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Independent Reporting Mechanism

LOCAL REPORT



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As part of the [OGP Local Engagement Strategy](#) approved by the OGP Steering Committee, the IRM has [committed to produce](#) an analysis of the overall performance of OGP local members every two years. This is the IRM's third biennial local report. The 2021 report is available [here](#) and the 2023 report is available [here](#).

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Photo: A street in Cartagena de Indias (Colombia).
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EXECUTIVE SUMMARY

This report explores results from 541 OGP local commitments made from 2017 to 2024 and highlights good practices in developing and implementing OGP local action plans. It also covers local commitments in the Open Gov Challenge and national action plans.

OGP Local launched in 2016 with 15 pioneer local jurisdictions. Since then, it has expanded to 151 members around the world—comprised of 143 individual local governments and eight consortia of local governments. It provides a platform for reform-minded local governments to collaborate, implement, and showcase open government initiatives which make tangible improvements to the lives of their residents. By the end of 2024, 107 local governments had begun to implement an OGP action plan, of which 26 had gone on to produce multiple plans. A total of 55 governments was still due to submit their first plan and 11 had left the Partnership.

Open government reforms on public participation, public service delivery, inclusion, and open data were the most popular policy areas for commitments in these local plans. Featured in this report, many of the commitments achieved real-world changes:

- San Pedro Garza García developed one of the best government chatbots in Mexico, garnering 67,715 citizen reports on public services last year.
- Plateau State (Nigeria) launched a groundbreaking Gender and Equal Opportunities Commission that worked to reflect women’s perspectives in state policies.
- In Indonesia, five OGP local members piloted open data portals that released over 3,000 government datasets to the public, enhancing decision making on disaster response and risk management.
- In Glasgow (United Kingdom), two wards gave residents a direct say in their neighborhood budgets, funding 41 community ideas for better infrastructure.



The report also surfaces good collaboration practices as local members developed and implemented their action plans. Over successive action plan cycles, many of these processes became more embedded and participatory:

- Before Yoff (Senegal) co-created OGP commitments, it co-created a Sustainable Municipal Development Plan, which offered a natural roadmap for its open government process.
- Aragón (Spain) involved its existing open government lab during the development of its plan. In turn, this opened the lab itself to, for instance, introduce citizen voting on workstreams.
- The participation of Santo Domingo de los Tsáchilas' (Ecuador) indigenous community was crucial to developing an OGP commitment to preserve their ancestral and cultural heritage.
- As the pioneer OGP local member in the Philippines, South Cotabato mentored four new members developing their first action plans across the country.

OGP local members were also joined by non-members to advance reforms through the Open Gov Challenge launched in 2024, an initiative to raise reforms' ambition in ten thematic areas. The most popular thematic areas were public participation, climate and environment, and fiscal openness. By June 2025, out of 160 total Open Gov Challenge commitments, 69 came from local members, and 20 from non-members.

Meanwhile, national action plans from 2011–2024 included more than 500 commitments that affected local jurisdictions. These reforms established national-local networks of open government, piloted reforms in local jurisdictions, and passed local legislation. Of these, 126 commitments were directly implemented by local governments and had stronger open government results. Many came from Colombia, Georgia, Spain, Uruguay, and the United Kingdom.

Overall, this report's analysis draws from data on 541 commitments made through OGP local (2017–2024), local monitoring body assessments published for 61 governments, IRM interviews with key government and civil society stakeholders, and data on local commitments in national action plans (2011–2024). **Alongside this report, OGP is releasing new data on hundreds of local commitments, including reforms' policy areas and local monitoring body assessments, now accessible [here](#).**

AT A GLANCE

OGP LOCAL 2017–2024

151 Members

541 Commitments

61 Governments with
monitoring body
assessments

OPEN GOV CHALLENGE COMMITMENTS 2024–2025

69 By OGP local
members

20 By local
non-members

NATIONAL ACTION PLAN COMMITMENTS 2011–2024

500+ Affecting
local
jurisdictions

126 Led by local
governments

CHAPTER I: LOCAL REFORMS

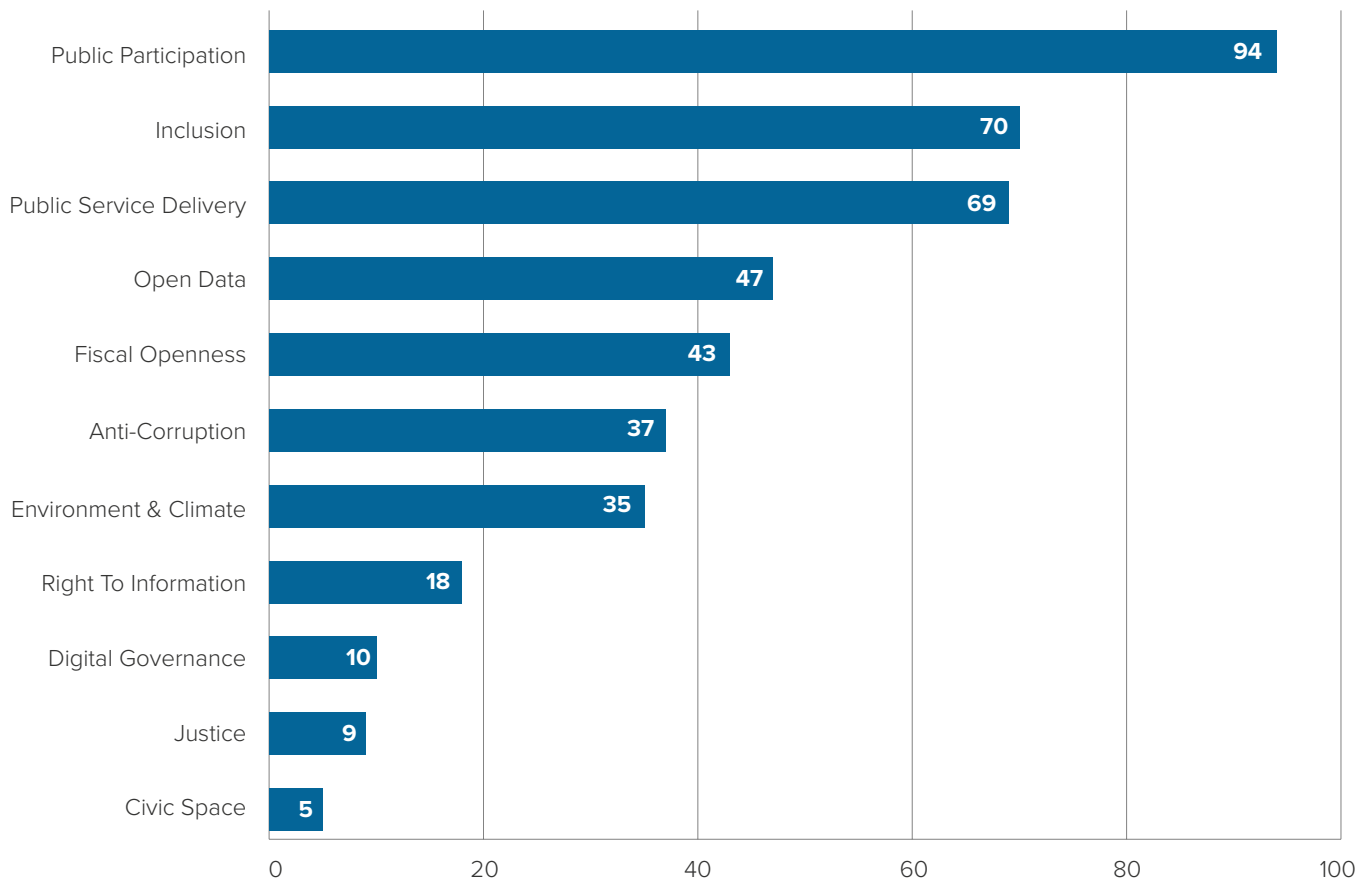
Public participation, public service delivery, inclusion, and open data were the most popular themes of the 541 OGP local commitments, many of which have led to real-world changes. Local members also submitted 69 commitments to the Open Gov Challenge by June 2025, along with 20 from non-members. This section explores these popular themes and highlights recent successful examples from across the OGP Local membership.



OGP Local Commitments in Numbers

Between 2017 and 2024, 107 locals made 541 OGP commitments. Half of these commitments relate to public participation, emerging from 94 different locals. Public service delivery, inclusion, and open data have also been particularly popular policy areas. There were far fewer commitments on topics related to civic space, justice, and digital governance, with no more than ten local governments making commitments in these areas (see **Box 1**). As well as reflecting the priorities from co-creation, the popularity of some thematic areas over others reflects the specific responsibilities of local governments.

Popular Policy Areas in 2017-2024 Action Plans



This figure shows the number of local governments with at least one commitment in each policy area.

OGP local members and other local governments also pursued reforms through the Open Gov Challenge, an initiative launched in 2024 to raise reforms' ambition in ten thematic areas identified in OGP's 2023–2028 Strategy.¹ There were 89 local level commitments submitted by June 2025, the cut-off date for the 2025 Open Gov Challenge Awards. To learn about the newest commitments, please explore the Open Gov Challenge Tracker.²





Photo: Quezon City People's Council session.
Credit: Quezon City Government

Box 1. Rising to the Challenge: Civic Space, Justice, and Digital Governance

While few OGP local members have focused on civic space, justice, or digital governance, some are taking on new opportunities for reform through the Open Gov Challenge. Quezon City (the Philippines) is planning to allocate more funding to the People's Council that provides a role for civil society organizations (CSOs) in city decision-making, as well as involving the body in the accreditation of new CSOs and creating a CSO training program.³ Kaduna State (Nigeria) committed to reactivate a committee that monitors the justice system and train justice officials and CSOs on the rights of detainees.⁴ Austin (United States) aims to co-create a city framework on Artificial Intelligence (AI). This framework would allow the government to assess AI tools it considers using and provide a channel for city officials and residents to report errors, bias, and abuse resulting from these tools.⁵

Popular Commitment Themes in OGP Local Action Plans

Public Participation

Public participation is a core tenet of open government which intersects across a variety of policy areas. Providing opportunities for public participation is especially critical at the local level, where government decisions more directly affect citizens' day-to-day experiences.

As of 2024, 94 locals developed commitments addressing public participation, amounting to about half of all 541 local commitments, far ahead of any other topic area. In particular, over the last two years, many commitments focused on mainstreaming participation (28), improving public participation in the budget process (27), and promoting digital participation (21). There are examples of commitments touching upon public participation for most locals in all global regions.⁶ According to strategic visions of a number of local members' action plans, commitments to enhance public participation are motivated by a core objective of bringing citizens closer to decision-making, so as to improve services and policies,⁷ build trust,⁸ and make cultural changes to public servants' perspectives on participation.⁹

Some locals sought to embed participation opportunities, rather than rely on one-off events. They introduced participation models, policies, and platforms. For example, Glasgow (United Kingdom) began to roll-out participation in decision-making on neighborhood infrastructure (see **Box 2**), while Québec (Canada) focused on its online public consultation platform (see **Box 3**).



Another promising approach activated plain language and user-friendliness to make participation opportunities more inclusive.¹⁰ Several locals used this approach to bring government processes into a space where anyone could take part—not just technical experts. For example, Jalisco (Mexico) began publishing laws in plain language that an average person would understand on a website where the public can comment on draft legislation.¹¹

Twelve local members submitted action plan commitments on public participation to the Open Gov Challenge, as of June 2025. In Spain, Madrid is scaling up the city council’s public participation lab,¹² while Asturias and the Valencian Community are developing new public participation laws and regulations.¹³ Kyiv (Ukraine) and Kenyan locals in Elgeyo Marakwet, Kakamega, Machakos, and Nairobi are creating and improving spaces for public consultation in-person, online, and by phone.¹⁴ Meanwhile, Baguio (the Philippines) is institutionalizing the People’s Council that provides a role for CSOs in city decision-making.¹⁵ Seven other members submitted Open Gov Challenge commitments outside their OGP action plans. For example, in Mexico, Mérida plans to reform the state’s citizen participation law, Nuevo León is designing a digital citizen participation center, and Quintana Roo has committed to co-create a new strategy to strengthen rule of law.¹⁶ Five local governments in Chile, Colombia, and Morocco which are not OGP local members also submitted Open Gov Challenge commitments on public participation.¹⁷

Box 2. Your Citizen Voice: Slides, Swings, and Spinning Things in Glasgow

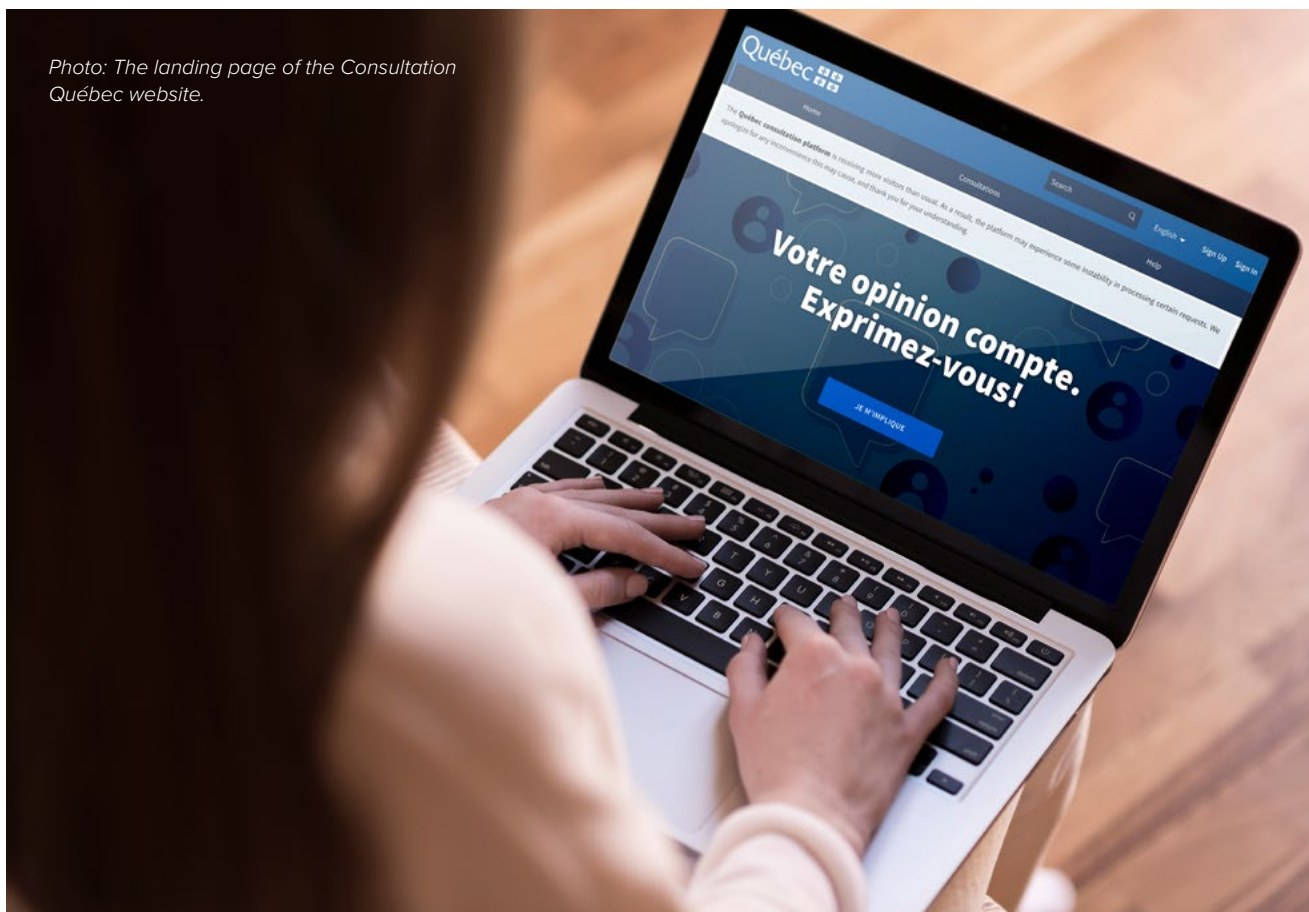
Locals affectionately refer to Glasgow (United Kingdom) as “the dear green place”. But residents noticed that their parks were not living up to their city’s nickname.¹⁸ A participatory OGP commitment offered the chance to make a change. Through the commitment, Glasgow decided to give Area Partnership committees a direct say in their Neighborhood Infrastructure Improvement Fund, based on the opinions of as many local residents as possible. The 23 Area Partnerships bring together representatives from government and the community, and each received £1 million (\$1.3 million) from the Fund for community-driven improvements.¹⁹

In 2023, two wards piloted a participatory budgeting model for distributing the Fund. Over only three weeks, their residents proposed 760 ideas to improve open spaces, roads, pavement, drainage systems, street lighting, and street furniture. One of those ideas spotlighted a local park in need of fixing, left with only the odd slide and swing. Following votes from 950 community members, that idea received funding—along with over 40 others across the wards’ neighborhoods.²⁰ 65% of people had voted yes on a safe play area for children.²¹

The initiative received a 2023 Open Government Award²² and had ripple effects on other wards. Glasgow’s OGP lead reflected that the pilot succeeded because strong partnerships between Council Departments, Community Councils, Area Partnerships, local organizations, and community members brought together important expertise on public participation.²³ Implementers hope that the model can be scaled up and applied to other policy priorities, services, and public sector partners.²⁴ By early 2024, at least two more wards were replicating this model, asking residents for their ideas on how to spend their own Neighborhood Infrastructure Improvement Funds²⁵



Photo: The landing page of the Consultation Québec website.



Box 3. Online Consultations in Québec

In Canada, Consultation Québec²⁶ has hosted online consultations that give residents a say in government decisions since 2019. From subsidized daycare to the future of the French language, the portal allows people to promote changes they want to see in their communities.

After becoming an OGP member in 2020, Québec decided to step up consultation practices. Québec surveyed government stakeholders for feedback on the platform's usability and then made updates. It introduced a community of practice on public participation, to provide government stakeholders with resources and support for holding online consultations. It also produced a model satisfaction survey so local residents could share feedback on the quality of each consultation. The Québec Open Government Committee reported that these steps improved the quality of public consultations and noted an increase in the number of consultations held on the platform each year.²⁷



Inclusion of Underrepresented Groups

Inclusion is fundamental to the mission of open government. Local governments are best positioned to understand and respond to the unique needs and circumstances of their populations, including disadvantaged groups.

As of 2024, 70 locals produced commitments on inclusion, which make up about one quarter of all 541 local commitments. In particular, many commitments focused on youth (see **Box 14**), people with disabilities (see **Box 4**), and gender (see **Box 5**).

A key goal of local members' work was often to support underrepresented groups' participation in improving government services and policies. As São Paulo (Brazil) explained, its long-term vision for open government was to create public policies with mechanisms that guarantee the broad and effective participation of the population in a diverse but unequal context.²⁸ To illustrate in practice, Nuevo León (Mexico) gave students new ways to share their problems and reform their schools (see **Box 14**).

Five OGP local members submitted action plan commitments on inclusion to the Open Gov Challenge, as of June 2025. Aragón (Spain) is making an effort to improve elderly residents' digital literacy and participation in the city's government,²⁹ while Metsamor (Armenia) is focused on enhancing youth participation through an ambassadors network, municipal advisory body, and leadership training.³⁰ Pichincha (Ecuador) has planned two permanent roundtables for women and LGBTQIA+ communities to participate in developing public policies.³¹ In Kenya, Elgeyo Marakwet set a target to award at least 30% of municipal contracts to marginalized groups like young people, women, and people with disabilities,³² and Nandi likewise committed to include these groups in procurement, along with other initiatives to involve them in decision-making and build economic independence.³³ Four local governments in Colombia which are not OGP local members also submitted Open Gov Challenge commitments on inclusion.³⁴

Box 4. Easy Government in Aragón

The Easy Government program invited people with intellectual or developmental disabilities to redesign legal and administrative texts in Aragón (Spain). Pictograms, simple words, and short paragraphs made it easier for all audiences to understand essential government documents, from action plans, to laws, school enrollment forms, consumer guides, and justice guides. A government representative reflected, "we've realized that every piece of public material that is adapted for easy reading is not only beneficial for a small group of people but can also benefit all citizens."³⁵

The initiative received a 2023 Open Government Award³⁶ and was spotlighted as international good practice by the OECD in 2022.³⁷ By 2023, the Easy Government page had more than 23,500 visits, with Castile and León following suit.³⁸ Moving forward, the initiative is widening to include migrants and other underrepresented groups. To learn more about this initiative, please see the OGP OpenStories blog, "Easy Government."³⁹



Photo: A mother and child in Nigeria. Credit: World Bank.



Box 5. The Gender and Equal Opportunities Commission in Plateau State

In Nigeria, after the Plateau State Gender and Equal Opportunities Commission's first year, its chairperson was looking to the future: "I want to leave this as a legacy that every Plateau citizen should know it is against our laws and natural laws to abuse the fundamental human rights of anybody, and worst still, to abuse the fundamental rights of a woman and the girl child."⁴⁰

The groundbreaking commission was designed by the state's first OGP plan. The plan was bookended by a state election, but this did not deter the local OGP steering committee. Instead, it hosted a televised debate at which all candidates for governor promised that, if elected, they would advance local OGP efforts. Following the election, the new governor granted his approval for the commission.⁴¹

The commission began its work in November 2023, mandated to implement the state's 2015 Gender and Equal Opportunities Law. It worked to reflect women's perspectives in state policies and protect women's rights. By early 2025, it had handled over 23 rights violations and repatriated nearly 100 trafficked children.⁴² OGP stakeholders reported that the commission was providing free legal services to address gender discrimination⁴³ while introducing gender perspectives into the Plateau State Development Strategy and laying the foundations for gender-mainstreaming in the state's wider policymaking process.⁴⁴



Public Service Delivery

Improving the quality of public services and enhancing access help ensure that citizens from all communities are better supported by their government. This is a core responsibility of local governments.

As of 2024, 69 locals made commitments relating to public service delivery, accounting for one quarter of all 541 local commitments. In particular, many commitments focused on services in the infrastructure, health, and education sectors. For each member, the types of services depended on the local government's mandate. For instance, in Santo Domingo de los Tsáchilas (Ecuador), the government has a central role in local transportation, production, environmental protection, and innovation. According to a civil society stakeholder, the government effectively used the OGP process to operationalize legal responsibilities for citizen participation and transparency in these sectors.⁴⁵

Ambitious commitments focused on improving service delivery through citizen feedback, complaints, and oversight. For instance, San Pedro Garza García (Mexico) focused on a resident services chatbot (see **Box 6**), while Madrid (Spain) used citizens' insight to guide its suicide prevention services (see **Box 7**). Another ambitious approach was to focus on ensuring equitable access to education and health services. In Kaduna State (Nigeria), citizens tracked health and education infrastructure projects and visited government commissioners to advocate for improvements.⁴⁶

Box 6. Bye-Bye Potholes: Residents Improve Services in San Pedro Garza García

Facing an intersection by the Santa Catarina River in San Pedro Garza García (Mexico), Martina⁴⁷ decided it was time to message Sam, her municipality's digital citizen reporting tool. She wrote that there was "no longer a side street, only a giant pothole, growing every day." In response, the municipality filled the pothole.⁴⁸

Sam began operating in February 2020, so that residents like Martina could easily send service requests to the municipality.⁴⁹ Through WhatsApp and other platforms, Sam is a chatbot enabled by artificial intelligence (AI) for citizens to ask questions and make reports.⁵⁰ It had early successes, but also challenges with the time it took to respond to requests, and with citizens' ability to follow-up on reports.⁵¹ In response, the local government listened to its data, residents, and staff, allowing it "to see that even award-winning innovations can be improved," as noted by Bloomberg Philanthropies.⁵²

Beginning in 2022, an OGP commitment took on those challenges, cutting response times in half, from 5 to 2.5 days.⁵³ According to the Nuevo León Council, training personnel paid dividends as staff were able to effectively address service requests from citizens.⁵⁴ Citizens began receiving feedback that included pictures of how their service request had been resolved. The government also opened its performance dashboard on the requests, so that the public could track progress.⁵⁵

In tandem, residents' use of this feedback channel bloomed, with 67,715 reports registered between April 2024 and 2025,⁵⁶ an increase of more than three-fold from 2020.⁵⁷ Of those reports, 84% received a timely response from the municipality.⁵⁸ A representative of the Nuevo León Council reflected that Sam had become one of the best government chatbots in Mexico.⁵⁹





Box 7. Madrid's Healthy City Strategy

Madrid (Spain) saw its mortality rate rise by 45% in 2020 amidst the COVID-19 pandemic. In the years that followed, the city decided to use an OGP commitment to accompany the people of Madrid as they dealt with their grief.⁶⁰ Among other streams of work related to the Healthy City Strategy, like improving children's health, the government brought community participation into its suicide prevention strategy to provide the mental health services the community needed.

By 2023, the city council had forged a close alliance with the companies forum, the college of psychology, and other non-governmental stakeholders. Together, they created new resources for grief support. For instance, a series of workshops asked citizens to point out spaces that were a source of wellbeing in their daily lives. By working with the community to identify the city's mental health assets, the government was able to strengthen its suicide prevention services⁶¹



Open Data

Local governments often collect large amounts of data in their communities to help them better understand and address people’s needs. By opening up data, local governments can enable informed debate, better decision making, and the development of innovative new services.

As of 2024, 47 locals made commitments on open data, which added up to one in five of all 541 local commitments. The rate of open data commitments was higher among the largest jurisdictions.⁶² These commitments were also more common in earlier local action plans than the more recent ones.⁶³

Open data commitments fit into wider ambitions of harnessing technology to address local policy problems. For instance, Semarang City’s (Indonesia) long-term vision to become an open, inclusive, responsive, and participatory local government would rely upon optimizing information technology for the community’s economic recovery.⁶⁴

Some commitments aimed to strengthen data governance, including data standards and interoperability. In Indonesia, local reformers applied the national One Data standards in their jurisdictions (see **Box 9**). Others improved the usability of existing data. Madrid (Spain) focused on data visualization for its Open Data Portal,⁶⁵ including visual examples of how to use datasets.⁶⁶

Beyond data release, a handful of commitments focused on directly supporting the public put open data into practice. From workshops to radio jingles, Kaduna State (Nigeria) helped citizens use its open contracting data to hold government accountable (see **Box 8**). Meanwhile, in Hamburg (Germany), the city hosted Data Dialogue events to introduce government data to different interest groups and explore new ideas of how it could be used to benefit the city.⁶⁷

Box 8. The Rigasa General Hospital: Open Contracting in Kaduna State

Yushau lived in Rigasa, a remote community where Kaduna State (Nigeria) was expected to build a general hospital. However, using data from the state’s Open Contracting Data Standard (OCDS) portal, Yushau could tell that the bill of quantities did not match the actual construction his community was seeing. Fortunately, he had recently attended a training by Follow Taxes, a local CSO, so he was able to take action. Yushau reported the case on X, and the Deputy Governor arrived at the site the next day, later revoking the contract.⁷³

To make this possible, Kaduna State used each of its OGP action plans to progress open contracting. Prior to joining OGP, the state’s contracting information was only accessible to contractors and other authorized individuals.⁷⁴ By 2024, procurement information was publicly accessible on the Open Contracting Portal. Like the training Yushau attended, efforts have been made to engage citizens in using this data to hold government accountable through channels ranging from workshops to social media, radio, and television.⁷⁵ By April 2025, the portal had disclosed data on 1,379 projects with a total value of ₦95.7 billion (\$59.4 million).⁷⁶

Analysis by Brookings showed that Kaduna State had become one of the two leading states in Nigeria on e-procurement. A private sector stakeholder reflected that digital procurement removed a layer of corruption from the process, “You don’t have to seek favor from anyone, and all you need is to know how to use the computer.”⁷⁷ As a state representative summed up, releasing Kaduna’s open data has improved transparency and confidence in public procurement.⁷⁸



Three OGP local members submitted commitments on open data from their action plans to the Open Gov Challenge, as of June 2025. In Kenya, Nairobi committed to use the Open Contracting Data Standard to digitize public procurement,⁶⁸ while Kakamega planned open data platforms for climate adaptation and mitigation efforts.⁶⁹ Goiás (Brazil) intends to widen access and use of the state's open data.⁷⁰ Buenos Aires (Argentina) submitted a commitment to the Open Gov Challenge outside its action plan to proactively publish information from the Superior Court of Justice as open data.⁷¹ Three local governments in Argentina, Colombia, and Ukraine which are not OGP local members also submitted Open Gov Challenge commitments on open data.⁷²

Box 9. One Data Indonesia

By April 2025, the One Data Indonesia program had brought 31 of 38 provinces and 268 of 514 districts and cities to the national open data portal, alongside many central government agencies.⁷⁹ Previously, local government data were rarely freely accessible. OGP local members have been a part of this change.

To bridge the gap, five local members ran One Data pilot projects. The locals developed and implemented their own plans for data governance. They began releasing datasets on a range of topics, covering everything from social welfare recipients to local fisheries—1,574 from Brebes,⁸⁰ 671 from West Sumbawa,⁸¹ 581 from West Nusa Tenggara,⁸² and 377 from Semarang.⁸³ Banggai also launched an open data portal, but the data published was incomplete.⁸⁴ These pilots were supported by the Open Government Indonesia and One Data Indonesia teams.

The pilots did not solve all of the locals' data issues but took steps towards openness. According to the Open Government Indonesia lead, the local members' data releases improved government transparency, built local government capacity, supported citizen participation, and enhanced decision making, especially related to disaster response and risk management.⁸⁵ The Open Data Indonesia lead reflected that the local members' experience gave other local Indonesian governments a chance to learn from peers about how to open their own data.⁸⁶

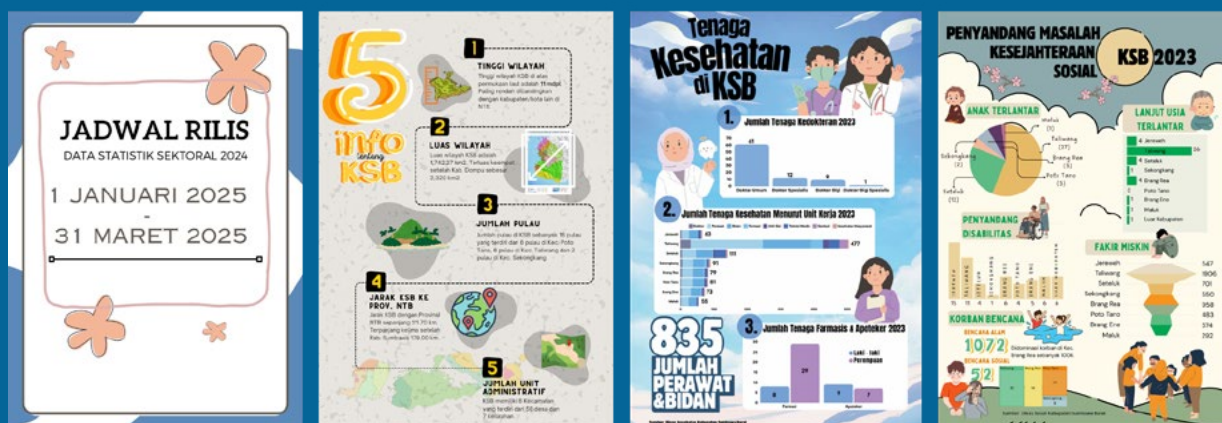
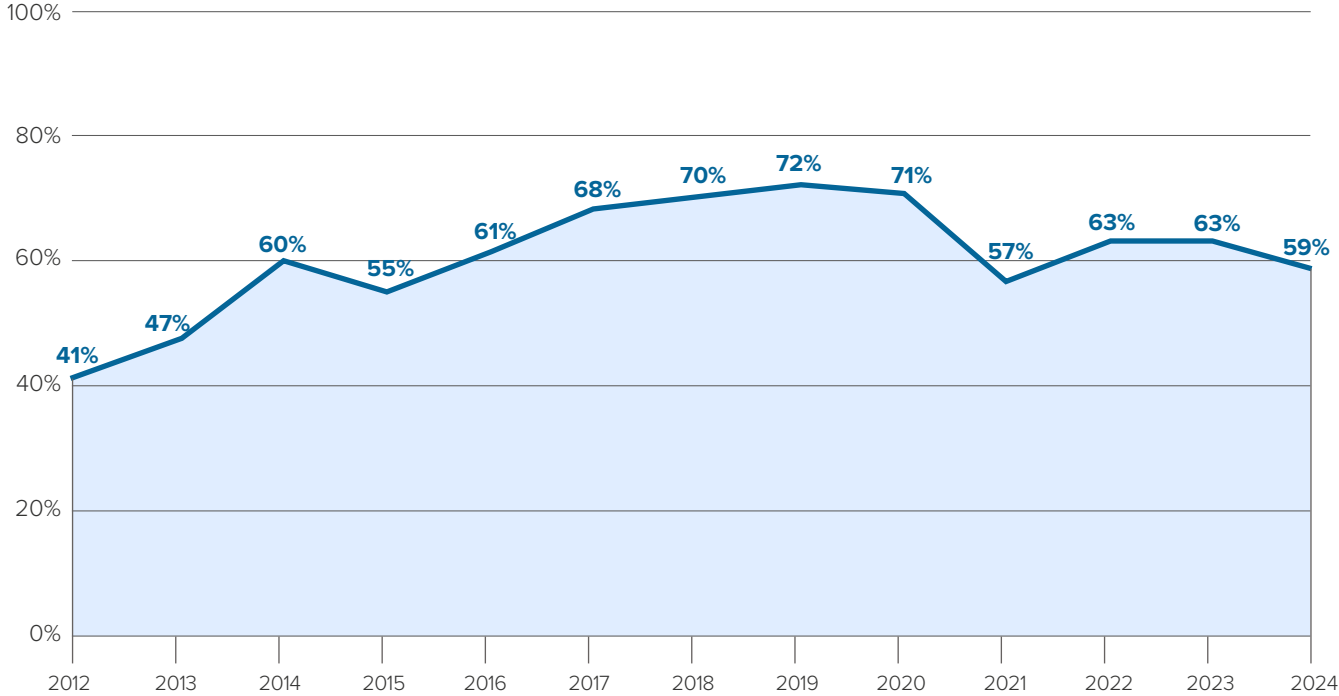


Image: Local projects created by residents in West Sumbawa (Indonesia), showcasing how people are using the regency's open datasets. Credit: Government of West Sumbawa

Local Commitments in National Action Plans

Since the launch of OGP in 2011, most national members have included reforms that affect local jurisdictions in their national OGP action plans. By 2024, this constituted more than 500 local commitments in national action plans, of which 126 were directly led and implemented by local governments. These reforms established national-local networks of open government, piloted open government reforms in local jurisdictions, and passed legislation to advance open government at the local level.

Local Commitments in National Action Plans



This figure shows the percentage of national members with at least one local commitment in their national action plans over time, by year of submission.

Commitments in national action plans that were implemented at the local level have made positive developments in recent years. In Armenia, participatory budgeting expanded to 21 communities, with national budget support to encourage citizen-initiated community projects.⁸⁷ Romania shed light on how approximately \$22 billions of local development funds were being allocated.⁸⁸ In Morocco, 1,590 local governments joined the national access to information platform,⁸⁹ while 84 local governments in the Philippines adopted their own freedom of information ordinances.⁹⁰ Costa Rica significantly increased the amount of information available on its cantons' actions to prevent crime.⁹¹ Meanwhile, Argentina and Mexico developed national programs to systematically scale up the number of local governments pursuing their own open government reforms.⁹²

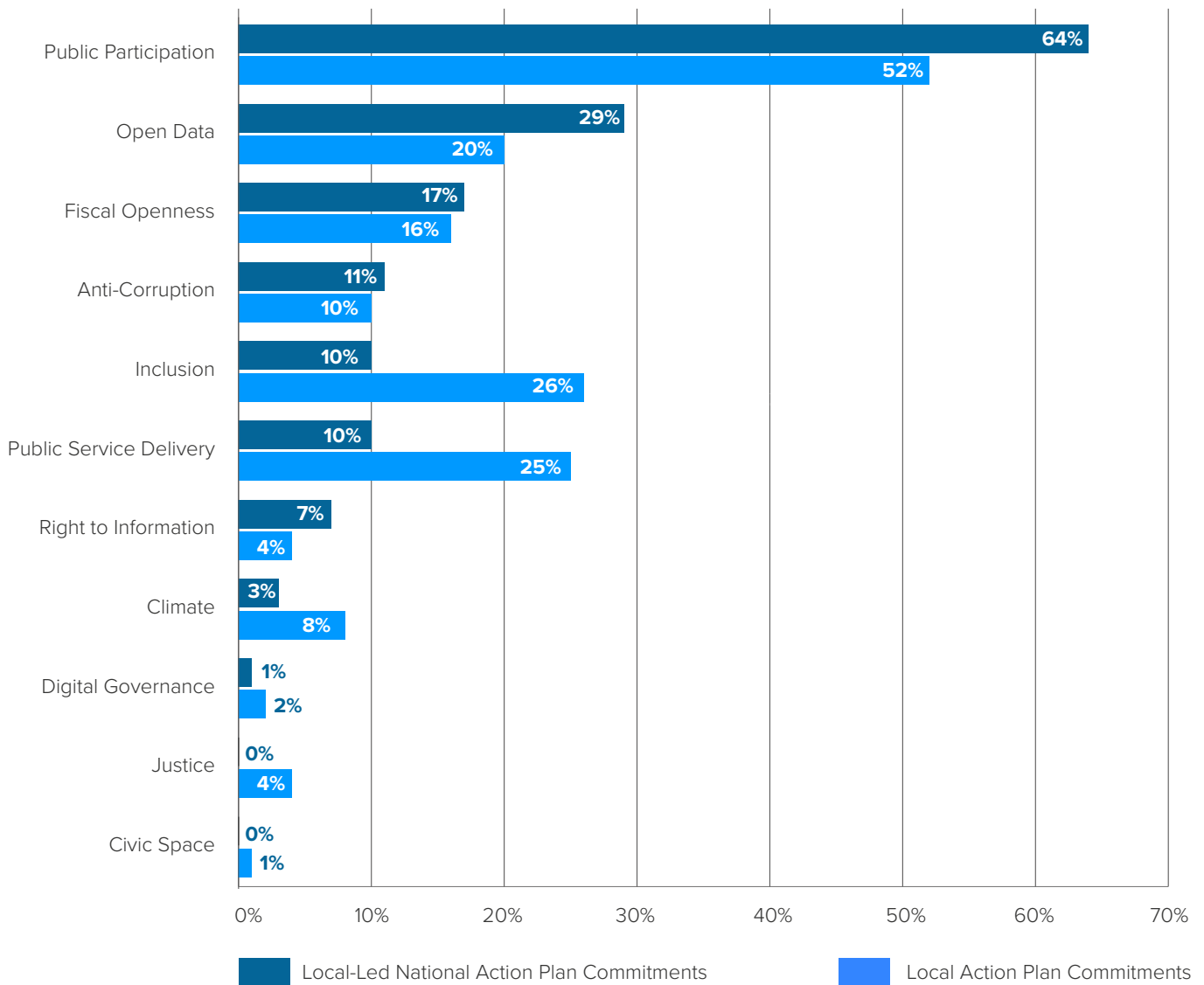
The 126 commitments in national action plans that were led and implemented directly by local governments also made positive progress in recent years. Castile and León (Spain) launched a user-friendly online tool that allows the public to track the development of laws and standards, and trace how public feedback influenced the final text.⁹³ In Germany, the Länder of Berlin and Schleswig-Holstein began publishing government information in a format that can be quickly found and linked to other open data.⁹⁴



In fact, local governments are particularly well-positioned to lead commitments that affect their jurisdictions. Commitments in national action plans that were led by local governments had higher levels of ambition than nationally led commitments affecting the local level (51% versus 41%). Commitments in national action plans that were locally led were also more likely to show early results by the end of the action plan cycle (23% versus 14%).

Commitments in national action plans that were led by local governments shared policy focus with commitments in OGP local action plans, but the emphasis varied. As with OGP local members, public participation and open data were popular commitment topics,⁹⁵ while commitments on public services and inclusion were much less common.⁹⁶ This suggests that priorities in national action plans are influenced by the national government, even if the implementation of commitments is directly led by a local government—sometimes making progress in areas where nationwide reforms have faced greater challenges (see **Box 10**).

Popular Policy Areas in Comparison



This figure shows the percentages of commitments relevant to each policy area in national action plans that were led by local governments versus commitments in OGP local action plans.

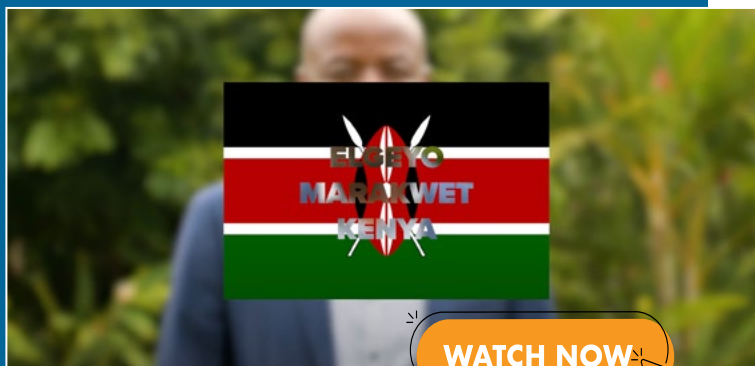


In practice, five countries have made over two-thirds of the national commitments directly led by local governments—Colombia, Georgia, Spain, the United Kingdom, and Uruguay. For some, this approach was a strategic response to systems of government that are simultaneously very centralized and devolved. Spain’s 2020–2024 action plan included 53 commitments from Spain’s 19 autonomous communities and cities and one from the Spanish Federation of Municipalities and Provinces, addressing thematic areas established at the national level.⁹⁷ OGP action plans from the United Kingdom government have also included reforms for Scotland, Wales, and Northern Ireland—each of which has a set of devolved powers. For others, local civil society have pushed for inclusion in national action plans. In Colombia and Uruguay, CSOs with local reach had positions of leadership in the national OGP platforms. These five countries have also included local governments in their national OGP multistakeholder forums, with some also bringing in different branches of government and adopting practices that fit with open state approaches.⁹⁸

To learn more, please explore OGP’s report “Progress through Partnership: National-Local Collaboration to Advance Open Government.”⁹⁹ The report provides resources on the objectives of this collaboration, institutional arrangements that bring together national and local OGP stakeholders, and approaches and design choices for coordinated reforms.

Box 10. Implementing National Policy Objectives in Kenya

When implementing national priorities, local efforts have sometimes made progress where national efforts have stalled. In Kenya, through national and local OGP action plans, Elgeyo Marakwet, Makueni, and Nandi each undertook open contracting and public participation reforms. They sought to implement priorities from the 2010 Constitution and a presidential executive order. While the national government faced obstacles, these counties made progress, passing public participation acts and developing comprehensive procurement transparency¹⁰⁰



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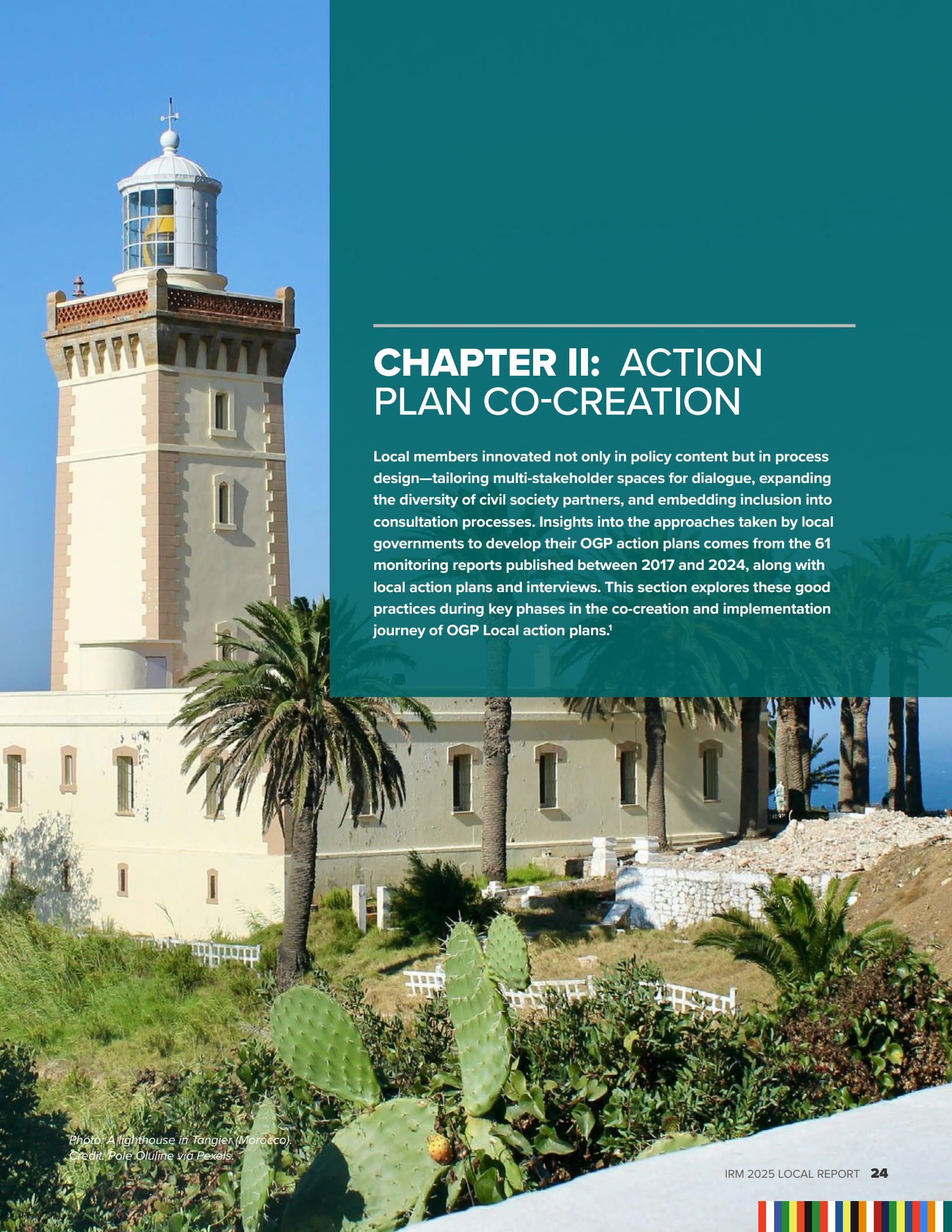


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CHAPTER II: ACTION PLAN CO-CREATION

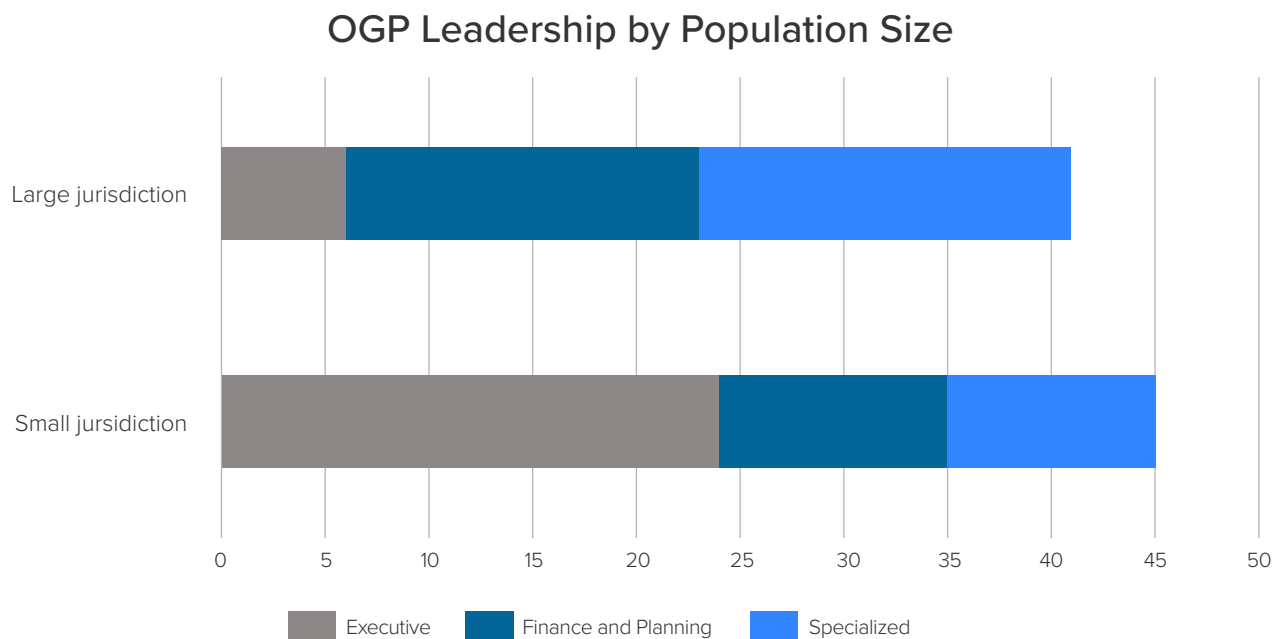
Local members innovated not only in policy content but in process design—tailoring multi-stakeholder spaces for dialogue, expanding the diversity of civil society partners, and embedding inclusion into consultation processes. Insights into the approaches taken by local governments to develop their OGP action plans comes from the 61 monitoring reports published between 2017 and 2024, along with local action plans and interviews. This section explores these good practices during key phases in the co-creation and implementation journey of OGP Local action plans.¹

*Photo: A lighthouse in Tangier (Morocco).
Credit: Pole Oluline via Pexels.*



Building a Leadership Team

Across a sample of 86 locals, government leadership of OGP teams was evenly split across finance and planning departments, local executives, and other specialized agencies (either focused on open government or other policy areas like education, health, or youth).² However, this varied for jurisdictions of different sizes. In larger local jurisdictions (i.e., those with over 1 million residents), it was more common for finance and planning departments to lead open government reforms, whereas in smaller local jurisdictions (i.e., those with less than 1 million residents), it was more common for local executives to lead. This may point to political leadership in smaller jurisdictions being key to supporting reforms, while larger jurisdictions with more resources were better able to integrate open government into functional departments.



This figure compares the number of small and large jurisdictions where OGP is led by local executives, finance and planning departments, and more specialized agencies.

Identifying Spaces for Dialogue

OGP local members identified existing or new spaces for dialogue to enable regular multi-stakeholder participation in the co-creation and implementation of OGP action plans.

As a minimum requirement of OGP membership,³ identifying spaces for dialogue was a widespread practice among locals. According to 60 published local monitoring body assessments, 54 locals had multi-stakeholder forums that held at least one meeting with civil society during the co-creation of their action plans. Of those, 49 had non-governmental stakeholders endorse the final action plan. There may be more active multi-stakeholder forums that are not captured in this report due to a lack of published local monitoring body assessments.



Locals tailored their spaces for dialogue to take advantage of their jurisdictions' unique opportunities. Some identified existing fora or mechanisms for stakeholder engagement and repurposed these to operate as a space for dialogue on OGP topics (see **Box 11**). The review of 2021–2022 Local action plans showed that this was intended to avoid duplication, ensure alignment with ongoing policy priorities, and tap into sometimes long-standing networks, relationships, and resources.⁴

As locals designed these spaces for dialogue, some used representation to weave the needs of key sectors of their communities into OGP reforms (see **Box 12**). For instance, Catalonia (Spain) formed its multi-stakeholder forum with an eye for parity on gender as well as government and non-government representation.⁵ Meanwhile, by bringing in more stakeholders by its third plan, São Paulo (Brazil) had grown its multi-stakeholder forum from 6 to 32 members, with equal representation of government and non-government stakeholders. A stakeholder noted that the wider group built more buy-in for reforms, and a shift to consensus decision-making reduced conflict compared to earlier plans.⁶

With an eye to institutionalizing OGP, at least 19 locals formalized their spaces for dialogue and open government processes through decrees, ordinances, regulations, memoranda of understanding, association agreements, and framework agreements. Reasons ranged from obtaining a higher level of government authorization to creating a framework for cooperation between different levels of government or between government, civil society, and other partners. For example, in Indonesia, the heads of government of West Nusa Tenggara and West Sumbawa issued decrees on the composition of their OGP coordination teams.⁷ In Quintana Roo (Mexico), the governor and key civil society organizations signed an Open Government Declaration to ensure high-level political support.⁸



Photo: Attendees during an Easy Government session. Credit: LAAAB.

Box 11. The Aragón Open Government Lab

Aragón (Spain) both formed an OGP steering committee and drew on its existing open government lab (LAAAB). LAAAB had registered more than 2,700 individual users and 760 government and civil society organizations to co-create public policies.⁹ It brought a highly motivated network of local stakeholders and projects into the OGP process,¹⁰ although those involved had less understanding of OGP itself, and were less often new actors.¹¹ In turn, its role in OGP also opened LAAAB itself—for instance by introducing citizen voting on workstreams.¹²





Photo: A cacao harvest in Santo Domingo de los Tsáchilas (Ecuador). Credit: Government of Santo Domingo de los Tsáchilas.

Box 12. Indigenous Representation in Santo Domingo de los Tsáchilas

Santo Domingo de los Tsáchilas (Ecuador) is a commercial and agricultural province with a vibrant Tsáchila indigenous community.¹³ Its OGP multi-stakeholder forum assembled representatives of an industrial guild, an eco-tourism group, the chamber of tourism, academia, state entities, and the Tsáchila community.¹⁴ This resulted in reforms that were responsive to local needs. A government representative reflected that the Tsáchila community's participation was crucial to initiating an OGP commitment to preserve their ancestral and cultural heritage.¹⁵ The process was also accompanied by Fundación de Ayuda por Internet (FUNDAPI), an NGO which brought national-level expertise to the process.¹⁶



Developing a Roadmap

Local members developed roadmaps for their open government work, laying out open government strategies or determining the steps needed to develop OGP action plans—and in some instances, the public helped set the agenda.¹⁷ Prior to co-creating an OGP action plan, elected officials, NGOs, citizens, and marginalized groups in Yoff (Senegal) designed a five-year strategy (see **Box 13**).¹⁸ Meanwhile, Nuevo León (México) began with public consultations to identify intersections between OGP values and key government plans—becoming the basis for the ensuing co-creation workshops.¹⁹ In São Paulo (Brazil), government and external actors in the multi-stakeholder forum jointly developed the methodology for decision making, and even agenda setting, in the co-creation process.²⁰ Similarly, civil society and government collaborated on designing the agenda for process and meetings in Timișoara (Romania).²¹

Box 13. Beginning Co-Creation with Co-Creation in Yoff

Before Yoff (Senegal) co-created OGP commitments, it co-created a Sustainable Municipal Development Plan. The five-year plan laid out a strategy for local actions on economic, social, and environmental development—aligning these actions with nationwide efforts on the Sustainable Development Goals and the Emerging Senegal Plan. Through consultations, members of the community were given a say in the priorities of the plan, comprising elected officials, NGOs, professional associations, school committees, youth, and marginalized groups. When it came time for the municipality and the community to begin their OGP cycle, the plan offered a natural roadmap, becoming the framework for Yoff’s open government process.²²



Raising Awareness

To encourage participation in the OGP process, local members provided early public information in advance of developing OGP action plans.²³ A civil society stakeholder in Ecuador reflected that providing the public with clear information from the start could elicit more solution-oriented commitment proposals that were relevant to OGP and local government mandates.²⁴ São Paulo (Brazil) presented a co-creation timeline and background information on open government at its first multi-stakeholder forum meeting.²⁵ Meanwhile, Catalonia (Spain) distributed information on potential policy areas for commitments, including their status quo and main challenges.²⁶



Drafting Commitments Inclusively

To design action plans that delivered meaningful open government solutions, local members consulted civil society and citizens on priority problems and areas of opportunity in their jurisdictions. Consultations benefited from active measures to engage underrepresented groups and transparent feedback on how input was used. Over successive action plans, many of these processes became more embedded and participatory as stakeholders gained experience running them.

Certain local members designed their consultation process with an eye for the inclusion of underrepresented groups (see **Box 14**).²⁷ Bogotá (Colombia) encouraged participation across socio-economic divides by ensuring gender parity, representation of caregivers, persons with disabilities, and geographic diversity at consultation workshops for the city's open government action plan.²⁸ Aragón (Spain) adapted the locations and times of day for consultations to ensure that spaces were accessible to persons with disabilities or reading comprehension difficulties.²⁹

As they engaged the public in co-creation, at least six local members experimented with specific measures to ensure clear communication and plain language, upon realizing it can be difficult for regular citizens to make sense of the technicalities of the OGP process. In some cases, this helped more marginalized communities take part. For example, Santo Domingo de los Tsáchilas (Ecuador) and Béni Mellal-Khénifra (Morocco) partnered with civil society organizations to shape OGP content that was understandable to residents from rural areas.³⁰

Once input was received from the public, at least 14 local members followed up by providing feedback to explain how the input was incorporated into local OGP action plans.³¹ Aragón (Spain) published a report on its OGP website listing each proposal and briefly explaining why it had been included or excluded from the action plan.³² Others used a variety of channels to share feedback, ranging from in-person co-creation sessions and WhatsApp groups in West Nusa Tenggara (Indonesia)³³ to emails and an online platform in Timișoara (Romania).³⁴

Over time, as 26 local members developed their second and third OGP action plans, there were examples of co-creation processes becoming more embedded and participatory—in part because stakeholders learned from each iteration. After their first action plans, the governments of Plateau State (Nigeria) and Aragón (Spain) handed more responsibility for commitment design to their multi-stakeholder forums.³⁵ In Santo Domingo de los Tsáchilas (Ecuador), as the government began to better understand the technicalities of the OGP process, one of the key civil society partners recalls being able to focus more on the substance of co-creation.³⁶ In turn, 15 local members had at least one reform they chose to progress iteratively with each new OGP action plan. For example, the first two action plans of Sekondi Takoradi (Ghana) began building partnerships between landlords, resident associations, and government to improve access to household toilets, but saw challenges.³⁷ In its third plan, the city co-created a six-year Water, Sanitation, and Hygiene strategic plan³⁸ and launched a public registry with data ranging from sanitation facilities to clean drinking water.³⁹



Photo: Attendees participating in thematic co-creation roundtables in Nuevo León (Mexico). Credit: Government of Nuevo León.



Box 14. Open Government Geeks in Nuevo León

“We were all open government geeks,” reflected one of the Nuevo León (Mexico) OGP leads. Across levels of government and civil society, a shared passion for collaboration shaped the form that OGP took in the state.

As OGP members, Nuevo León state, Monterrey municipality, and San Pedro Garza García municipality teamed up. They formed a coalition along with three key government and civil society bodies, taking turns hosting co-creation sessions. As a result, their first action plans consisted of two commitments from each government, coupled with two cross-cutting commitments owned by all three governments. The coalition’s approach to OGP structurally supported a multi-government vision of reform, rather than siloed agendas.

This opening for collaboration also brought diverse stakeholders to the table. As one of the coalition members, the public-private Nuevo León Council for Strategic Planning built the state’s vibrant community of local entrepreneurs into the OGP process. The Nuevo León business chamber became an observer of the OGP multi-stakeholder forum. Meanwhile, when a public consultation revealed that children and adolescents were rarely included in local policymaking, Nuevo León invited youth into the co-creation process as well. On their suggestion, one of the action plan commitments itself focused on empowering children in local decision-making.

New voices designing OGP commitments became new voices in designing their community. The commitment created learning materials and a teachers’ guide, explaining ‘participation’ and how children can use it to improve their communities and schools. Putting these tools into practice, the commitment installed comment boxes in 39 schools so children could propose improvements. This gave 5,808 students a new way to safely share their problems, ranging from bullying to the need for more sports programming and better school facilities. Nuevo León advised schools to carefully track students’ suggestions and form adult supervision groups joined by children and adolescents to turn the comment boxes into real-world reforms.⁴⁰



Involving Stakeholders in Implementation

For a number of local members, civil society groups engaged in developing the action plan commitments lent their expertise during implementation of the same reforms. For example, Plena Inclusión Aragón, an umbrella group for 37 local organizations representing people with intellectual or developmental disabilities, was involved during the process of developing Aragón's (Spain) OGP action plan. During implementation, it collaborated with officials at monthly workshops to create easy-to-read adaptations of government documents and helped shape how the autonomous community approached accessibility (see **Box 4**). According to a representative of the group, going beyond monitoring to actively participate in a commitment led to stronger outcomes.⁴¹ This was also reflected in Plateau State (Nigeria) and Scotland (United Kingdom), where thematic government-civil society groups formed during the co-creation process carried over to implementation.⁴²

Expectations on the extent to which civil society can be involved during implementation needed to match available time and resources. The reviews of 2018–2021 and 2021–2022 local action plans showed that securing financial resources is particularly challenging at the local level.⁴³ In Nuevo León (Mexico), a local civil society representative emphasized that the biggest challenge is providing the right conditions for civil society to participate without imposing excessive burdens for participation on local groups often made up of volunteers.⁴⁴

Given resource constraints, some local members had to grapple with the challenge of few civil society partners in their jurisdictions. In Plateau State (Nigeria), the competition for financial resources between the few civil society organizations led to disengagement from the OGP process for those unable to secure funding.⁴⁵ To address resource gaps, Santo Domingo de los Tsáchilas (Ecuador) participated in contests that awarded grants for its commitments. This came with its own challenges, as the grants were often restricted to specific expenditures such as IT system implementation and maintenance. Once a grant ran out, the government then had to take on subsequent maintenance costs.⁴⁶ Other suggestions from OGP local monitoring bodies have included engaging local businesses and NGOs, relying on volunteer initiatives,⁴⁷ or developing partnerships with other public, private, and non-profit institutions.⁴⁸ For example, Khmelnytskyi (Ukraine) brought academic institutions and professional bodies into its OGP process.⁴⁹

In addition, high-level local support, through engagement of governors and senior departmental leads, helped in successfully implementing local OGP action plans⁵⁰ despite challenges (see **Box 15**). In Scotland (United Kingdom), the Director of Fiscal Sustainability and Exchequer Development provided strong backing for a fiscal transparency reform, which became one of the most successful features of the action plan.⁵¹ In Quintana Roo (Mexico), the governor openly collaborated in “Glosa Ciudadana,” citizen forums to co-create the commitments in the state’s first action plan.⁵² Likewise, the OGP process in Kaduna State (Nigeria) had significant government backing and so offered an entry point for civil society organizations to advance implementation of local accountability mechanisms.⁵³



Box 15. Navigating Political Change

Elections and political changes at the local and national levels were sometimes difficult for local members to manage when implementing their reforms. For example, during its first action plan, Catalonia (Spain) had a change in government. As management teams and departments restructured, implementation of OGP commitments was impacted.⁵⁴ However, local OGP processes also showed resilience to political change.⁵⁵

In the case of Brazil, its federal structure enabled local members to weather the challenges experienced at the national level during the Bolsonaro administration. An OGP stakeholder reflected, “locally, we didn’t have much interference because we had already institutionalized the Open Government Department, which helped us implement the agenda without interruption.”⁵⁶

Meanwhile, in Plateau State (Nigeria), the 2023 election became a moment of opportunity to move open government up the political agenda. The local OGP steering committee hosted a televised debate in which all candidates for governor promised that they would advance local OGP reforms if elected. With cross-partisan support for open government, the new governor made good on his campaign promise following the elections.

Monitoring Commitments

A number of locals developed innovative online tools that allowed their constituents to track implementation progress in real-time. In Peñalolén (Chile), a team of local university students spent a semester creating a tool to monitor the progress of their jurisdiction’s OGP action plan. At the end of the semester, they had developed a reusable web platform and monitoring methodology, which they shared with the municipality.⁵⁷ On their OGP websites, Scotland (United Kingdom),⁵⁸ Tétouan (Morocco),⁵⁹ and Buenos Aires (Argentina)⁶⁰ published their commitments’ progress.

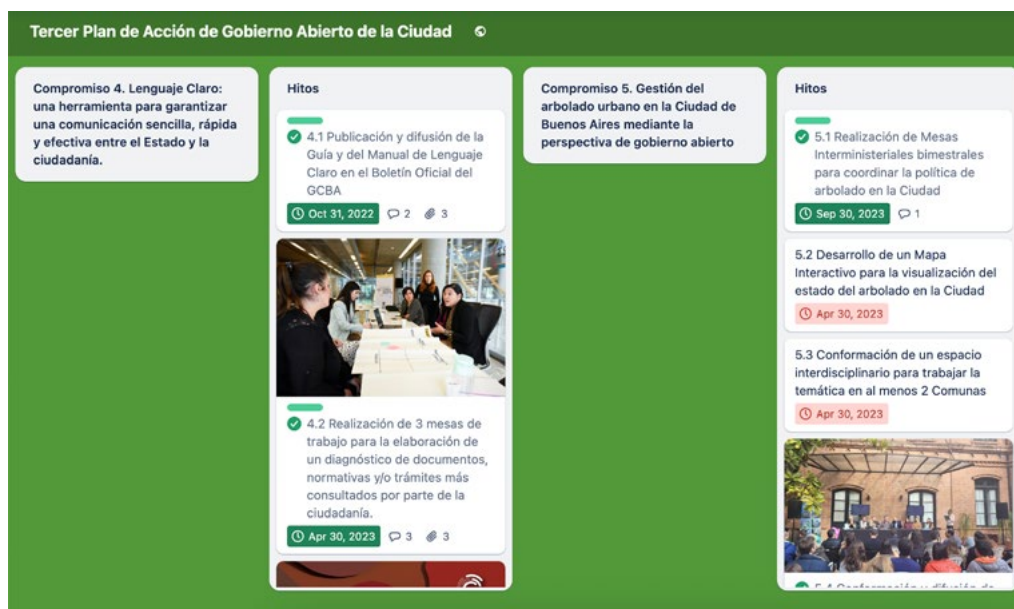


Image: Buenos Aires (Argentina) used Trello to track its third action plan. Credit: City of Buenos Aires.

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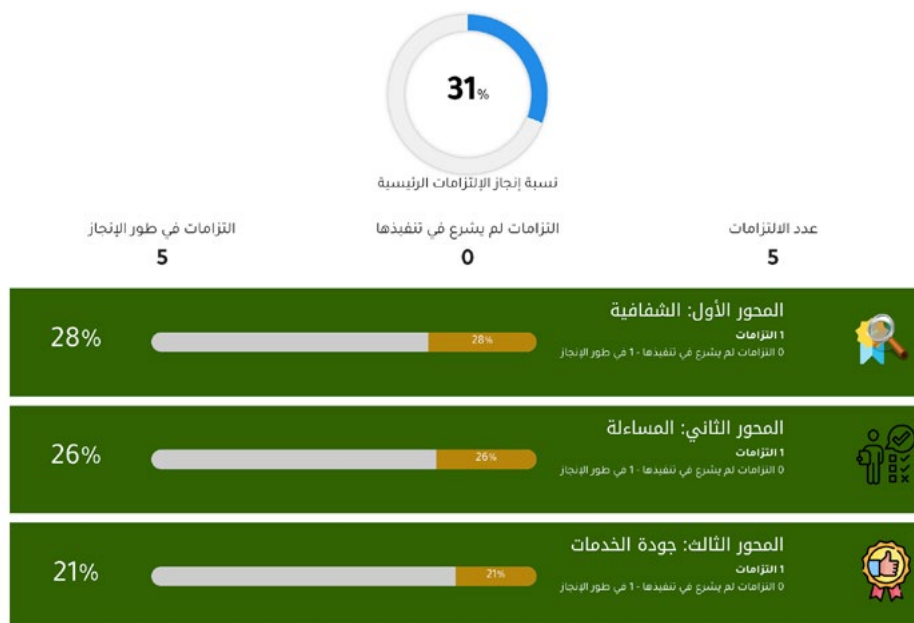


Image: Tétouan (Morocco) posted a visual tracker showing the percentage of each commitment's completion for its first action plan. Credit: Open Local Government Tétouan.

Assessing Action Plans

Local members also implemented oversight and monitoring processes to promote the timely implementation of commitments, extract learning opportunities, and provide moments for accountability. Local monitoring bodies are responsible for evaluating the co-creation processes and the results achieved from implementing the commitments. By April 2025, 61 locals had received at least one monitoring body assessment of the 103 that had assessments due. Local monitoring bodies were a more common practice among larger jurisdictions (i.e., those with over one million residents), which likely had more resources for monitoring than smaller jurisdictions.⁶¹ Of the 22 local members with multiple action plans since 2021, 20 had monitoring bodies in place.⁶² In Montenegro, a stakeholder reflected that close cooperation with monitoring bodies was crucial for local action plan implementation. For instance, beyond their reporting responsibilities, the monitoring bodies led workshops to create detailed roadmaps and indicators for tracking action plan implementation.⁶³

Sharing Progress

Local members have learned from their counterparts across jurisdictions through partnerships, networks, and exchanges of open government experiences.

Local members drew support from the experiences of other members in their countries. 19 local jurisdictions delivered their open government reforms by forming coalitions with nearby jurisdictions and sharing leadership for OGP. For instance, in Mexico, the state of Nuevo León and the municipalities of Monterey and San Pedro Garza García led their OGP processes collectively (see **Box 14**). In other cases, local members used national events to share successful strategies. For example, as pioneers of OGP Local, Kaduna State (Nigeria), São Paulo (Brazil), and South Cotabato (the Philippines) mentored newer members in their countries (see **Box 16**).⁶⁴ A São Paulo stakeholder reflected that these peer exchange opportunities provided technical support for co-creation, inspiration to reproduce reforms in new jurisdictions, and sometimes a barometer to course-correct.⁶⁵

Exchanges took place at the international level as well, as local members convened at regional, international, and academic events. In recent years, these included, among others, the OGP Global Summit in Estonia, the International Congress on Open State and Governance in Costa Rica, and OGP Nordic+, an informal peer exchange group of OGP members. Scotland (United Kingdom) presented its fiscal transparency portal, the centerpiece of one of its OGP commitments, while attending a Nordic+ meeting in January 2024. The ensuing exchange helped Scottish implementers learn from international best practices while also capturing the attention of senior Scottish officials.⁶⁶

Box 16. Open Government Mentorship from South Cotabato

At a roundtable discussion hosted by the Philippines' Department of the Interior and Local Government, South Cotabato shared its experience with four new members of the OGP Local Program—Baguio City, Quezon City, Tagbilaran City, and the Municipality of Larena. South Cotabato was one of the first local governments to join OGP in 2018 and has since implemented two action plans. Representatives from the provincial government, civil society, and multi-stakeholder forum shared strategies for co-creation, approaches to political transitions, and practical tips on building partnership between government and civil society. In turn, the new members discussed initiatives they were considering for their action plans. Participants from Tagbilaran reflected that they gained valuable insights, leaving the discussion with new ideas on how to begin engaging their community to transform local governance. Over the period that followed, targeted coaching sessions helped them refine their OGP commitments.⁶⁷



Endnotes

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- ² IRM analysis of a sample of 86 local governments showed that finance and planning departments led 35% of OGP teams; local executives like mayors, town halls, and local councils led 34%; and more specialized agencies led 31%. This sample covers 80% of local governments that submitted at least one OGP action plan by the end of 2024 (86 of 107). It was selected to include all local governments for which data is available on the local OGP lead, and the form and size of the local government.
- ³ The OGP Local Handbook requires local members to meet minimum participation requirements during co-creation:

Forum: The local government, with the support of non-governmental stakeholders, must have a space for participation in the development of and the review of the action plan.

Regularity: The local government, with the support of non-governmental stakeholders, must hold at least one meeting with civil society and non-governmental stakeholders during the co-creation of the action plan and two meetings per year on implementation of the action plan.

Multi-stakeholder: The local government, with the support of non-governmental stakeholders, must include both governmental and non-governmental representatives in the space for co-creation.

Endorsement: Non-governmental stakeholders must endorse the final action plan. The government must submit, as part of the action plan, the list of names of the non-governmental stakeholders who endorse the final action plan.

See 3.3.1 Requirements in: “OGP Local Handbook,” Open Government Partnership, 7 January 2021, <https://www.opengovpartnership.org/documents/ogp-local-handbook/#3.3.1>.
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- ¹⁰ Elisa Barrera Meneses (Plena Inclusión Aragón), interview by IRM, 28 February 2025.
- ¹¹ “Final Learning Exercise - Action Plan 2021–2023 – Aragón,” Open Government Partnership, 17 January 2024, <https://www.opengovpartnership.org/documents/final-learning-exercise-action-plan-2021-2023-aragon/>.
- ¹² Mariana Cancela and Susana Barriga Corregidor (General Directorate for Institutional Relations, External Action and Transparency, Aragón, Spain), interview by IRM, 18 February 2025.
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- ¹⁷ For more examples, see: Buenos Aires (Argentina), Kakamega (Kenya), Salcedo (Dominican Republic), and Timișoara (Romania).
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- ²¹ “Inception Report – Action plan – Timișoara, Romania, 2022–2024,” Open Government Partnership, 12 January 2023, <https://www.opengovpartnership.org/documents/inception-report-action-plan-timisoara-romania-2022-2024>.
- ²² “Plan de développement communal durable (PDC-D) de Yoff [Yoff sustainable municipal development plan (PDC-D)], Government of Senegal, September 2023, https://www.opengovpartnership.org/wp-content/uploads/gravity_forms/24-6fb2e5a17f4b-4b4e72048871008bb9f3/2024/12/PLAN-DE-DEVELOPPEMENT-COMMUNAL-DURABLE-PDC-D-YOFF-VF-1.pdf; “Action plan – Yoff, Senegal, 2024–2027,” Open Government Partnership, <https://www.opengovpartnership.org/documents/action-plan-yoff-senegal-2024-2027/>.
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- ²⁷ For more examples, see: Banská Bystrica (Slovak Republic), Chihuahua (Mexico), Glasgow (United Kingdom), Gyumri (Armenia), Kaduna State (Nigeria), Maipú (Chile), Quito (Ecuador), San Pedro Garza García (Mexico), Sarchí (Costa Rica), Scotland (United Kingdom), Tetouan (Morocco), and Wassa Amenfi East (Ghana).



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- ³⁰ Bejar, interview; National Democratic Institute, interview by IRM, 4 March 2025.
- ³¹ For more examples, see: Austin (United States), Basque Country (Spain), Buenos Aires (Argentina), Catalonia (Spain), Cartagena de Indias (Colombia), Contagem (Brazil), Quintana Roo (Mexico), Rosario (Argentina), Scotland (United Kingdom), Tetouan (Morocco), and Yerevan (Armenia).
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- ⁵³ Follow Taxes, interview by IRM, 7 April 2025.
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- ⁶¹ Over two-thirds of governments with more than one million residents had at least one monitoring body assessment (31 of 44), compared to half of smaller jurisdictions (30 of 59).
- ⁶² For local members active since 2021, most governments with multiple action plans had at least one monitoring body assessment (20 of 22), compared to half of those on their first action plan cycle (41 of 81).
- ⁶³ Marija Jankovic, interview by IRM, 27 February 2025.
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A woman with long brown hair, wearing a vibrant, multi-colored woven poncho, is seen from behind as she walks through a doorway. The doorway is framed in bright yellow and blue, with pink panels. The hallway beyond is also decorated with these colors, featuring several similar doorways. The scene is brightly lit, creating a warm and inviting atmosphere.

CHAPTER III: CONCLUSION

This report's findings underscore the growing maturity and results stemming from local open government processes and reforms. The next years provide an opportunity to truly embed these open government processes and ensure ongoing reform at the local level.



This report's findings underscore the growing maturity and results stemming from local open government processes and reforms, across 541 local member commitments and over 500 commitments by national members that affect local jurisdictions. These open government reforms have yielded real-world change, from participatory budgeting to improved public services, inclusive policymaking, and releases of essential data for local communities. Local members innovated not only in policy content but in process design—tailoring multi-stakeholder spaces for dialogue, expanding the diversity of civil society partners, and embedding inclusion into consultation processes. However, like national members, locals have also faced common challenges. Political transitions, resource constraints, and limited civil society capacity sometimes impeded the ambition and sustainability of open government reform.

As the partnership grows, locals can learn from each other's good practices to continue strengthening open government results:

- **Activate high-level support for open government**, particularly during moments of political change. Embed open government by engaging political leaders, formalizing OGP processes, and achieving open government reforms that deliver local champions' political mandates and build citizen trust.
- **Collaborate with local civil society representatives to reflect unique community needs** during the design and implementation of OGP action plans, including underrepresented groups. Similarly, involve local stakeholders in designing—not just implementing—local commitments in national action plans.
- **Rise to the challenge with local commitments in new policy areas** like civic space, access to justice, and digital governance which have room for growth at the local level and are spotlighted by the Open Gov Challenge.
- **Ensure transparency to keep implementation on track.** Appoint a local monitoring body and regularly share information and feedback about the OGP cycle with the public. Use plain language for accessibility.
- **Draw support from counterparts across OGP**, learning from long-time members as locals continue beyond their first action plans.

The next years provide an opportunity to truly embed these open government processes and ensure ongoing reform at the local level. The Open Gov Challenge also offers a new route for local members, and others, to develop ambitious local reforms. Lessons learned and initiatives highlighted in this report offer a promising path to realize the transformative potential of open government, leading to better outcomes for communities.





ANNEX: METHODOLOGY

Photo: A weaver in Cebu (Philippines). Credit: Ralph Labay via Unsplash.



This report analyzes co-creation and implementation by the locals participating in the OGP Local Program as of the end of 2024. It also includes analysis of commitments in national action plans that affect local government. Alongside this report, OGP is releasing new data on hundreds of local commitments, including reforms' policy areas and local monitoring body assessments, now accessible [here](#).

By 2024, 107 local governments undertook 143 action plans. Half of the local action plans assessed by this report are being implemented over two- or three-year periods. About forty percent of the action plans covered only one year. Thirteen cover a longer time span of four or five years. These action plans are being delivered across a range of local government contexts at different levels (i.e., towns, cities, counties, provinces, regions, and states).

By region, these action plans include 213 commitments from 39 local governments in the Americas, 135 commitments from 26 local governments in Europe and the Eastern Partnership, 108 commitments from 22 local governments in Africa and the Middle East, and 85 commitments from 20 local governments in Asia and the Pacific.

This report primarily draws its analysis from the following data sources:

- **Action plans:** The OGP Data & Analytics team categorized and analyzed data on action plan commitments' policy areas. For context, the report discusses trends in commitments' policy areas across all 143 local action plans made through OGP from the beginning of the OGP Local Program in 2017 through the end of 2024. Local commitments submitted to the Open Gov Challenge by April 2025 are also included in the analysis. Additionally, there is a review of commitments in national action plans that affect local governance. These commitments span a longer time frame—from 2011 through 2024.
- **Stakeholder interviews:** To gather in-depth insights, the IRM interviewed and corresponded with key government and civil society reformers in Aragón (Spain), Banggai (Indonesia), Nuevo León (Mexico), Plateau State (Nigeria), Santo Domingo de los Tsáchilas (Ecuador), and Yerevan (Armenia).
- **Local monitoring body assessments:** For accountability and learning, each local member is expected to select a local monitoring body. This body is responsible to independently evaluate and assess the co-creation process and the results achieved from implementing the commitments. For more information about monitoring bodies, refer to the "OGP Local Handbook," available [here](#). The monitoring bodies produced publicly accessible inception assessments, end-of-commitment assessments, and final learning exercises. The IRM used these assessments to gather examples for this report.
 - **Inception Assessments:** This report drew from the 64 assessments submitted by monitoring bodies for 60 local jurisdictions by 10 April 2025. The other 43 relevant local jurisdictions did not have assessments by this date. These assessments appraise the co-creation process and the design of the commitments at their inception.
 - **End-of-Commitment Assessments:** This report drew on over 100 end-of-commitment assessments submitted for 36 local jurisdictions by 10 April 2025. The other 29 local jurisdictions with action plans scheduled to end by 2024 had not yet submitted these assessments. These assessments appraise each commitment after completion. They provide coding, narrative explanations, evidence on the commitments' efficacy in opening government, and lessons learned.
 - **Final Learning Exercises:** This report drew on the 21 final learning exercises submitted by 10 April 2025. The other 29 local jurisdictions with action plans scheduled to end by 2024 had not yet submitted exercises. Following the end of the full action plan, the final learning exercises document what went well and what could be improved for the next action plan.



The data reviewed in this report has several limitations. First, although the report cites the number of commitments when discussing trends, commitments vary significantly. For example, a local government may pledge to update a website in one commitment and pass new legislation in another. This makes comparisons and aggregation difficult, even within local jurisdictions and within specific policy areas. Another limitation has to do with local monitoring body assessments, which are not available for all OGP local members. This means that more information is available for some members than others. Since having a functioning local monitoring body may be correlated with other aspects of governance, the locals most closely reviewed in the report may not be fully representative. Lastly, there is a time lag between when commitments are delivered and when they are assessed. This means that even when available, assessments disproportionately cover older commitments.

This report was prepared by IRM and overseen by IRM's International Experts Panel. As part of the [OGP Local Engagement Strategy](#), approved by the OGP Steering Committee, the IRM has committed to analyze the overall performance of local members to provide insights into their performance every two years. This is the IRM's third biennial report on local members. The first biennial report, published in 2021, is available [here](#). The second biennial report, published in 2023, is available [here](#). For more information about IRM, refer to the OGP website page available [here](#).





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If you have any questions about this report, please reach out to irmlocal@opengovpartnership.org.

To learn more about IRM, visit our website: <https://www.opengovpartnership.org/irm-guidance-overview/>

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