

2026–2028 OPEN GOVERNMENT PLAN

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By the Open Government
Working Group



OFFICE OF THE
GOVERNMENT OF
THE REPUBLIC OF
LITHUANIA

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Introduction

The world has for some time been witnessing an erosion of democratic values and, by extension, of the principles of open government, alongside growing polarisation and, ultimately, the deliberate choice of some countries to turn away from democracy in favour of autocracy¹. At the same time, the tense geopolitical situation resulting from the ongoing war in Ukraine and the threat posed by Russia to NATO member states, compounded by hybrid attacks and the rapid spread of disinformation on social media, is reshaping political priorities and heightening public anxiety. Within this context, maintaining citizens' trust in public institutions remains essential, while public institutions, in turn, must uphold high standards of transparency and accountability.

Participation in the Open Government Partnership (OGP) and the commitment to develop an Open Government Action Plan every two years (hereinafter also – the Plan) have so far provided Lithuania with an important impetus to initiate changes related to transparency, accountability and public participation. Lithuania strives to consistently follow most of OGP and OECD recommendations. Its commitment to advancing open government is embedded at the highest policy level both in the State Progress Strategy 'Lithuania's Vision for the Future: Lithuania 2050' (hereinafter – Lithuania 2050) and in the 2021–2030 National Progress Plan. At the institutional level, Lithuania has established a legal framework that essentially provides suitable conditions for implementing the principles of open government. However, existing structures are insufficient to ensure that the principles of open government are firmly integrated across the public sector. Fostering a culture of openness in the public sector requires ongoing dialogue, consistent capacity-building, as well as solutions and initiatives that reflect the diversity of issues emerging across society.

In 2024–2025, it became increasingly clear that what was needed was **not for structural reform, but rather consistent practices that strengthen dialogue between government and society**. Despite the progress of previous years, there is still a need to improve the quality of stakeholder and citizen engagement in the legislative process. The main challenges are early-stage engagement in the policy cycle and providing feedback that clearly explains which proposals have been considered and why. A survey commissioned by the Office of the Government of the Republic of Lithuania² shows that the latter is particularly important: besides the lack of information about opportunities to participate, one of the main reasons why stakeholders or citizens are weary of engagement in policy making **is the belief that their participation will not have any impact** (cited by 41% and 36% of all respondents, respectively). This shows that clear communication on *how* the stakeholder or citizen involvement influences the final decision is a key component of the democratic process.

¹ Nord, Marina, David Altman, Fabio Angiolillo, Tiago Fernandes, Ana Good God, and Staffan I. Lindberg. 2025. Democracy Report 2025: 25 Years of Autocratisation – Democracy Trumped? University of Gothenburg: V-Dem Institute.

² A public opinion survey on public awareness of the Government's activities, commissioned by the Office of the Government; data from January–February 2026.

During this period, the complex relationship dynamics between the public sector and civil society also became apparent: on the one hand, there is a clear mutual desire of the public sector and civil society organisations to move toward closer cooperation, yet at the same time differing expectations, capabilities, and mutual understanding complicate the process. The 2025 Civic Empowerment Index showed that, compared to 2024, political engagement and protest activity had increased in Lithuanian society – some civil society organisations and public figures actively mobilised for protests, while they were less active in public consultations, Working Groups, or other established forms of engagement typically offered by government institutions³.

In developing the seventh Lithuanian Open Government Plan, attention was successfully drawn **to areas and topics that are new or have received less emphasis in the Lithuanian context, which also contributed to involving an exceptionally broad range of representatives from the public, private, and non-governmental sectors in the process.** The meetings showed that the principles of open government across various areas of public administration remain important and that further change is needed.

During this period, The Open Government Working Group (hereinafter – the Working Group), which operates as a multi-stakeholder forum⁴, agreed to focus **on sustainable and targeted actions that would complement already existing public-sector activities**, placing greater emphasis on the quality rather than the scale of activities, with consideration given towards *how* existing structures can be made to operate purposefully and effectively, rather than simply identifying *what* additional actions must be undertaken.

During discussions on priority areas for change, the Working Group decided to seek solutions across five thematic areas:

- 1) **Anti-corruption and transparency**
- 2) **Civil society development**
- 3) **Climate change and the environment**
- 4) **Public participation**
- 5) **Inclusion**

The areas of inclusion and public participation were subsequently merged into a single theme due to the closely related issues they address. Some of these themes – such as civil society resilience in times of crises or citizen participation in the development and implementation of climate-related policies – were entirely new in the context of Lithuania’s Open Government Plan. The broader range of topics made it possible to engage representatives from approximately 100 different organisations in the public, private, and non-governmental sectors, who were all invited to

³ Civil Society Institute, Civic Empowerment Index, 2025. The report is available at: [Presentation of the 2025 Study on the Civic Empowerment Index of Lithuanian Society](#).

⁴ The Working Group is a coordinating, continuous, advisory and cross-sectoral cooperation platform for promoting open government in the public sector and coordinating the implementation of related changes. The Working Group consists of representatives of the public, non-governmental and private sectors as well as experts and academics. More information is available [here](#).

participate in the development of the plan. Through the co-creation process, all the above identified **thematic areas were examined in detail, and 52 specific actions were proposed for potential inclusion in the Open Government Plan.**

Both the stakeholders who took part in the co-creation workshops and the Working Group focused on several cross-cutting **challenges common to all thematic areas:**

- It has been noted that the public sector still lacks more diverse public engagement practices and that the dissemination of knowledge regarding such activities remains limited. Better engagement of different groups in society requires to take their needs and capacities into account and, accordingly, to explore more innovative and accessible ways of participation.
- Broader participation is also constrained by a lack of clear communication about the decisions being made. Specifically, information presented in clear and simple formats, tailored to different social groups, is often lacking.
- Finally, many of the discussions highlighted the need to strengthen ties and engage in more active networking. Such activities help improve mutual understanding among the public sector, stakeholders, and citizens alike, build trust, and strengthen overall social resilience. This last aspect proved particularly important in the context of an existing gap between Lithuania's regions and processes taking place in the capital. The discussions also focused extensively on empowering municipalities both to organise decision-making processes themselves and to participate in them.

Taking this context into account, the members of the Working Group decided that the following activities will be pursued during 2026–2028:

- I. **Develop co-creation practices across the public sector by establishing a network for sharing good practices and fostering partnerships among different social groups.** Responsible actors: the Office of the Government, the Ministry of the Environment and the Ministry of the Interior.
- II. **Communicate changes on legislation or public policy decisions in clear, simple and accessible language.** Responsible actor: the Office of the Government.
- III. **Strengthen partnerships between municipalities and non-governmental organisations (NGOs) by further developing the role of municipal NGOs and providing networking opportunities.** Responsible actors: the Office of the Government and the Ministry of Social Security and Labour.

The actions will purposefully complement other public-sector activities and initiatives, thereby ensuring sustainable change when it comes to a more open public sector.



An Overview of Open Government Initiatives

Lithuania's sixth Open Government Plan for 2023–2025 outlined three actions, each of which contributed in its own way to strengthening the relationship between government and citizens:

- The first action sought **to streamline the legislative decision-making process at the institutional and government levels and to establish a common framework for legislative oversight**. The Ministry of Justice and the Office of the Government were responsible for its implementation. As part of this action, **the Methodological Recommendations on the Lawmaking Process were updated** to include and explain in detail the stages of public consultation, coordination, and evaluation in the preparation of draft legislation. The recommendations were presented during training sessions for civil servants and published [online](#). In 2024, amendments to the Rules of Procedure of the Government were adopted by Government resolution, together with rules for drafting regulatory legislation by ministers, Government institutions, bodies under ministries and other public administration entities subordinate and accountable to the Government. These rules, which govern the legislative process within ministries and their subordinate institutions, set out requirements for coordinating draft legislation, assessing comments received by stakeholders and observing deadlines.
- The second action sought **to develop a customer-centric approach and customer-based dialogue practices in the public sector**, thereby strengthening trust in public-administration institutions. The institutions responsible for implementing the action were the Public Governance Agency, the Ministry of the Interior and the Office of the Government. As part of the action, **guidelines for developing public service standards** were produced, while **guidelines for a well-managed organisation**, one component of which is customer-centricity, are in the pipeline. The customer-orientation component is expected to cover service quality and accessibility, user experience evaluation and other aspects. In addition, the activities of the service professionals' competence network were expanded, as were partnerships with other leading organisations. Four training programmes on customer-centred policy and practice were also created for middle managers and heads of institutions.
- The third action was intended to **create the conditions for and ensure the development of the co-creation processes in the public sector**. The implementation of this action is described below. The institution responsible for this commitment was the Office of the Government.

In 2024–2025, the Office of the Government successfully carried out the following activities:

1. **Updated and expanded the guidelines on public participation in decision-making** for public-sector employees. The guidelines are [presented as a comprehensive and user-friendly knowledge platform](#). In developing the guidelines, the concept of public participation was expanded, and as a result, alongside the standard practice of public consultation, collaborative and citizen empowerment practices can be more clearly defined and planned. The guidelines are complemented by a library of good practice, which provides examples of different engagement methods and is continuously updated.

2. **Launched a training programme ‘Democracy Code’** to strengthen the capacities of employees across the ministries and their subordinate institutions. The programme covered a range of topics related to public participation, including the different forms of engagement and their core principles, the methods most commonly used in consultations, the application of design thinking when planning engagement initiatives in legislative processes, and the potential of democratic innovations to address complex societal challenges. The training is expected to continue in the future, as both continuous capacity-building and the exchange of experiences among different ministries and various public sector entities remain relevant.
3. **Implemented four pilot co-creation initiatives together with partners.** Two of these initiatives used participation methods that had not previously been tested in Lithuania. These initiatives are briefly presented below.

Citizen Dialogue: What Should Whole-of-Society Preparedness Look Like?

Since the beginning of the war in Ukraine, national security and defence have become top priorities not only for Lithuania but also for most European Union (EU) member states. The Nordic and Baltic countries are increasingly moving towards a total-defence model, which entails readiness not only for professional military personnel but for society as a whole. In 2025, the Ministry of National Defence sought to consider the roles that citizens who are not part of military structures could take on in the event of mobilisation and to develop the 2026-2030 Civil Resistance Plan⁵. Because civil resistance involves all population groups regardless of gender, occupation, ethnicity, age or other circumstances, a format to engage the most diverse group of citizens as possible was sought. Given the resources available, it was decided to organise an **intensive [one-day citizens' dialogue workshop to gain a better understanding of how different groups in society view civil resistance](#)**. The event brought together 40 participants selected in accordance with nine sociodemographic criteria (in total, 190 people registered through a publicly available questionnaire). The format was designed to encourage active participation, open and honest discussion, listening and seeking out common ground or points of disagreement. The dialogue process consisted of three stages exploring different scenarios (peacetime, war affecting part of the country's territory, and occupation) and potential citizen roles (e.g. community mobiliser, educator or fundraiser). Discussion [results](#) were used directly in the development of the Civil Resistance Plan. This [plan](#) includes nearly 40 measures targeting different societal groups. The process proved valuable both in terms of the results it produced and as an opportunity to test a new format for public engagement. Most workshop participants gave positive feedback on the experience and expressed an interest in taking part in similar activities more often.

⁵ Approved by Resolution No. 909 of the Government of the Republic of Lithuania on December 17, 2025 “On the Approval of the Implementation Plan for the National Agenda ‘Strategy for Preparing Citizens of the Republic of Lithuania for Civil Resistance’ for 2026–2030.” The civil resistance plan is available [here](#).

Experiences, Challenges, and Opportunities in Integrating Residents of Foreign-born Origin at Municipal Level

In Lithuania, as in other EU member states, public attitudes toward migration and integration policies have already become one of the key issues driving societal polarisation. To prevent divisions from becoming more entrenched, a broad dialogue between national and local authorities, businesses, NGOs and local communities is essential. Against this backdrop, a [co-creation workshop](#) on measures for the integration of foreigner national in Lithuania was organised together with the Lithuania 2050 team. Jonava District Municipality was deliberately chosen as a host, as a municipality with most extensive experience of migrant integration. The workshop brought together representatives of NGOs and public institutions working on migrant issues, employees from other municipalities, and representatives of migrant communities and political leaders. For many participants, the workshop format initially felt unfamiliar. Working in small groups, participants were invited to share their experiences, identify the challenges faced by each group (entrepreneurs, migrants, residents, etc.) and jointly explore solutions that would be important for reconciling their differing expectations. Particular emphasis was placed on understanding the experiences and challenges faced by others. The participation of decision-makers and their engagement in an equal dialogue with communities representing migrants was an important aspect, as it helped build greater trust in the process. The ideas developed during the workshops were presented as [recommendations](#) to several institutions working on migration issues and incorporated into guidelines for developing Lithuania's migrant integration system.

In addition to the activities described above, the network of public consultation coordinators continued to be supported, the annual assessment of ministries' consultation maturity was carried out, and the updated [E. Citizen](#) consultation publication platform continued to be developed.

It is also important to note that an increasing number of initiatives aimed at fostering and developing a culture of openness in the public sector are now being implemented independently at the institutional level. The following examples are particularly significant:

- **Growing cooperation between the Ministry of National Defence, the Ministry of the Interior and NGOs.** Against the backdrop of geopolitical tensions, limited resources and lessons learned during both the war in Ukraine and the COVID pandemic, NGOs are increasingly recognised by the public sector as strategic partners. In recent years, the Ministry of National Defence and the Ministry of the Interior have placed greater emphasis on strengthening a culture of cooperation by signing cooperation agreements and providing additional funding for specific NGO activities. One successful example is a joint project implemented by the Ministry of National Defence and NGOs, aimed at strengthening the role of NGOs in the system of civil resilience and threat management⁶. The project encompassed a variety of activities – ranging from establishing principles of cooperation and defining the division of roles between public sector institutions and NGOs to study visits to the Nordic countries for the exchange good practice and practical exercises in municipalities that simulate real-life situations. Some of these activities are also linked to the measures set out

⁶ More information about the project is available [here](#).

in the Civil Resistance Plan referred to above. NGOs have a significant role in the implementation of the Plan, making the consistent engagement of the non-governmental sector a fundamental condition for its success.

- **The first citizens' assembly in Lithuania, initiated by Vilnius City Municipality⁷.** Held from September through December 2025, the Assembly addressed the issue of urban mobility. Participants discussed how to encourage Vilnius residents to make greater use of public transport, walking and cycling, regardless of where in the city they live. The recommendations developed by the citizens were submitted to the deputy mayor of Vilnius, who, on behalf of the municipality, committed to reviewing them and developing an implementation plan. As the first initiative of its kind in Lithuania, the Assembly represents an important practical example of deliberative democracy and has the potential to encourage other policymakers to initiate similar processes in the future.
- **The national anti-corruption agenda is being updated.** At the end of the first half of 2022, the Seimas of the Republic of Lithuania approved [the 2022–2033 National Agenda on Corruption Prevention](#). The Agenda sets out Lithuania's main goals and objectives in the field of corruption prevention. A significant share of these objectives closely relates to the principles of open government. The Agenda provides for further improvements to the legislative process, more effective management of conflicts of interest, greater public participation in decision-making to increase transparency, and measures to reduce the influence of unlawful lobbying. Its overarching strategic goal is to create an environment resilient to corruption in both the public and private sectors, while the main performance indicator is an improvement in Lithuania's Corruption Perceptions Index score (from 60 points in 2020 to 74 points in 2033).

⁷ More information about the Vilnius Citizens' Assembly is available [here](#).



Development of the Open Government Plan

The Open Government Plan was developed between July 2025 and June 2026, when it was submitted to the Working Group for approval. During this period, stakeholders were invited to take part in public consultations and co-creation workshops. Five thematic workshops and two written consultations were held. This section provides a detailed overview of the Plan development process⁸.



The Plan was developed in line with one of the core principles of open government – bringing all stakeholders into a shared dialogue aimed at finding solutions. Emphasis was placed on direct engagement with NGOs and members of the public, and on finding ways to better understand and reconcile different, and at times fundamentally divergent, expectations. The process was inclusive and open to the public, with each stage documented clearly and transparently. All relevant information is publicly available on the Government [portal](#).

I. Approval of Concept for Developing the Open Government Plan and Agreement on Priority Areas

In developing the 2026–2028 Open Government Plan, account was taken of the lessons learnt from the development of the 2024–2025 Open Government Plan, the actions successfully implemented during this period, and the changes that had taken place in society:

⁸ All information about the progress of the Plan's development can be found [here](#).

- **[The composition of the Working Group](#) was renewed** to reflect changes following the 2024 Seimas elections, including changes in the in the political leadership of ministries, as well as the representatives of various entities in the Working Group. In addition, to improve its efficiency, the number of members was reduced from 25 to 11 (representatives from the public, private, and non-governmental sectors). It was noted that previously some members of the Working Group had not been actively involved in its activities, and the quality of both the Plan's development and implementation monitoring did not depend directly on the size of the group. It is expected that a smaller membership will enable each member to take clearer responsibility for the Working Group's activities and make better use of the Plan development process as a platform for building higher-quality dialogue with other stakeholders. The Working Group stressed that **the process of developing the Plan must remain inclusive and flexible**. Throughout the process, it was important to bring together representatives of different organisations for focused thematic discussions, involve public figures and representatives of implementing entities, and make use of opportunities to continue dialogue and build partnerships among various organisations.
- The renewed Working Group agreed that **the previous Open Government Plans should be reviewed to assess the areas for developing openness that they had set out**. The aim was to gain a better understanding of what had already been accomplished, and where gaps or less developed areas remained. To this end, Lithuania's previous commitments were reviewed against OGP thematic policy areas, together with other relevant data and sources, including public opinion research, findings from earlier surveys on challenges related to openness, priorities identified by the Working Group in 2025, recommendations from the OGP Independent Reporting Mechanism, and the open government commitments set out in the Programme of the Nineteenth Government.
- Unlike in previous cycles, **it was decided not to define priorities by starting from specific issues or problem areas**. Experience from the previous period and a review of evidence have shown that focusing on broad problem areas does not necessarily lead to tangible, actionable, and innovative solutions. It was agreed to focus on thematic areas, as defined by the OGP's thematic framework⁹, to achieve greater precision and, above all, greater sustainability and continuity in open government policy.

Finally, the Working Group agreed that when determining priority areas, it will be important to ensure the following:

- **Strengthen trust and a culture of democratic governance**. It was noted that change depends on building trust, which requires time and sustained effort rather than intense pressure. This means that changes cannot be implemented successfully without the voluntary commitment of all stakeholders.
- **Embed the principles of open law-making more firmly**. It was emphasised that the principles of open law-making cannot be taken for granted. It therefore remains important to promote

⁹OGP's main policy areas: anti-corruption, civic space, climate and environment, digital governance, fiscal openness, inclusion, justice, public participation and the right to information. All areas are described in more detail [here](#).

consultation at the early stages of the legislative process, further develop a transparent legislative footprint, and ensure more structured planning of the legislative process.

- **Promote more inclusive policymaking through democratic innovation.** It was agreed that it is important to seek ways to involve citizens and their representatives in policymaking through citizens' assemblies, policy labs, or other innovative methods, while fostering a culture of policymaking oriented toward creativity and innovative solutions.
- **Strengthen the role of NGOs in decision-making processes and in the broader security context.** It is worth noting that NGOs are increasingly seen as strategic partners of the public sector, and some NGOs feel they are better able and more willing to contribute to addressing emerging challenges. This means that efforts to strengthen NGOs and civil society remain relevant.
- **Ensure clear and transparent communication when planning change.** It was stressed that while planning for change, citizens' perspectives need to be taken into account, while the rationale and benefits of expected decisions should be explained in a clear and accessible way.

The Working Group members selected the most relevant areas using **a relevance and feasibility matrix**. Each area was evaluated based on the following:

- a) **Relevance of the proposed change:** it was assessed how significant the changes in each area would be during the current period (ranging from low to high relevance). It was proposed that the relevance of each area be assessed in light of the considerations identified above, namely, the need to strengthen trust, advance the principles of open law-making, promote democratic innovation, strengthen NGOs and ensure clear communication.
- b) **Complexity of implementation:** an assessment was made on the amount of effort required to implement the proposed change and achieve results in each area (ranging from minimal to significant) and whether the proposed actions in each area could realistically be implemented under the Plan with the resources available.

The Working Group members classified eight policy areas as follows:

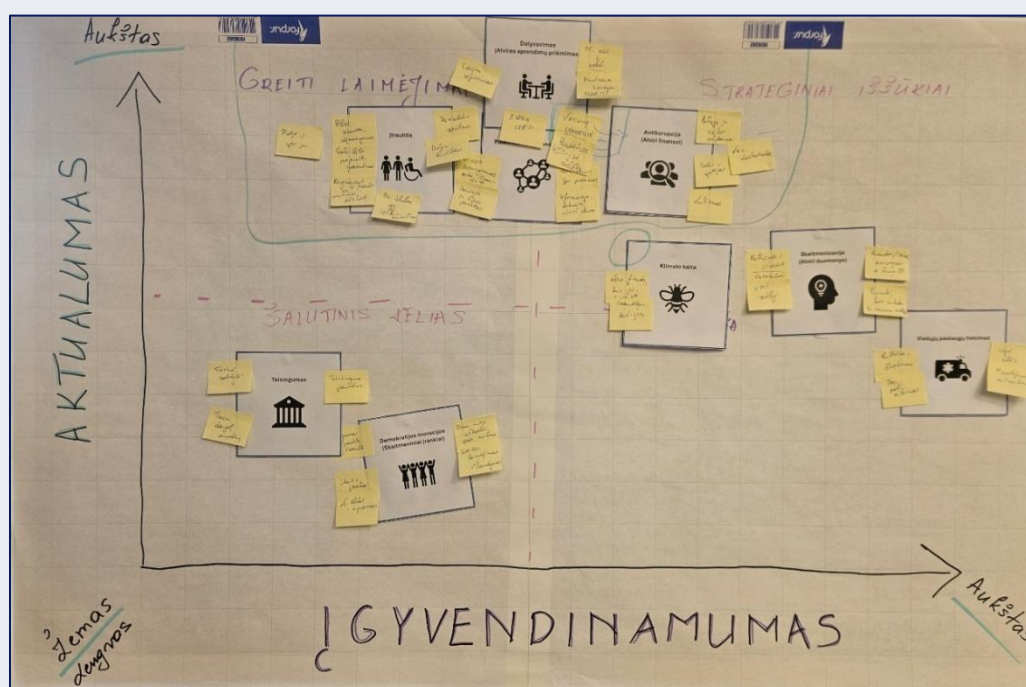
- **High relevance and moderate implementation complexity:** inclusion, public participation, civil society development (civic space) and anti-corruption
- **Moderate relevance and high implementation complexity:** climate change, digitalisation and public service delivery
- **Low relevance and low implementation complexity:** justice and democratic innovation

The Working Group identified five key areas for change. Within these areas, more specific issues emerged, and their scope shaped the subsequent search for solutions.

- **Anti-corruption and transparency.** [The 2022–2033 National Agenda on Corruption Prevention](#) sets out the main directions and objectives aimed at creating an environment resilient to corruption in the public and private sectors. While the Agenda's content and the measures foreseen are fairly comprehensive, **measures relating to business transparency, particularly among small and medium-sized enterprises, are lacking.** It was therefore

decided to use the Plan to help address this gap and explore ways of encouraging businesses to operate more transparently.

- **Civil society development.** In its previous Open Government plans, Lithuania has devoted considerable attention to this area – since 2012, 7 out of 35 actions (20%) have focused specifically on changes in this field. However, due to its cross-cutting nature, strengthening civil society continues to be highly relevant – without an active contribution from civil society, progress in many other policy areas is hardly achievable. In view of the current geopolitical context, it was decided to explore actions that could **strengthen cooperation between the public and non-governmental sectors and help different groups in society remain resilient in times of crisis.**
- **Participation and inclusion.** Although the Working Group initially identified participation and inclusion as two distinct areas, it was decided to merge them due to the challenges they have in common and because the same NGOs are most actively involved in both areas. Although the topic of public participation and engagement has already been extensively discussed in recent years, and the Open Government plans have devoted considerable attention to it, as circumstances change and new challenges emerge, it was suggested to revisit this area as well as to review and to reinforce the progress made in recent years. The focus was therefore placed on identifying solutions that would **ensure that stakeholders have meaningful opportunities to participate in decision-making despite limited resources and lack of information.**
- **Climate change.** Until now, the Open Government plans have not included any commitments related to climate policy, making this is a new area. Although the Ministry of the Environment is one of the most active ministries when it comes to conducting public consultations and testing other methods of public engagement, NGO representatives argue that the legislative process in this area still lacks transparency, consistency and inclusivity. It was therefore decided to seek actions that could **further involve citizens or their representative organisations in the development and implementation of climate and environmental policy.**



II. The Search for Solutions

Once the main areas of open government had been selected, a series of public consultations was organised from September through December 2025. Throughout this process, the challenges specific to the selected thematic areas were extensively discussed alongside suggestions of potential solutions and actions.

Five co-creation workshops were organised with stakeholders. Their purpose was to explore the challenges related to each theme in more detail and to formulate relevant actions that could be implemented over a two-year period. The workshop topics were coordinated with representatives from the non-governmental and public sectors, thereby involving the actors responsible for implementing the actions not only in identifying solutions, but also in refining the definition of the challenges to be addressed. The workshops were complemented by a written public consultation open to everyone.

Five workshops were organised:

Area	Date	Main issue / Title	Workshop focus
Inclusion	September 12, 2025	"Inclusion and diversity. Participation of vulnerable groups in decision-making"	What needs to change for the public sector to systematically include vulnerable and other social groups?
Anti-corruption	November 13, 2025	"Increasing Business Transparency: what solutions are needed?"	What measures are needed to encourage businesses to operate transparently?
Strengthening civil society	November 26, 2025	"What forms of cooperation between the public and non-governmental sectors would help different social groups remain resilient and overcome crisis situations?"	What is important for the resilience of society, and specifically, certain target groups? What are we already doing, and where is there a need for even closer cooperation between the public and non-governmental sectors?
Climate change	December 3, 2025	"What steps could be taken to further involve citizens or the organisations that represent them in the development and implementation of climate change and environmental protection policies?"	What solutions in the field of climate change could further strengthen cooperation, enabling steady progress towards positive change?

Area	Date	Main issue / Title	Workshop focus
Participation and inclusion	December 4, 2025	“Participation in decision-making: what steps can we take?”	How can we ensure that stakeholders have a real opportunity to participate in decision-making, despite limited resources and a lack of information?

All workshops were organised according to co-creation principles and were led by different facilitators with expertise in respective workshop themes. All workshops shared a common goal, namely, to formulate several feasible actions through co-creation that could be included in the Open Government Plan. However, the format and structure of each workshop varied depending on the specific theme, the number of participants and the working methods chosen by the facilitators. For example, during the anti-corruption workshop, participants worked in small groups to identify specific actions and then presented them to the wider group, allowing the most important proposals to be selected. During the climate change workshop, each group proposed one or two actions and developed them in greater detail, including how they could be implemented. Consequently, the final outputs of the workshops varied in scope and level of detail – some generated more proposed actions and others less, some actions were narrow and specific, while others were broader and encompassed several activities.

Summaries of all workshops are publicly available [here](#).

In addition to the workshops, a **written public consultation** was organised from September 8 to November 26, 2025. During this consultation, proposals were collected that corresponded to each of the identified areas. The report on this consultation is available [here](#).

In total, approximately 100 representatives from various organisations in the public, private, and non-governmental sectors participated in the co-creation workshops and the written public consultation.

The workshop and written-consultation materials were summarised to formulate 52 actions. [These actions, along with their descriptions](#), were subsequently presented to the Working Group, which selected four key actions suitable for inclusion in the Plan under development. The detailed action-selection process is presented in the following section.

III. Selection of Actions

The selection of actions under the Open Government Plan and their coordination with the institutions responsible for implementation took place from December 2025 to May 2026 in several stages:

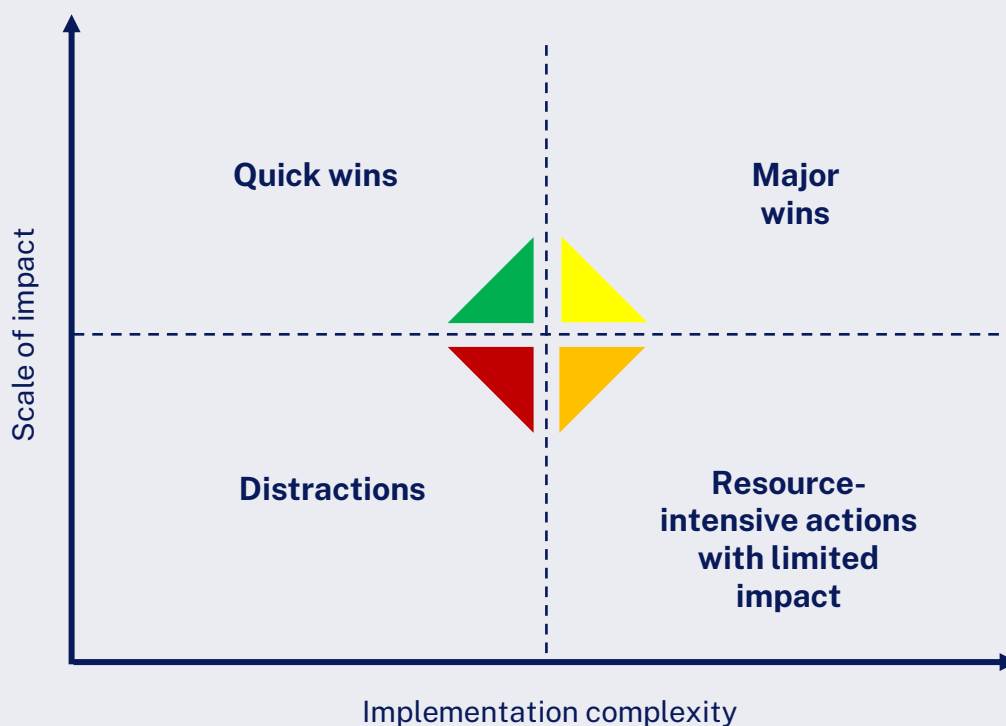
- Initial selection of actions by the Working Group

- Coordination of the actions with implementing institutions
- Selection of additional actions

Initial selection of actions by the Working Group

On December 12, 2025, the Working Group met to discuss and decide which of the [52 actions proposed during the public consultation](#) could be implemented as part of the Open Government Plan.

The 52 actions were divided among the members of the Working Group for individual assessment. Each member assessed a number of actions against two questions: 1) why it would be important to implement such an action and what its positive impact would be, and 2) what obstacles might arise in implementing such an action or what negative impact it might have. After evaluating all the actions, the Working Group members classified them into one of four categories based on a matrix of implementation complexity and scale of impact (see the illustration below). Most of the actions were assigned to one of the four categories, similar actions were grouped and combined.



Category	Meaning of the category	Explanation
Quick wins 	Actions that would have a significant impact and would	These actions are also known as ‘low-hanging fruit’ because they can be implemented within two years and produce tangible results.

Category	Meaning of the category	Explanation
	be easy to implement under current conditions	
Major wins 	Actions expected to have a major impact but requiring substantial effort to implement	These are very important actions, but they are difficult to implement with the resources available during the action plan's implementation period.
Resource-intensive actions with limited impact 	Actions requiring substantial effort and resources but expected to have limited impact	These actions could be implemented in the future with fewer resources or outside the scope of the Plan. They may be important, but they would require too many resources at this time.
Distractions 	Actions that do not require much effort but will also have limited impact	These actions are not essential and, if necessary, may be implemented outside the scope of the Plan.

Several actions, although considered important, were identified as either not directly related to advancing change in open government policy across the public sector, or as already under discussion in other institutions. It was agreed that these actions would not be classified under any of the four categories above but **would be forwarded as recommendations to institutions working on the relevant issues** (e.g. regarding the regulation of lobbying activities, strengthening resilience, etc.).

Each Working Group member who participated in the meeting was given four votes (one for each thematic area), in the form of stickers, which they could allocate to any actions they believed should be included in the Plan.

Through this voting process, the Working Group selected four actions for inclusion in the Action Plan: two from the “Quick Wins” category and two from the “Major Wins” category of the matrix. Some of the actions incorporate several ideas discussed during the process and subsequently were combined into a single action. Taken together, the four actions cover all priority thematic areas: anti-corruption, participation, inclusion, climate change and civil society development.

At the Working Group meeting, four actions were selected, and the feasibility of their implementation was to be discussed with institutions responsible for implementation:

- **Develop co-creation practices across the public sector by establishing a network for sharing good practices and fostering partnerships among different social groups:** this action aims to expand public engagement and co-creation practices in the public sector by testing different formats for discussion and cooperation in the regions, involving socially vulnerable groups and covering a range of themes, including climate change, as well as by

developing a network for cooperation, competence development and the dissemination of good engagement practices.

- **Develop and disseminate a guide on transparent conduct for businesses:** the action covers anti-corruption and seeks to promote business transparency by providing a single source of all necessary information on where and on what matters businesses can seek advice.
- **Provide civil society organisations with free access to data held in public registers:** the action concerns civil society development and aims to initiate discussions on how organisations could be given access to relevant data and what additional resources would be required. This marks the beginning of a long-term effort, as it may be too complex to implement within two years, but it is important to begin discussions.
- **Increase the transparency of municipally owned enterprises:** the action covers anti-corruption and may include quick actions such as board rotation and independence; however, implementation may become long-term because the action requires extensive coordination.

More information about this Working Group meeting can be found [here](#).

Coordination of actions with implementing institutions

The selected actions were submitted for further development to the implementing institutions: the Office of the Government, the Ministry of the Economy and Innovation, the Ministry of the Interior, the Ministry of the Environment, the Governance Coordination Centre and the Centre of Registers.

After the feasibility and relevance of the actions had been discussed with the institutions, it was confirmed that the following action would be implemented:

- **Develop co-creation practices across the public sector by establishing a network for sharing good practices and fostering partnerships among different social groups:** this action will be implemented by the Office of the Government, the Ministry of the Environment, and the Ministry of the Interior.

The Ministry of the Economy and Innovation and the State Enterprise Centre of Registers indicated that it would not be appropriate to implement the other actions:

- **Increase the transparency of municipally owned enterprises:** During the Seimas' spring session in 2026, it was already planned that the Government would review draft laws

regarding municipally owned enterprises with the aim of increasing their efficiency, and following that review, the draft laws were scheduled to be submitted to the Seimas¹⁰.

- **Develop and disseminate a guide on transparent conduct for businesses:** the feasibility of this action was discussed at the Working Group meeting on 2 February 2026 and at a meeting with representatives of the Special Investigation Service and the Ministry of the Economy and Innovation. Following the discussions, it was concluded that the anti-corruption guidance materials prepared by the Special Investigation Service were suitable and sufficient.

The Ministry of the Economy and Innovation and the Centre of Registers explained the complexity of assessing **the legal and technical feasibility of providing register data to civil society organisations free of charge, including analysing possible alternatives and assessing the budgetary impact**. Following discussion of realistic implementation options, the action was not included in the final Plan.

Selection of additional actions

At the Working Group meeting on February 2, 2026, it was decided to select additional actions suitable for inclusion in the Plan. Thus, when the Working Group met on February 20, 2026, a selection of additional actions was conducted to ensure that the Plan would consist of at least three actions. For this purpose, from 6 to 13 February, the Working Group members voted again, selecting actions from the [ideas](#) received during the public consultation. The Working Group members were able to select four actions that seemed the most purposeful, realistic, and achievable within two years. The [voting results](#) were discussed at the meeting, and it was decided to continue exploring ways of including the following actions in the Plan:

- **Establish success indicators for municipalities' engagement of residents in decision-making:** a possible implementing institution is the Ministry of the Interior.
- **Publish summaries of legislation (or explanatory memoranda) in clear, simple and accessible language:** before designating an implementing institution, the wording of the action needs to be made more specific.

In assessing the feasibility of implementation, the Ministry of the Interior noted that the action regarding success indicators for municipalities involving residents in decision-making is cross-cutting and that similar recommendations already exist, and therefore it is not advisable to create new ones. In light of this, the action has not been included in the Plan.

¹⁰Draft Law amending Articles 22 and 23 of the Law of the Republic of Lithuania on the Management, Use and Disposal of State and Municipal Assets No VIII-729 (new version adopted by Law No XV-527 of 13 November 2025), and the accompanying draft laws amending Articles 6 and 27 of the Law of the Republic of Lithuania on Local Self-Government No I-533 and Articles 10, 11 and 14 of the Law of the Republic of Lithuania on State and Municipal Enterprises No I-722.

The action to publish summaries of legislation (or explanatory memoranda) in plain language was discussed with representatives of the Office of the Government, and it was decided to implement it by promoting clear, readily understandable communication about regulatory changes in ministries.

To ensure that the Plan included an action promoting civil-society development, representatives of the Ministry of Social Security and Labour proposed adding the following action to the Open Government Plan:

- **Strengthen partnerships between municipalities and NGOs by further developing the role of municipal NGO coordinators and providing networking opportunities.**

The final Open Government Plan for 2026–2028, agreed upon with the relevant entities, consists of the following actions:

Action	Explanation	Implementing entities
Develop co-creation practices across the public sector by establishing a network for sharing good practices and fostering partnerships among different social groups	This action aims to develop public-engagement and co-creation practices in the public sector by establishing a good-practice network and testing various formats for public consultation and cooperation throughout Lithuania	The Office of the Government, the Ministry of the Environment, the Ministry of the Interior
Communicate changes on legislation or public policy decisions in clear, simple and accessible language	This action aims to improve the quality of communication by public authorities through practical training workshops for communication experts, thereby meeting the public's need for clear and readily understandable information on changes implemented by the Government and key decisions	Office of the Government
Strengthen partnerships between municipalities and non-governmental organisations (NGOs) by further developing the role of municipal NGOs and providing networking opportunities	This action aims to strengthen the role of NGOs in municipal-level decision-making by creating more favourable conditions for their systematic engagement, partnership with municipal administrations and the implementation of open-government principles at municipal level	Office of the Government, Ministry of Social Security and Labour

The draft action descriptions were submitted to the Working Group for [consideration and presented](#) during a public consultation in June 2026. The public consultation report is available [here](#).

IV. Approval of the final Open Government Plan

Based on the comments received from the Working Group and during the public consultation, the Plan's descriptions were revised, and the final version was drafted. It was circulated the Working Group for review, with comments invited until July 17, 2026. As no comments were received, the Plan was considered adopted in line with the agreement reached at the previous Working Group meeting. Representatives of all ministries were subsequently briefed on the Plan via digital means. The adopted Plan is submitted to the Open Government Partnership and published on its portal.



Actions of the 2026–2028 Open Government Plan

Action I	
Develop co-creation practices across the public sector by establishing a network for sharing good practices and fostering partnerships among different social groups	
June 2026 – June 2028	
Brief description of the Action	This action aims to develop public-engagement and co-creation practices in the public sector by establishing a good-practice network and testing various formats for public engagement and cooperation throughout Lithuania
Main implementing entity / institution	The Office of the Government, the Ministry of the Environment, the Ministry of the Interior
Stakeholders	• Public-sector institutions: ministries and bodies subordinate to ministries • Representatives of civil society: NGOs, experts, and researchers in the field of open government and public engagement • Other stakeholders: The Seimas Chancellery, municipal administrations
Problem Definition	
Main problem addressed	The challenge addressed by this action is the insufficient and uneven public engagement in decision-making processes due to a lack of information and skills, as well as the inevitable complexity of the issues addressed. Although public engagement in decision-making is becoming standard practice, this process is not always smooth – stakeholders report various barriers to participation, while civil servants encounter public passivity.

	The Law on Local Self-Government and other laws establish the obligation of municipalities to create conditions that allow local residents to participate in the management of municipal affairs. Other laws establish the obligation to inform residents about decisions made by municipalities and to conduct consultations on proposed decisions if these may affect residents' interests (for example, changes to the boundaries of residential areas affect the asset management interests of residents in the relevant area, therefore, consultations with them regarding the establishment and abolition of residential areas, the assignment and change of their names, as well as the establishment and modification of their territorial boundaries, must be conducted in a manner that includes all interested groups of residents). Nevertheless, civic participation in Lithuania remains low and uneven, especially at the local level. According to the Ministry of the Interior¹¹, in 2024, 42% of residents participated in addressing public affairs in their locality. Of these, only 10% expressed their views in a residents' survey or public hearing, 8% contacted their local community representative on community matters, 5% expressed their views in person to representatives of the municipality or ward, and 4% did so through civic-initiative portals. In a survey commissioned by the Office of the Government¹², two thirds of respondents (69.7%) stated that they had never participated in deciding matters of importance to the state or society. One third of the public has participated in addressing such matters at least once. These participants are predominantly middle-aged residents with higher education and average or above-average incomes, while socially vulnerable groups remain on the sidelines.
Main causes of the problem	Lack of trust in government institutions. This is one of the most significant factors limiting citizen engagement. Although levels of trust in Lithuanian institutions vary, residents often perceive decision-making as a closed process and the activities of these institutions as lacking sufficient transparency. According to data from sociological surveys conducted in 2025¹³, public trust in most of the country's institutions is declining, particularly in the Seimas (56.7% of the population does not trust it) and the

¹¹ Report on Public Trust in State and Municipal Institutions and Assessment of Service Quality, Ministry of the Interior, 2025. Available [here](#).

¹² Results of the 2025 public opinion survey 'Public Awareness of the Government's Activities', commissioned by the Office of the Government.

¹³ "Vilmorus," data from December 2025. Available [here](#).

Government (46.5% of the population does not trust it). In addition, nearly half of the public considers decision-making to be closed – 22% of residents believe that decision-making in Lithuania is closed, while 20% believe it is completely closed¹⁴.

According to a 2025 survey commissioned by the Office of the Government¹⁵, the main factors limiting citizens' participation in decision-making are a lack of information (38.9%), a lack of knowledge about how to participate (24.4%), and disbelief that participation can have a real impact on decisions (34.6%).

Only 6.3% of respondents say they are not interested in decision-making, so citizens are not apathetic and, if the conditions were right, would participate in decision-making.

Thus, mistrust stems not only from negative past experiences (such as not receiving a response or having suggestions ignored), but also from the fact that the public does not see that participation has a real impact.

Shortcomings in public engagement in law-making. Although the mechanisms for lawmaking and public consultation are regulated in Lithuania, the quality of implementation is lacking, and public participation still does not take place in the early stages of the legislative process. It is anticipated that public consultations should begin as early as the impact assessment stage of the proposed legislation, when efforts are made to define the problem to be addressed, its causes, and to compare possible alternatives for a solution. However, this is a practice that is rarely followed.

During the public consultation on the Open Government Plan¹⁶, many participants pointed to recurring problems. Although public consultation is regulated, implementation quality is lacking: too little time is allowed for engagement processes, and consultation takes place at later stages of law-making, when draft legislation has already been prepared and it is difficult to change the fundamental principles and provisions of the planned decision¹⁷. This was also noted during the preparation of the previous Open Government Plan.

¹⁴ Special Investigation Service, Map of Corruption in Lithuania, 2023–2024 Study.

¹⁵ Results of the 2025 public opinion survey 'Public Awareness of the Government's Activities', commissioned by the Office of the Government.

¹⁶ Office of the Government, Report on the Public Consultation on the Open Government Plan for 2026–2028. Available [here](#).

¹⁷ Results of the monitoring of the maturity of public consultations in ministries. The Office of the Government conducts the monitoring annually.

	Lack of transparency and feedback. When public consultations and other participatory initiatives are organised, the public often does not know how the proposals submitted were evaluated, and there is a lack of information about opportunities to participate in decision-making. Among the shortcomings cited by the stakeholders, it was also noted that there is a lack of trust in institutions due to previous negative experiences (e.g., failure to receive responses to inquiries and proposals), which is why they no longer participate in the processes¹⁸. Another frequently cited issue is the uneven representation of organisations, influencers, and lobbyists in the decision-making process; Stakeholders argue that it is more difficult for smaller organisations to participate due to a lack of time and unequal access to policymakers¹⁹.
Description of the Action	
Previous approaches to addressing the problem	Efforts have been made to address the problem for some time, including under the most recent 2024–2025 Open Government Plan²⁰. It provides for two related actions: • Streamline law-making for decisions taken at institutional and Government level and establish a common law-making monitoring system (Responsible entity: the Ministry of Justice and the Office of the Government). • Create the conditions for and ensure the development of the co-creation process (responsible entity: the Office of the Government). In implementing these actions, regulatory amendments were made to law-making processes in ministries and methodological recommendations were issued to support high-quality implementation in practice. In order to develop co-creation practices, the public consultation methodology has been updated and expanded, and supplemented with additional phases of public engagement (empowerment, consultation, collaboration, and empowerment), and a public engagement training platform called ‘Learning Openness’ was created. A database of good public-

¹⁸ Co-Creation Workshop “Participation in Decision-Making: What Steps Can We Take?”, December 4, 2025. A summary of the workshop is available [here](#).

¹⁹ Office of the Government, a series of interviews with stakeholders; the series took place in 2023 as part of the implementation of the Open Government Plan.

²⁰ Report on the Implementation of the 2024–2025 Open Government Plan. Available [here](#).

	engagement practices is being developed on the portal. In order to further inform public sector employees about opportunities for public engagement, a training series for civil servants titled “Democracy Code” was organised in 2025, with the goal of raising awareness of the benefits of civic engagement and improving practical knowledge of civic engagement. In 2024–2025, four pilot co-creation and public consultation initiatives were organised. More information about the previously implemented Open Government Plan can be found here. In addition to the actions listed in the Open Government Plan for 2024–2025, from 2023 to 2025 the Ministry of the Interior organised events aimed at increasing community involvement and encouraging communities to participate more actively in decision-making, as well as to raise awareness about the role of the <i>seniūnaitis</i> (a ward representative elected by the municipality’s residents). The Ministry regularly provides guidance to municipalities that request assistance in organising public consultations regarding the establishment and abolition of residential areas, the assignment and change of their names, and on establishing and modifying the boundaries of their territories. The problem has therefore been addressed for some time, but it requires changes in culture and behaviour that can be achieved only through sustained attention. It is therefore useful to continue developing actions that strengthen the capacity to engage the public in decision-making in the public sector at central and local-government level.
Planned solution to the problem / action	To address the problem, activities will continue to improve public-sector employees' knowledge and capacity to engage the public and to build a community committed to change in this field. Building such a community will contribute to the sustainability of change and create a space for sharing good practices and knowledge. This action will continue the transition towards more inclusive methods, going beyond access to information and public consultation to promote deeper forms of cooperation. Since the Working Group identified climate change as a priority topic in the Plan, the implementation of this action will also focus on involving the public in addressing climate change and environmental protection issues. Another important theme highlighted by the Working Group and during public consultations is the need to engage socially vulnerable groups, including young people, older people and people experiencing poverty.

	Thus, the solutions to these problems include activities aimed at: 1. Strengthening the public sector's capacity for cooperation and public consultation at both central and local-government level. 2. Bringing together a community of public-engagement and co-creation practitioners. The following specific actions are planned: 1. An annual large-scale forum will be organised to share good co-creation practices and identify new opportunities for public engagement. 2. Co-creation initiatives will be organised in the regions. 3. A public-engagement training series will be delivered. 4. A Climate Week will be organised, with a focus on public engagement in climate-change issues. 5. Consultations will be organised for representatives of municipal administrations and municipal community-organisation councils, providing information on how to improve local residents' engagement in the management of municipal affairs and sharing good municipal practices.
Expected results	This action will promote the development of good engagement practices at central and local-government level. Implementation period: until June 2028. Expected outputs: • a co-creation forum held • two co-creation initiatives held in the regions • a public-engagement training series delivered • a Climate Week held • two consultations held for representatives of municipal administrations and municipal community-organisation councils The Open Government Division of the Government Communications Department within the Office of the Government will monitor public engagement efforts carried out by ministries. During monitoring, the impact of the action will be assessed based on the following aspects: • Public sector employees are more likely to use various methods and practices for public engagement at different stages of the decision-making process. • There is increasing public involvement in the early stages of decision-making (defining the problem and considering alternatives). • The quality and consistency of public engagement processes are improving. • Engagement processes become more accessible to different groups in society.

Relevance of the Action to Advancing Openness

How will this action contribute to increasing transparency, promoting accountability, and fostering public participation in decision-making?

The action aims to improve the substance and effectiveness of public-engagement processes organised by public-sector employees, including representatives of municipal administrations, shifting the focus from formal implementation to meaningful results.

It is also expected that, following the training, municipalities will make more consistent efforts to ensure the accessibility and diversity of information, taking into account the specific characteristics of different population groups (age, field of employment, social and cultural needs). This will create more favourable conditions for various groups of residents to participate in decision-making processes

Action Implementation Plan

Milestones	Expected Outputs	Implementation Deadline	Stakeholders
Organise a forum on public-engagement practices	Forum activities	Q2 2028	Responsible entity – Office of the Government Stakeholders: ministries and other public sector organisations, municipal administrations, the Association of Local Authorities in Lithuania, and NGOs
Organise co-creation initiatives in the regions	Completed two initiatives	Q2 2028	Responsible entity – Office of the Government Stakeholders: ministries and other public sector organisations, municipal administrations
Organise a public-engagement training series	Completed training sessions	Q2 2028	Responsible entity – Office of the Government

			Stakeholders: ministries and other public sector organisations, municipal administrations
Organise Climate Week	Climate Week activities	Q4 2026	Responsible entity – Ministry of the Environment Stakeholders: ministries and other public sector organisations, municipal administrations, NGOs
Organise consultations for representatives of municipal administrations and municipal community-organisation councils	Two consultations	Q2 2028	Responsible entity – Ministry of the Interior Stakeholders – municipal administrations
Contact Information			
Given name and surname, position, email address and telephone number of the responsible person	Ieva Kimontaitė-Astrauskienė, Advisor to the Open Government Division of the Government Communications Department at the Office of the Government, ieva.kimontaite@lr.lt , +370 664 65 831 Justina Maslinskaitė, Senior Advisor in the Strategic Communications Division of the Ministry of the Environment, justina.maslinskaite@am.lt , +370 615 75 980 Alma Bulkevičienė, Head of the Public Administration and Local Self-Government Policy Group at the Ministry of the Interior, alma.bulkeviciene@vrm.lt , +370 5 271 7105 Dagnė Padegimė, Advisor to the Public Administration and Local Self-Government Policy Group at the Ministry of the Interior, dagne.padegime@vrm.lt , +370 5 271 8839		

Which civil society organisations, private sector representatives or other stakeholders do you plan to involve in the implementation of this commitment?

Various stakeholders will be involved in the implementation of the Plan: NGOs, experts in open government and/or open public sector, municipal community-organisation councils, the Association of Local Authorities in Lithuania, public-sector employees

Action II Communicate changes on legislation or public policy decisions in clear, simple and accessible language	
<i>June 2026 – June 2028</i>	
Brief description of the Action	This action aims to improve the quality of communication by ministries and the Office of the Government by organising practical training workshops for communication experts at these institutions, thereby responding to the public's need for clear and understandable information about the changes being implemented by the Government and its most important decisions
Main implementing agency / institution	Office of the Government
Stakeholders	• Public-sector institutions: ministries and bodies subordinate to ministries • Representatives of civil society: NGOs, experts, and researchers in the field of open public governance • Other stakeholders: private-sector communications experts
Problem Definition	
Main problem addressed	Due to the legal, technical, or administrative language used, some members of the public do not always understand the essence, reasoning, and impact of the decisions made by the Government and ministries²¹. Complex language or measures that are not always appropriately chosen limit citizens' opportunities to participate in the governance of the state, which is why decision-making is perceived as a closed process. Trust in institutions is declining not only because of the content of decisions, but also because of the way they are presented.

²¹ Co-creation Workshop “Participation in Decision-Making: What Steps Can We Take?”, December 4, 2025. A summary of the workshop is available [here](#).

	According to a public opinion survey commissioned by the Office of the Government in 2026, 36.4% of respondents felt moderately informed about the Government's activities, while about a quarter (24.3%) reported feeling less well informed. More than one-fifth (22.1%) consider their level of awareness to be sufficient, and only 4% of respondents consider it to be very good. Clarity and comprehensibility of information: Only 21.5% of respondents agree that the information the government communicates to the public is clear and understandable (3.4% strongly agree, 18.1% agree), but as many as 35.6% of those surveyed disagree (12.3% strongly disagree, 23.3% disagree).
Main causes of the problem	It may be assumed that, when communications experts prioritise legal precision and speed, they do not always take account of the target audience or present information in a way that is clear and comprehensible to all groups in society; nor are the most appropriate means, formats and channels always selected for the target audiences²². The more detailed causes of the problem will be identified through a survey of institutions and during the initial workshop stage. Once the exact causes have been identified, work would focus on specific cases.
Description of the Action	
Previous approaches to addressing the problem	The 'Democracy Code' training sessions held previously and the 'Learning Openness' platform helped lay the groundwork for public engagement, but there was a lack of specialized tools focused on practical communication in clear, simple and accessible language for communication experts in the ministries.
Planned solution to the problem / action	To bring about systemic change, the Office of the Government will implement a comprehensive measure. At the initial stage, communications experts in the ministries will be surveyed to identify needs and challenges, which will also be analysed during the initial workshop stage. Based on the insights gained and an analysis of the comments provided by stakeholders (NGOs, experts), a training programme will be developed.

²² Minutes of the Working Group Meeting, February 20, 2026. Available [here](#).

	This will not be a series of theoretical lectures, but rather action-oriented practical workshops, in which communications specialists will delve into specific cases and real-world challenges that prevent them from clearly communicating complex decisions or changes to target audiences using appropriate methods.		
Expected results	It is projected that, following the training, the proportion of communication experts who rate their ability to convey complex changes in a way that is understandable to their target audiences as “good” or “very good” will increase by at least 10% (compared to the initial survey). The aim is for the proportion of residents who consider the information communicated by the Government, including ministries, to be clear and understandable to increase by at least 5 percentage points in a follow-up public opinion survey (from 21.5 to 26.5%).		
Relevance of the Action to Advancing Openness			
How will this action contribute to increasing transparency, promoting accountability, and fostering public participation in decision-making?	Information presented in clear language, in an appropriate format, and through appropriate means and channels will become more accessible to a wider segment of the population, thereby increasing transparency and public awareness of the Government’s activities. It is expected that this action will strengthen the public sector’s accountability by ensuring that stakeholders are informed in a targeted and clear (rather than merely formal) manner about the rationale behind decisions and their consequences. When citizens understand the information provided to them, they can express their opinions more effectively and influence decisions		
Action Implementation Plan			
Milestones	Expected Outputs	Implementation Deadline	Stakeholders
Survey of communications experts to identify needs and challenges	Survey report and recommendations	Q3 2026	Responsible entity – Office of the Government Stakeholders: ministries and the Office of the Government

Training-workshop series for ministry communications experts	Completed training sessions	Q2 2028	Responsible entity – Office of the Government Stakeholders – ministry communications experts
Preparation of the ‘Let Us Communicate Clearly’ guidelines (handbook)	Electronic publication / handbook	Q2 2028	Responsible entity – Office of the Government Stakeholders: ministries and other public sector organisations
Contact Information			
Given name and surname, position, email address and telephone number of the responsible person	Gražina Kapkovičiūtė, Communications Expert in the Strategic Communications Division of the Government Communications Department at the Office of the Government, grazina.kapkoviciute@lr.lv , +370 5 209 8946		
Which civil society organisations, private sector representatives or other stakeholders do you plan to involve in the implementation of this commitment?	The implementation process will be open and based on active cooperation with external partners, including civil-society representatives and NGOs. Together with NGOs, an assessment will be made of the content most relevant to citizens and the topics currently most difficult to communicate.		

Action III Strengthen partnerships between municipalities and non-governmental organisations (NGOs) by further developing the role of municipal NGOs and providing networking opportunities	
<i>June 2026 – June 2028</i>	
Brief description of the Action	This action aims to strengthen the role of NGOs in municipal-level decision-making: to create more favourable conditions for their systematic involvement, partnership with municipal administrations, and the implementation of open government principles at the local level. The initiative is focused on strengthening the role of municipal NGO coordinators: analysing the current situation, identifying good practices, encouraging municipalities to establish or strengthen the role of NGO coordinators, developing the competencies of coordinators, and promoting networking
Main implementing agency / institution	Office of the Government, Ministry of Social Security and Labour
Stakeholders	• Public sector institutions: municipal administrations, ministries • Representatives of civil society: NGOs, municipal NGO councils
Problem Definition	
Main problem addressed	The problem addressed by this action is the insufficient involvement and representation of NGOs in municipal-level decision-making processes, limited partnerships between municipalities and NGOs, and uneven strengthening of civil society across regions. NGOs are important partners for municipalities, contributing to the improvement of public service quality, the development of social innovations, the strengthening of communities, and the advancement of democracy at the local level. However, in many municipalities, the NGO sector is not systematically strengthened, and the involvement of organisations in decision-making processes is fragmented and often depends on individual initiatives or personal connections.

	This challenge became clearly evident at the NGO Day forum held at the Seimas in February 2026, which was attended by more than 300 representatives of the NGO sector from all over Lithuania. During the discussions, the lack of NGO coordinators in municipalities and the failure to sufficiently ensure NGO involvement in decision-making at the municipal and regional levels were consistently identified as some of the key challenges limiting sustainable partnerships between municipalities and NGOs and the full realisation of the NGO sector's potential at the local level. Forum participants' experiences showed that in municipalities where responsibility for cooperation with NGOs and NGO development is not clearly defined, organisations find it more difficult to engage systematically in drafting decisions, share insights and data, and participate in co-creation processes. This limits both the ability of NGOs to influence decision-making and the ability of municipalities to consistently apply the principles of open government at the local level. These circumstances highlight the need to strengthen the institutional framework in municipalities, which would create more favourable conditions for involving NGOs and developing partnerships, and would allow civil society to participate more actively in addressing issues important to local communities.
Main causes of the problem	Uneven development of municipal NGO coordination. The NGO coordination function is developed to varying degrees across municipalities. Some municipalities have established job positions for NGO coordinators or appointed staff members to handle this responsibility, while in others this function is performed only partially or is integrated into other areas of activity. In the absence of clearly defined responsibilities for the development of the NGO sector and for partnerships, cooperation with NGOs tends to depend on individual initiatives and available resources. Need for coordinator competencies and methodological support. In municipalities where NGO coordinators are active, there is a clear need for additional methodological tools and practical knowledge, that is, there is a lack of methodology and practical information related to the analysis of the local NGO sector, the involvement of NGOs in decision-making and legislative processes, and the practical application of open government principles. Centralised methodological support, shared tools, and the systematisation of recurring solutions would help perform these functions more effectively and reduce the need for each municipality to develop new solutions on its own.

	Limited opportunities for cooperation among coordinators. Currently, municipal NGO coordinators do not have a permanent and structured platform for mutual cooperation, the exchange of experiences, and the discussion of common challenges. Stronger networking would create the conditions for sharing good practices and addressing emerging issues more effectively and would also promote a more consistent approach to the involvement of NGOs in different municipalities. Building the capacity of NGOs as municipal partners. NGOs are important partners for municipalities, capable of contributing to the quality of public services, the empowerment of communities, and the strengthening of local democracy. However, investment in the NGO sector and its systematic engagement at municipal level are currently uneven. Further capacity-building for NGOs as municipal partners and targeted investment in models of cooperation would strengthen the implementation of open government principles at the local level. A positive trend was recorded in 2025: public perceptions of civic influence improved, with the ability of NGOs and communities to influence important decisions assessed substantially more favourably (up 0.5 points from 2024). This indicates growing public confidence and a willingness to become more actively involved, provided that coherent and supportive institutional conditions are in place.
Description of the Action	
Previous approaches to addressing the problem	Cooperation between municipalities and NGOs in Lithuania has been strengthened in recent years through various initiatives and financial measures. Municipal NGO councils are in operation, project-based NGO funding is provided, individual consultations with NGOs are organised, and in some municipalities, examples of good practices are being developed to promote partnerships between local government and civil society. Important international and national initiatives include: • The project “Strengthening the Role of Non-Governmental Organisations and Increasing Their Transparency,” funded by the Lithuanian-Swiss Cooperation Fund, contributes significantly to strengthening municipal NGO councils, promoting NGO engagement, and increasing transparency at the local level. These activities are important, but they are primarily focused on one aspect – the advisory role – of cooperation between municipalities and NGOs.

	• The Non-Governmental Organisations Fund, administered by the Ministry of Social Security and Labour, provides funding for the institutional strengthening of NGOs, including projects aimed at developing NGOs' advocacy skills at the municipal level or promoting cooperation between NGOs and municipalities. However, these projects represent only a portion of the full range of funded activities; they are of limited duration and are typically focused on specific objectives or themes. Although these measures contribute significantly to strengthening the NGO sector, they are not always integrated into a coherent and sustainable system at the municipal level. Project-based activities are usually temporary, and their impact depends on the possibility of continuing them after funding ends. For this reason, there is still a need for more systematic solutions based on a permanent municipal function – clearly defined responsibility for the development of NGOs, cooperation, and inclusion in decision-making processes. In this regard, the role of the municipal NGO coordinator can serve as a connecting link, ensuring that individual initiatives, projects, and consultative mechanisms are integrated into long-term municipal policy that reflects the principles of open government.
Planned solution to the problem / action	This action aims to create the conditions for a stronger partnership between municipalities and NGOs, based on the principles of open government, by strengthening the role and capabilities of municipal NGO coordinators. Specifically planned activities are as follows: 1. The function and coverage of municipal NGO coordinators will be analysed. 2. A review of good municipal practices in NGO coordination will be prepared. 3. Events and/or discussions will be organised for municipalities to present the importance of NGO coordinators and practical examples. 4. Networking and peer-learning measures for NGO coordinators will be promoted. 5. Targeted capacity-building activities will be implemented for NGO coordinators, covering the engagement of social-economy organisations and NGOs in decision-making and law-making and the application of open government principles in municipalities. 6. The legal framework governing the establishment of the post of municipal NGO coordinator and the functions of NGO coordinators will be assessed.

Expected results	By June 2028: • An analysis of municipal NGO coordinators completed, providing a better understanding of the diversity of current NGO-coordination practices and their role in strengthening municipal–NGO cooperation. • A review of good practices prepared and presented, highlighting different municipal approaches to NGO engagement, partnership development and the principles of open government at local level. • Information and awareness-raising events held for municipalities, providing opportunities to share experience, discuss the role of NGO coordinators and strengthen understanding of the benefits of cooperation with NGOs. • Improved conditions created for cooperation and exchanges of experience among municipal NGO coordinators, and the establishment of a permanent NGO-coordinator network promoted. • Capacity-building activities implemented and recommendations presented to strengthen municipal NGO coordinators' ability to develop co-creation, promote the engagement of social-economy organisations and NGOs in decision-making, and apply the principles of open government in their daily work. • The need to amend the legal framework governing the establishment of the post of municipal NGO coordinator and the functions of NGO coordinators was assessed.		
Relevance of the Action to advancing openness			
How will this action contribute to increasing transparency, promoting accountability, and fostering public participation in decision-making?	This action will contribute to strengthening public participation, transparency, and accountability at the local level, thereby facilitating the more consistent involvement of NGOs in municipal decision-making. A stronger NGO coordinator function will help municipalities share information more purposefully, open decision-making processes and build long-term partnerships with civil society, thereby putting the principles of open government into practice.		
Action Implementation Plan			
Milestones	Expected Outputs	Implementation Deadline	Stakeholders

Analyse the situation of municipal NGO coordinators	Overview of existing needs and issues	Q4 2026	Responsible entity – Ministry of Social Security and Labour Stakeholders: municipal administrations, NGOs, the Association of Local Authorities in Lithuania
The legal framework governing the establishment of the post of municipal NGO coordinator and the functions of NGO coordinators is being analysed	Evaluation of regulatory change needs	Q3 2027	Responsible entity – Ministry of Social Security and Labour Stakeholders: municipal administrations, NGOs, the Association of Local Authorities in Lithuania
Information and awareness-raising activities carried out for municipalities to improve understanding of the role of NGO coordinators and their importance to municipal-NGO cooperation	Completed information and awareness-raising activities	Q2 2028	Responsible entity: Ministry of Social Security and Labour, Office of the Government Stakeholders: municipal administrations, the Association of Local Authorities in Lithuania, NGOs
Conditions created for cooperation and practice exchange among municipal NGO coordinators	Conducted networking activities among municipal NGO coordinators	Q2 2028	Responsible entities: Ministry of Social Security and Labour, Office of the Government Stakeholders: municipal NGO coordinators, municipal administrations
Capacity-building activities organised and recommendations presented for municipal NGO coordinators	Completed capacity-building activities	Q4 2027	Responsible entity – Office of the Government Stakeholders: municipal NGO coordinators, municipal administrations
Contact Information			

Given name and surname, position, email address and telephone number of the responsible person	Ieva Kimontaitė-Astrauskienė, Advisor to the Open Government Division of the Government Communications Department at the Office of the Government, ieva.kimontaite@lr.lv, +370 664 65 831 Raimonda Mackevičiūtė, Head of the Non-Governmental Organisations Development Group at the Ministry of Social Security and Labour, raimonda.mackeviciute@socmin.lt, +370 660 36 262
Which civil society organisations, private sector representatives or other stakeholders do you plan to involve in the implementation of this commitment?	Various stakeholders will be involved in the implementation of the Plan: NGOs, experts in open government and public engagement, municipal officials responsible for NGO coordination, and the Association of Local Authorities in Lithuania