Navarra and the Open Government Partnership (OGP)

In 2023, the Government of Navarra began the process of joining the Open Government Partnership's OGP Local Program. In June 2023, OGP launched its global call for expressions of interest to welcome 50 new subnational governments into the OGP Local Program[13] , and in September of that same year, the application period opened.

On December 22, 2023, María Chivite, President of the Autonomous Community of Navarra, submitted to OGP a expression of interest letter to formalize Navarra's application to the OGP Local Program, along with letters of support signed by:

- Mikel Aguirre, President of the **UNICEF** Navarra Committee
- María Luz Sanz, President of **CERMIN (**Committee of Representatives of Persons with Disabilities of Navarra)
- Xabier Alcuaz, President of **FNMC** (Navarra Federation of Municipalities and Councils)
- Ramón Gonzalo García, Dean of the **UPNA (**Public University of Navarra)
- Patxi Vera, Ombudsman **of** Navarra[14]

In the latest selection of subnational cohorts approved on April 15, 2024, by the OGP, the Government of Navarra was selected through a competitive process, along with 54 other jurisdictions worldwide, to join this global Alliance in its OGP Local program, which, as previously mentioned, had 170 active participating subnational governments by the end of 2024.

By joining the local program, the Government of Navarra committed to co-designing open government action plans with civil society and implementing them, and to having these plans evaluated by an independent monitoring (evaluation) body.[15]

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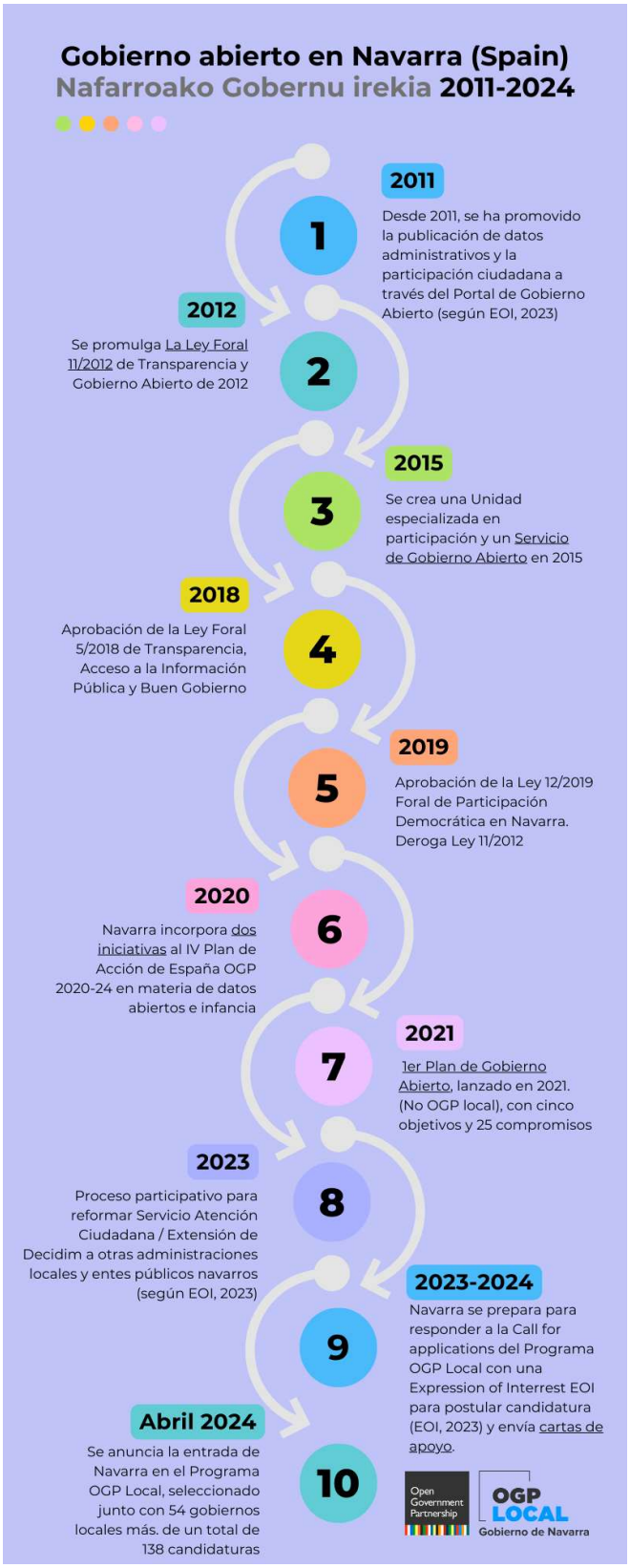
[13] A web version of this call for proposals is available at the URL: https://web.archive.org/web/20230702110225/https://www.opengovpartnership.org/ogp-local/join-ogp-local-call-for-expressions-of-interest-2023/

[14] Letters of support can be found at the URL: https://www.opengovpartnership.org/wp-content/uploads/2024/07/Navarra-Letters-of-Support-2024.pdf

[15] In June 2024, the Government of Navarra contacted the GIGAPP Association to invite it to participate as a monitoring body for this First Local OGP Action Plan. As a monitoring entity, GIGAPP is a network of researchers in government and public policy, and within this mandate, its lead researcher is tasked with monitoring this plan, reporting on the co-creation process, and on the progress and results associated with its commitments. This monitoring and evaluation process must follow a methodology provided by the OGP Local program. Findings must be based on methodology and evidence.



Source: own elaboration

Description of the co-creation process

The co-creation process for Navarra's First OGP Local Action Plan 2025–2026 began in April 2024 and concluded in December 2024. On April 16, 2024, with the announcement of Navarra's accession to the OGP Local Program[16] **,** the planning process for the co-creation of **the First OGP Local Action Plan for Open Government in Navarra**[17] formally began**.** The process[18] consisted of four phases or stages, described below.

Phase 1. Definition of potential thematic areas (Steering Group meeting, review of strategic areas, and inputs collection)

One month later, on May 15, 2024, the first meeting of the steering group was held in Pamplona, comprising the following 15 participants from the Government of Navarra, independent entities, CSOs, and academia.

- Edurne Barrenechea, **UPNA**
- Maider Gabilondo, **UNICEF Navarra**
- Juan Jesús Echaide **FNMyC**
- Carlos Sarasibar **Navarra Ombudsman (Nafarroako Arartekoa)**
- Mari Luz Sanz **CERMIN Navarra**
- Edurne Eginoa **Office of Good Practices and Anti-Corruption**
- Juan Luis Beltrán **Navarra Transparency Council**
- **Representing the Government of Navarra** was the Director of the Service for Planning, Coordination, Innovation, and Evaluation of Public Policies: Luis Tarrafeta Sayas. Representing the General Directorate of the Presidency, Open Government, and Relations with the Parliament of Navarra: Joseba Asiain, Itziar Ayerdi, Juan Carlos Lázaro, Beatriz Aceña, Jon Iriarte, and Ana Etxaleku. The session was chaired by Félix Taberna Monzón, then First Vice President and Minister of the Presidency and Equality.
- **Point of Contact (PoC) for the Government of Navarra regarding the OGP:** Mariana Cancela.

The main objectives of the meeting were to formally establish the Steering Group that will actively participate in the design and implementation of the Action Plan and to clarify what the OGP is and its relevance to Navarra's candidacy, to present the co-creation cycle , and, finally,

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[16] The news article can be viewed at the URL: https://www.opengovpartnership.org/news/55-local-governments-join-international-partnership-on-open-government/

[17] From here on, this will be understood as the first open government plan in Navarra, although, as we noted earlier, it is the second, since one was implemented previously (outside the OGP Local program) for the 2021–2023 period.

[18] The website for this process can be found at the URL https://participa.navarra.es/processes/plan-de-accion-para-la-alianza-por-el-gobierno-abierto?locale=es

to jointly analyze 11 open government trends that will lay the groundwork for the three potential commitments that will form the basis of the Action Plan. Ana Etxaleku, Head of the Citizen Participation and Volunteering Service, presented the co-creation cycle for the Action Plan, designed in accordance with the methodology proposed by the OGP.

Infographic: Proposed co-creation cycle

Source: Document of the 1st Meeting of the Navarra OGP Local Action Plan Steering Group

Previously, and thanks to the experience gained with the First Open Government Plan (*Gobernu Irekiaren I. Plana* 2021), the Government of Navarra identified 11 strategic pillars[19] on which a collaborative effort was initiated with the Steering Group to refine them and include possible aspects not initially considered.

[19] This strategic assessment effort can be found in the following document: https://tinyurl.com/2hc8bcdu

The ten strategic pillars

1. Technological advancements as a driving force behind open government
2. A firm commitment to clear communication
3. Strengthening transparency as an essential pillar of open government
4. Greater direct citizen participation and more comprehensive and inclusive participatory processes
5. Participatory processes linked to the definition, redefinition, and improvement of public services, aiming for a better user experience
6. Progressive inclusion of deliberative participation
7. Advances in the understanding and application of participatory processes in budget preparation
8. Expansion of accountability processes
9. Deepening on institutional integrity from a systemic perspective
10. Pursuit of excellence based on the continuous improvement of omnichannel citizen services

As a result, some thirty contributions were generated for these strategic pillars, which were received and incorporated into the document "First Meeting of the Steering Group for the Co-creation Process."[20] The objective was to review the resulting pillars with the Navarra Council for Citizen Participation, organize the informational session for voting on thematic pillars to be considered for inclusion in the First OGP Local Action Plan, and the future holding of thematic co-creation roundtables to refine the three most-voted thematic pillars.

A description of this phase of the process and the relevant documentation can be found on the Government of Navarra's participation website.[21]

The Navarra Council for Citizen Participation received the document and submitted its observations and recommendations regarding the 11 thematic pillars[22] . These contributions were reviewed and discussed in a feedback document[23] , in which some proposals were identified and included, while others were discarded, thereby improving the pillars.

[20] Available at the URL: https://docs.google.com/document/d/11t74Jiz9f_h62gpXVhFrM6RKVEUr2mrL5y8K4FMG0Js/edit?usp=sharing

[21] At the URL: https://participa.navarra.es/processes/plan-de-accion-para-la-alianza-por-el-gobierno-abierto/f/469/meetings/109

[22] View document submitted at this URL: https://drive.google.com/file/d/12n-4QAymH5VC1JQayDTzivriNz3x612y/view?usp=sharing

[23] View the document summarizing feedback received by the Navarrese Participation Council at the URL https://drive.google.com/file/d/1IugmdFiLzv4K96HMhGLxF90l8rE5gDLW/view?usp=sharing

Phase 2. Opening to the public (Voting process on the thematic areas and collection of public input)

On June 19, 2024, a virtual informational session was held regarding the participatory process that had begun,[24] , during which the role of OGP and Navarra's entry into the OGP Local Program were explained; the Monitory body outlined the role associated with this follow-up process; the 10 thematic areas (11 themes if we include the cross-cutting one), and the voting process for the themes began.

This voting period was open on the *Participa Navarra* platform from June 19, 2024, through September 15, 2024.[25] Citizens were thus able to access information about the process, learn about the thematic areas, and participate[26] by voting.

The voting results were made public, and 102 responses were received. With this input, the process of drafting the First Action Plan began in earnest, based on the three most-voted themes.

Voting results for thematic areas. First OGP Local Action Plan for Navara

Most-Voted Strategic Themes	votes
Participatory processes to improve public services and the user experience*	**51 votes**
Commitment to clear communication *	**49 votes**
Greater and better direct citizen participation and more inclusive participatory processes*	**44 votes**
Improving citizen services through various channels	37 votes
Expanding accountability	26 votes
Technology as a driver of a more open government	23 votes
Strengthening transparency as a pillar of open government	23 votes
Strengthening institutional integrity	18 votes
Advancing the understanding and implementation of participatory budgeting	18 votes
Inclusion of deliberative participation to address complex challenges	17 votes

*Priority areas selected for the First Action Plan. Source: Government of Navarra's participation portal. Priority area voting results, URL: https://participa.navarra.es/processes/plan-de-accion-para-la-alianza-por-el-gobierno-abierto/f/488/?locale=es

[24] The video of the session can be viewed at https://www.youtube.com/watch?v=hmOWpD7l9hM

[25] https://forma.administracionelectronica.gob.es/form/open/corp/f1d88f71-7415-4b16-b11a-2cd1c842683b/qoEl%20

[26] https://participa.navarra.es/processes/plan-de-accion-para-la-alianza-por-el-gobierno-abierto/f/476/proposals

Phase 3. Working groups: thematic co-creation sessions, citizen contributions

On October 15, 2024, thematic workshops on the three most-voted priorities were held at the Residencia Fuerte del Príncipe in Pamplona. The event was structured into three working groups, each focused on one of the three priorities that will make up the Plan.

1. Participatory processes to improve public services and the user experience
2. Commitment to clear communication
3. Greater and better direct citizen participation and more inclusive participatory processes

The event was attended by 28 participants, in addition to several members of the steering group and the researcher from the monitory body, and up to 11 CSOs and organizations were represented.[27] The document containing the minutes of the thematic working groups,[28] , describes in detail the contributions made to each of the three thematic pillars, as a SWOT and CAME analysis methodology was used, incorporating key inputs regarding threats, opportunities, weaknesses, and strengths, as well as key inputs associated with milestones and specific actions for each commitment, many of which were incorporated into the draft of the First Action Plan.

Box 1. Summary of the participatory process

A total of **69 direct participations** were recorded in the co-creation process, corresponding to attendance at the initial meeting with the Steering Group, the public information session, and the working groups for defining specific commitments. Additionally, **102 indirect participations** were recorded through voting in the survey designed to define the strategic pillars of the Action Plan.

In addition, five members of the Navarra Participation Council provided feedback on the text of the ten strategic priorities put to a vote, and two individuals provided feedback on the final draft of the Plan. In total, **the process received 178 contributions.**

It is worth noting that **16 entities**, both governmental and non-governmental, were actively involved throughout the development of the Action Plan.

During the co-creation process, a total of **209 contributions** were recorded, distributed as follows: 30 contributions made at the initial meeting with the Steering Group, 23 contributions from the Navarra Council for Citizen Participation, 156 contributions generated in the working groups, and 2 specific contributions to the final draft of the Action Plan.

Source: Final report on participation in the co-creation process of the NAVARRA GOVERNMENT ACTION PLAN FOR THE OPEN GOVERNMENT PARTNERSHIP (OGP) URL: https://docs.google.com/document/d/14i6XZdkp0Hcw8n3-fLo5I_nyLIIY995xWA7VDH1xU_g/edit?usp=sharing

[27] The complete list of panelists is available at https://docs.google.com/document/d/1t9Nq9yz37d7AHYXNNp4OPyPa7KI6sbJaHD25Wq6UE5Q/edit?usp=sharing

[28] Available at https://drive.google.com/file/d/12GVJKW78F0nkAmxuE4NKPEmyjXHf53gf/view?usp=drive_link

Phase 4. Presentation of the Plan (drafting of the action plan and consultation process

On February 12, 2025, the presentation of the First OGP Local Action Plan for Open Government in Navarra took place. During this presentation, a recording of which is available at https://www.youtube.com/watch?v=b8eyz_QQ4j8, the Action Plan was formally presented. The session detailed the co-creation process based on a participatory methodology, in which key areas of work were defined, citizens were consulted via the Participa Navarra portal, and actions were prioritized based on the feedback received.

During this session, specific cases and experiences were also presented, emphasizing that initiatives such as the use of plain language, cognitive accessibility, and personalized service make the administration more accessible and useful for everyone, including those with comprehension difficulties.

The presentation explained the project and progress related to the Navarra Citizens' Assembly on Climate Change as an example of direct participation in environmental public policy, which is intended to be incorporated into the OGP's *Open Gov Challenges* Program[29]

Image: Josea Isian, at the presentation of the 1st OGP Local Action Plan for Navarra on Open Government. February 12, 2025

[29] https://www.opengovpartnership.org/es/the-open-gov-challenge/

Source: own elaboration