating on the progress made with implementation of the commitments with the stakeholders?**

The members of the Regular Forum receive the documentation prior to the meetings, so that the proposals can be addressed separately by the interest groups (civil society/administrations), and to present the proposals already discussed by the Forum.

All of the information related to the milestones of each commitment is published on the OGP Euskadi website, providing evidence of the progress made in the shape of documents, photographs, videos, draft minutes and agendas.

The idea of the open forum dynamics is to function in small groups with co-creative and participatory techniques. However, this completely depends on the COVID-19 safety measures, which has limited the number of onsite sessions, and has therefore made it necessary to limit the number of attendees.

To monitor the commitments during their implementation, a protocol will be drawn up in collaboration with the independent assessment body, on the following basis:

* The information gathering operations will be carried out in a participatory manner, endeavouring to collect the appraisals of the members of the different groups: promotion group, regular forum, commitment groups and open forums.
* Consideration will also be given to the evidence published on the OGP Euskadi website, documents, meetings convened and their minutes, photographs, videos, news, proposals inviting open participation, events organised, etc.
* The assessment body can participate in any work sessions and organised events deemed necessary, both in order to study and appraise the work dynamics generated, and to communicate irregularities detected and provide guidelines for improving the processes.
* The guidance and monitoring will basically take the shape of a summative assessment, with respect to the quantification and collection of objective indicators. However, fundamentally it will be a formative assessment, i.e. focussed on continuous improvement.

**G.3. What mechanisms exist to consult the advances made by the implementing institutions?**

The coordination and monitoring meetings of the Promotion Group, the Regular Forum, the Commitment Groups and the Open Forums.

The repository of information on the milestones of each commitment on the OGP Euskadi website.

**G.4. How will the results of the assessment be shared with civil society?**

In these same forums and on the OGP Euskadi platform <https://www.ogp.euskadi.eus/inicio/>.

1. Backing of non-governmental stakeholders

Civil society members present in the Regular Forum:

Ana Molina. President of the Mestiza Association.

Mª Aranzazu Otaolea Velado. Member of Bilbao’s Women’s Council.

Eneko Agirre Illarramendi. Founder of the Osoigo platform.

Mikel Barturen Nuño. Coordinator of Sareen Sarea, the third sector platform of the Basque Country.

Maialen Olabe Aguirre. President of the Euskadi Youth Council

Antxon Gallego Solaetxe. Citizen expert in open government.

Joseba Terreros Luengas. President of the Álava Association of councils (ACOA).

Arantza Cuesta Ezeiza. Director of Eusko Ikaskuntza

Elsa Fuente do Rosario. Director of Unicef Euskadi

Gotzon Bernaola Ariño. Director of Public Innovation at Innobasque