



Final Learning Exercise Summary Report

Bogotá, Colombia – Action Plan 2020-2023

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Introduction:

On July 25, 2019, Claudia López Hernández registered her candidacy for the Mayor's Office of Bogotá, incorporating among her proposals the commitment to make an Open Government model a reality for the city. With the approval of the 2020–2024 District Development Plan, “A New Social and Environmental Contract for the Bogotá of the 21st Century”, this pledge was transformed into a government mandate, enshrined in Purpose 5: “Building Bogotá-Region with open government, transparency, and a conscious citizenry.”

Its implementation was carried out through Program 51 on Open Government, to which 33 sectoral goals were assigned, giving rise to the first District Open Government Action Plan (PAGAB).

The District Development Plan set out three strategic priorities: caring for people, with emphasis on women; protecting the environment and its ecosystems; and strengthening democracy and the management of public resources.

Within this framework, an Open Government Model for Bogotá was designed, supported by four value propositions: (i) guaranteeing citizens' right to know how public resources are managed through open data, accountability, and transparency in planning, procurement, and budgeting; (ii) honoring citizens' democratic decisions by promoting deliberation and mechanisms of influence; (iii) fostering collective intelligence and collaborative innovation in solving public problems; and (iv) offering a more accessible, inclusive, and technology-driven institutional experience, centered on people and the generation of public value.



More than norms or guidelines, Bogotá chose to advance strategies and implementation methodologies based on design thinking, collective intelligence, and experimentation, aimed at the joint construction of solutions with citizens. The incorporation of the open government approach into instruments such as the Land Use Plan, the Development Plan, and various district public policies reflects an institutional shift in the way information, technology, and innovation are conceived as public goods.

This document constitutes the Final Learning Report of Bogotá's first Open Government Action Plan under OGP Local, with the purpose of reflecting comprehensively on the achievements, challenges, and lessons derived from the implementation of the city's five commitments to the Open Government Partnership during the 2020–2023 period. This exercise seeks to capture both successes and areas for improvement, from the co-creation phase through to final implementation, and to identify concrete recommendations to guide the strengthening of future open government plans and strategies.

The lessons presented here draw upon the research carried out in the initial evaluation and end-of-commitment assessments, as well as the contributions of stakeholders who participated in this cycle. In addition to presenting the results achieved, the report compiles collective learnings and formulates next steps, with the aim of consolidating Bogotá as a national and international benchmark in open government, citizen participation, and democratic innovation.

The independent monitoring of Bogotá's First Open Government Action Plan was entrusted to *Gobierna Bien*, a private-sector organization selected by the Mayor's Office of Bogotá, through its General Secretariat, to fulfill the role of Independent Monitoring Body. The choice of this organization was based on its extensive experience in strengthening governments and public institutions, as well as in the design and execution of projects focused on transparency, democratic innovation, open data, public innovation, and smart government. In addition to its expertise in public policy consulting, technological solutions, training, environmental management, and science, technology, and innovation (STI) projects, *Gobierna Bien* has developed methodologies for advisory processes and innovative platforms for Smart Cities, artificial intelligence, document management systems, and citizen participation, making it highly relevant to perform this evaluation and oversight role.

In its capacity as Independent Monitoring Body, *Gobierna Bien* not only ensured a rigorous process of observation, technical verification, and compliance with the timelines established for Bogotá's First Action Plan, but also added value through the formulation of recommendations, proposals, and active feedback during the implementation of the plan.

This report has been prepared on the basis of information consolidated in the Bogotá Open Government Action Plan Monitor, a tool designed by the General Secretariat of the Mayor's Office, which structured a monitoring and measurement framework for commitments. The monitor compiled quarterly programming and progress reports between 2020 and 2023



from the responsible district entities, serving as the main source of evidence for this assessment. In this way, the report is presented to the Open Government Partnership (OGP) as an input for its final evaluation processes, with the purpose of assessing the performance of Bogotá's local government in implementing reforms and public policies that strengthen and deepen the principles of open government.

Section I. Local context

The Bogotá Open Government (GAB) initiative was built as an institutional and cultural transformation effort to strengthen the relationship between the State and citizens through transparency, participation, collaboration, and services. This approach was framed within the 2020–2024 District Development Plan “A New Social and Environmental Contract for the Bogotá of the 21st Century” and was institutionalized through District Directive 005 of 2020, which defined roles and an inter-institutional governance scheme led by the General Secretariat, with the participation of the Planning Secretariat, Government Secretariat, and IDPAC, among other entities.

Parallel to the OGP Local Plan, Bogotá formulated the General Open Government Action Plan of Bogotá (PAGAB), which consolidated 76 commitments (the six from OGP Local and 47 additional commitments from various entities), thereby expanding the scope and sectoral coordination of the model. This architecture enabled the OGP action plan to be implemented within an ecosystem of complementary initiatives, supported by inter-institutional monitoring and coordination.

As a performance framework, Bogotá implemented the GAB Index, measuring maturity across 90 indicators in 47 entities. The 2022 IGAB reached 66/100, evidencing progress in data governance, direct democracy, collaboration, and citizen innovation. As of November 2023, the First GAB Action Plan under OGP reported a 99% progress rate, consistent with the final consolidated figure of 98% for the five commitments (the difference corresponds to timing and closure adjustments).

Section 2. Action Plan Co-creation Process

2.1 Review of the co-creation process

The co-creation process combined large-scale idea collection, data analytics, and deliberation. Through Bogotá Abierta, more than 900 citizen ideas were received and used as inputs to define the commitments. Subsequently, 18 co-creation workshops were held with 235 participants from academia, civil society, the private sector, and citizens; along with analytics exercises such as DataGAB, which brought together experts and citizens to produce recommendations for each commitment.

A noteworthy practice was the methodological sequence: DataGAB (a strategic vision based on data), the “GABilletera” Prioritization Fair with 646 participants to select five key ideas per



commitment, and workshops/focus groups for final re-formulation with more than 200 participants from 30 organizations. This workflow generated traceable inputs from the citizen idea stage to the final design of each commitment.

In terms of governance, the General Secretariat led the process, coordinating the lead entities for each commitment and aligning it with PAGAB. Institutionalization through Directive 005/2020 facilitated compliance with OGP Local’s minimum requirements (participation, transparency, and accountability), while also enabling recommended practices such as open data analysis, technical documentation, and multi-stakeholder coordination.

Among the main challenges, the pandemic context hindered in-person activities and required hybrid methodologies; in addition, connectivity gaps affected peripheral localities.

Nevertheless, the transition to digital environments sustained deliberation and monitoring.

2.2 Co-creation process recommendations

- Institutionalize co-creation as a mandatory phase with clear guidelines, a defined schedule, and a guaranteed budget in each entity, to sustain hybrid participation (in-person/digital) and reduce vulnerability to shocks such as pandemics.
- Unify and open data across the entire cycle (ideas, prioritization, decisions, implementation, and results), linking platforms (e.g., data repositories, traceability of inputs and outputs).
- Standardize the measurement of influence (what changed due to participation), incorporating indicators of social oversight and enforceability into each commitment.
- Ensure inclusion and a differential approach, combining digital literacy and logistical support for women, peripheral populations, and vulnerable groups.
- Maintain learning cycles (lessons learned and redesign) at the close of each milestone, with feedback from citizen spaces and the publication of improvements.

Section 3. Action Plan Commitments

3.1 Commitments implementation review

General Balance. The five commitments achieved 98% implementation during 2020– 2023. The institutional progress report indicated 99% as of November 2023, a difference explained by closing adjustments and reporting cutoffs.

Public Space with Collective Intelligence (Habitat). Designed for 20 territories with three phases (“Know and Be Known,” “Co-create and Design,” “Learn and Appropriate”), the commitment reached substantial implementation with approximately 93% progress on



re-appropriation targets, strengthening diagnostics, actor characterization, and participatory methodologies. Critical factors included the pandemic, social mobilizations, resource constraints, and incipient inter-institutional coordination with the District Care System. Nonetheless, it left a methodological legacy and opened spaces for oversight and social control.

Bogotá 50/50 – Gender Parity Roadmap (Women). Within a robust institutional framework, progress was made in political clinics (more than 4,000 women trained), women’s caucuses in Local Administrative Boards (JAL), the District Multiparty Gender Roundtable, and promotion of parity in participation bodies. Compliance was substantial, though challenges remained in gender-sensitive participatory budgeting and its formal regulatory adoption. The process enhanced transparency, generated new participation opportunities, and strengthened social oversight capacities.

Information and Participation for Road Safety (Mobility). Reported weighted progress above 98% with substantial compliance. Achievements included local information sessions, public hearings, Local Mobility Commissions (LMC), and training modules on road safety, inclusive mobility, and sustainable mobility. It improved real-time transparency and expanded opportunities for influence; challenges persisted in the comprehensive systematization of citizen perceptions and integration into platforms.

Territories of Innovation and Participation in Health – TIPS (Health). Achieved 97% progress with accomplishments in the TIPS digital environment, the Participación al Día community newspaper, and co-creation of more than 100 initiatives with a differential approach. It strengthened social oversight (Copacos, citizen watchdogs) and trust between citizens and institutions. Pending issues included full systematization of projects and georeferenced integration.

TIC for Security and Coexistence (Security). Advancements in designing a mobile application and enabling digital channels for citizen interaction; however, it did not achieve full operational deployment, leaving the problem only partially addressed. It provided capacities, technical inputs, and lessons for future security innovation projects (usability, interoperability, and application security) and highlighted the need for broader, sustained co-creation.

Overall, the OGP Local Plan reinforced the legitimacy of the GAB model, consolidated open data and meaningful participation practices, and contributed to the maturity of the GAB Index and to Bogotá’s international positioning.

3.2 Commitments recommendations

- Scale up TIPS with full institutionalization. Maintain TIPS in the next plan, ensuring sustainability of the digital environment, territorial coverage, and digital literacy;



strengthen impact measurement and open health data analytics.

- Consolidate Bogotá 50/50 with enforceable instruments. Formalize gender sensitive participatory budgeting guidelines, ensure continuity of the Political Clinic and women's caucuses in JAL, and establish parity targets with public monitoring.
- Integrate mobility data with citizen perceptions. Build an integrated open data system on mobility that systematically incorporates citizen perceptions and decision-making traceability to strengthen prioritization and social oversight.
- Relaunch "Public Space with Collective Intelligence" with secured funding. Scale up the pilot experience using hybrid methodologies, coordination with the District Care System, and oversight mechanisms from the outset; allocate multi-annual budget for works and ensure community sustainability.
- Complete and deploy the Security and Coexistence App. Guarantee resources, technological architecture, interoperability, and co-design with communities; integrate it with open data and reporting/service channels, with emphasis on institutional response traceability.
