

Final Learning Exercise Summary Report

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Executive Summary

Lisbon's first OGP Local Action Plan marked a significant step toward institutionalizing transparency, participation, and accountability at the municipal level. The action plan included three commitments:

1. Evaluation of the implementation of the Law on Access to Administrative Documents (LADA)
2. Collaborative Process for Municipal Support Allocation (RAAML)
3. Creation of an Integrated Municipal Service Model (Atendimento Municipal Integrado)

All three commitments achieved substantial progress, with Commitment 3 achieving outstanding results in participation. Key impacts include: significant increase in proactive publication of documents (ICDA rose from 72.22% in 2023 to 83.33% in 2025) and a reduction in CADA complaints; broad involvement of citizens and CSOs through surveys, workshops, and co-creation sessions; strengthened accountability mechanisms; and introduction of experimental methods (Lego prototyping, World Café) to co-create service solutions.

Challenges remain: sustaining reforms, ensuring IT integration, overcoming bureaucratic resistance, and formalizing frameworks through regulation and scaling. Nevertheless, the action plan created a cultural shift in municipal governance, embedding co-creation and transparency in practice.

Section 1. Local Context

Lisbon implemented its first OGP Local Action Plan in a stable political environment, benefiting from strong institutional backing (GREAA, DTPC, DRMP) and existing transparency initiatives. The period was marked by increasing citizen demand for responsiveness and more integrated services, following lessons from the COVID-19 pandemic.

Key contextual factors included stable political leadership ensuring continuity; growing expectations from citizens for digital and accessible services; structural challenges in municipal IT integration and resource limitations; and engagement of both internal units and external actors, though broader citizen awareness of OGP Local remained modest.

Section 2. Action Plan Co-creation Process

2.1 Review

The co-creation process met and often exceeded OGP standards. GREAA provided institutional leadership, while civil society and municipal staff were systematically engaged. Strengths included iterative feedback loops with CSOs and staff, public dissemination of information via the Transparency Portal, and innovative participatory methods (focus groups, creative workshops).

Weaknesses included limited direct involvement of average citizens beyond organized CSOs, need for stronger inclusion of marginalized groups, and timelines/milestones not always communicated broadly.

2.2 Recommendations

- Broaden inclusivity by actively engaging underrepresented communities.
- Institutionalize participatory platforms for ongoing citizen input.
- Publish structured feedback ('you said, we did') to enhance trust.
- Establish clearer, publicized timelines for co-creation cycles.
- Scale hybrid engagement (digital + in-person) to increase reach.

Section 3. Action Plan Commitments

3.1 Implementation Review

Commitment 1 – LADA

- Completion: Substantial.
- Results: ICDA rose 11 points; IPFD rose 4 points. CADA complaints dropped from 3.66% (2024) to 1.91% (2025).
- Impact: Major improvements in disclosure, accountability, and legal certainty.
- Challenges: Delays in response times, IT integration gaps.

Commitment 2 – RAAML

- Completion: Substantial.
- Results: 9 internal workshops, 64 survey responses, 19 CSOs engaged. Draft regulation consolidates transparency, fairness, and monitoring.
- Impact: Major improvements in participation and draft accountability framework; partial impact on policy until regulation is adopted.
- Challenges: Valuing non-financial support, fragmented legal frameworks, IT limitations.

Commitment 3 – Atendimiento Municipal Integrado

- Completion: Substantial to near complete.
- Results: Diagnostic, prototype design, pilots tested; hundreds engaged via questionnaires,

focus groups, and workshops.

- Impact: Outstanding in participation, major in accountability. Cultural shift toward co-creation and innovation.

- Challenges: Scaling prototypes, IT integration, and budget constraints.

3.2 Recommendations

- LADA: Institutionalize standardized procedures; strengthen IT integration; sustain staff training; expand citizen engagement beyond CSOs.
- RAAML: Finalize and adopt regulation; create a centralized digital platform; develop external evaluation mechanisms; simplify procedures.
- Atendimento: Scale prototypes into municipal operations; sustain investment in digital tools; embed participatory monitoring in service delivery; expand participatory methods across services.

Final Recommendations Table

Area	Recommendation	Justification
Inclusivity	Actively engage underrepresented communities	Broaden citizen base and legitimacy
Transparency	Institutionalize publication of evaluations and feedback loops	Consolidate trust and accountability
Participation	Scale participatory methods (surveys, focus groups, co-creation)	Ensure participation is continuous and not project-limited
Accountability	Adopt RAAML regulation and monitoring tools	Standardize fairness and enable audits
Sustainability	Embed reforms in regulation, IT systems, and budgets	Guarantee continuity beyond action plan cycles