

## COMMITMENTS FOR THE ACTION PLAN

### COMMITMENT 1: ACCOUNTABILITY by means of mandate plans

#### 1. Description of the comments (what it consists of, milestones, results, timeline...)

**Title:** Accountability by means of preparing mandate plans.

**Description:** Consensually construct a basic and advanced information public standard for the mandate commitments for Basque institutions (local, provincial and regional levels), with a monitoring system comprising monitoring reports, publication of datasets on compliance visualization and monitoring indicators that are understandable by the general public; and with a social audit communication/participation plan.

This commitment is a unifying force, where the desirable characteristics of a common accountability model will be defined. Furthermore, it will be scalable (valid for anyone who has yet to start) by establishing levels just as OGP does: basic standards and advanced ones. Modelling the accountability will cause us to reflect on the organisational model, structure model, monitoring model, etc. that respond to those challenges and also address those two levels.

**Scope:**

Cross-cutting. All Basque authorities, adapted to each provincial level and dimension.

**General objective:**

Establish the practice of accountability by means of mandate plans and citizen cooperation in their monitoring and assessment in order to achieve a more participative citizenry in public affairs.

**Operating objectives / results:**

1. Agree a common information structure to be published in the mandate plans, adapted to the different levels of the Basque administration, which allows compliance of the commitments, deadline deviation, expenditure implementation and the overall quality of each action (results and impacts) to be monitored.
2. Define the functional part of a platform (from a reuse approach) for the online monitoring, detailing the progress of the committed actions and based on interactive graphic elements.
3. Segment targets of the policy and adjust the channels and information to their interests, including social audit participatory processes.
4. Incorporate the routine of checking the progress of the projects with citizen input in the culture of our Administrations.

**Tasks/milestones:**

1. Agreeing on the requirements with which the mandate plans adapted to each dimension and territorial level must comply, with participation of all levels of the administration.
2. Agreeing on the requirements with which the monitoring mechanisms of the mandate plan compliance must meet.
3. Defining the functional part of the mandate plan platform (from a reuse approach)
4. Identifying key factors for communication/participation during the monitoring of the mandate plan (social audit model)
5. Developing a framework for the regular publication of results
6. Designing regular communication products (half-yearly/yearly/end of mandate)
7. Implementing in a pilot sample (after the local elections).
8. Assessing pilot schemes.

**Timelines:**

Actions 1-6: from September 2018 to May 2019

Action 7: from 2019 onwards

Action 8: July 2020

**2. Who will lead it and why**

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The Basque Government, through the Lehendakaritza's Open Government Directorate.

The Basque Government already has a monitoring model of the Government Programme in place, which will act as a baseline.

**3. Entities and individuals to be involved**

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The following will contribute directly: Donostia-San Sebastián City Council, Vitoria City Council and Bizkaia Provincial Council.

The other local and provincial administrations should be involved for their adaptation to those territorial levels and other small-scale local levels should also be involved to incorporate all the needs, which will make Eudel's contribution necessary.

There will be citizen participation, by means of involving the non-organised and organised citizenry to provide their perspective and different sensitivities.

The entities and individuals to be invited to participate in the implementation of the commitment will be identified in the participatory process with the Open Forum.

**4. Type of commitment**

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Vertical. Mandate plan accountability requires laying down a common culture and methods for the three provincial levels of administration that make it easier for the public to understand and encourage their participation in public affairs.

## 5. Problems addressed

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The Transparency, Access to Public Information and Good Governance Act 19/2013 requires all administrations to publish multiannual and annual plans and programmes setting specific targets, along with the activities, measures and time envisaged for their implementation, along with their degree of compliance and results (measurement and assessment indicators) (Article 6.2).

The Basque Local Institutions Act establishes the obligation to actively publish the municipal government plan, mandate plan or action plan, as applicable, and regularly publish its degree of implementation. (Art 52.1.c))

However, this legislation does not guarantee a common model for all Basque citizens, which is understandable and helps to get them involved in generating shared public value. Therefore, using the legislation as a lever, we are committed to building a Basque model for mandate plan accountability, with common criteria and social audit principles.

## 6. Assessment: Potential impact

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It would mean a step further in the collaborative governance of Basque institutions.

## COMMITMENT 2: OPEN DATA BASQUE COUNTRY AND LINKED OPEN DATA

### 1. Description of the comments (what it consists of, milestones, results, timeline...)

**Title:** Open data Basque Country and Linked open data

**Description:** Identify datasets required by reusers in the Basque Country (including university research staff) and mainstream and link that data by Basque administrations, by developing interinstitutional new services and visualisations.

**Scope:**

Cross-cutting. All Basque administrations, able to provide datasets, hosting them by means of data federation in Open Data Basque Country.

A series of open public dataset or likely to be opened by Basque administrations based on citizen demand is selected. The data and the way in which they are offered in reusable formats on the different public open data of the Basque Autonomous Community.

Subsequently, the Basque administrations will work on standardising and unifying the data structure and format, with each administration publishing the datasets selected in non-proprietary datasets, in other words, at level three of the Tim Berners-Lee's 5-star Open Data scheme (<http://5stardata.info/es/>).

Finally, the emphasis in those datasets wherever feasible will be on linking the data between the Basque administrations and publish them as Linked Open Data (level 5 of Tim Berners-Lee's 5-Star Open Data scheme), along with generating a service a year with the visualisation of linked data information.

It is a complex challenge that requires cooperation between the Basque institutions holding the information and non-governmental organisations committed to the democratic regenerations that intervene as defenders of citizen interests and the common good. Working together, weaving networks and sharing best practices and tools.

**General objective:**

The main objective is to foster the use of open public data generated by the different Basque administrations and which are of interest for the citizen.

According to the ONTSI 2016 study by the National Observatory of Telecommunications and Information Society of the Ministry of Energy, Tourism and Digital Agenda, the main problem that open data reusers report having is the lack of data uniformity (69% of the total of reusers surveyed).

The commitment seeks to eliminate the main barrier reported by the re-users when generating products arising from the data, publishing standardised public data and exemplifying the reuse opportunity by means of generating services of interest for the citizenry.

**Operating objectives / results:**

1. Open up a way to standardise open data between Basque administrations and which lays the foundations to progressively expand the number of standardised and open public datasets in the Basque Country.

2. Address the demands of the reusers and citizen focus group as regards which public open datasets raise greatest interest.
3. Offer sets of interoperable and uniform datasets that allow services arising from them to be generated.
4. Generate interinstitutional services with the linked data.

**Tasks/milestones:**

1. Selection of those most requested datasets, with the sole requirement of their being data that the majority of Basque administrations hold.
2. Standardisation and unification of the data between administrations.
3. Publication of the datasets in open reusable formats (level 3 of Tim Berners-Lee's 5-star Open Data scheme).
4. Publication of some datasets as linked data (Level 5 of Tim Berners-Lee's 5-star Open Data scheme) and load on the Linked Open Data infrastructure of Open Data Basque Country.
5. Generating interinstitutional services with linked data

**Timelines:**

Actions 1-3: from September 2018 to May 2019

Action 4-5: September 2019 to August 2020

Finally, wherever feasible, the emphasis in those datasets will be on linking the data between the Basque administrations and publishing them as Linked Open Data (level 5 of Tim Berners-Lee's 5-Star Open Data scheme), along with generating a service a year with the visualisation of linked data information.

It is a complex challenge that requires cooperation between the Basque institutions holding the information and non-governmental organisations committed to the democratic regenerations that intervene as defenders of citizen interests and the common good. Working together, weaving networks and sharing best practices and tools.

**2. Who will lead it and why**

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The Basque Government, through the Citizen Services and Innovation and Improvement of the Administration Directorate, as its 2020 Strategic Public Innovation and Governance Plan has prioritised the offer of new public services based on the release of data with great operating potential (health, education, industry,...) that foster the generation of wealth and which contribute to shaping the opinion of Basque citizens.

The Basque Government is the entity that can assume that necessary leadership as it has the most advanced public open data and has Open Data Basque Country where the data of the remaining Basque administrations are gradually being federated, along with a Linked Open Data platform, which allows data to be linked to generate more affordable information.

Bizkaia Provincial Council is strongly committed to driving open data and will co-lead the commitment.

### 3. Entities and individuals to be involved

The following will contribute directly: Donostia-San Sebastián City Council.

The 3 Provincial Council, the 3 city councils of the provincial capitals and Eudel-Association of Basque Municipalities, as public institutions.

They will work with intermediaries, the university and with informal and formal private entities that foster the reuse of public data and which foster active citizenry.

The entities and individuals to be invited to participate in the implementation of the commitment will be identified in the participatory process with the Open Forum.

### 4. Type of commitment

Vertical commitment. Opening of public data for reuse requires configuring a common model for the three provincial administration levels that allows the information to be linked.

### 5. Problems addressed

The lack of use of the public information with potential to generate wealth and critical awareness-raising among the citizens regarding public management.

### 6. Assessment: Potential impact

The following impacts are envisaged:

- Progress towards a data opening strategy focused on demand
- Overcoming stratification in data opening that hinders their reuse // or expressed positively: interinstitutional opening of linked data that foster their reuse by civil society.
- After the common opening and linking of data strategy has been established and agreed, and the first services implemented, it will have a multiplying and exemplifying effect that will stimulate citizen demand for new services.

## COMMITMENT 3: citizen participation in the Basque Country ilab

### 1. Description of the comments (what it consists of, milestones, results, timeline...)

**Title:** Setting up a citizen participation public innovation laboratory (citizen participation in the Basque Country *ilab*).

**Description:** The citizen participation in the Basque Country *ilab* is to be created based on:

- Private-public partnership: for it to be a learning space in citizen participation to cogenerate public value
- Experimentation in citizen participation innovation by means of driving small-scale pilot projects and their testing.
- Use of creative and innovative methodologies that allow empathising, defining, designing, prototyping and testing
- Risk management, that helps administrations to experiment and to better tolerate failure by minimising the impact on citizens
- Commitment to public innovation in the form of good government: integrity, transparency, accountability and constructive collaboration
- Acting using interinstitutional benchmark to spread good practices

**Scope:**

Cross-cutting. With the participation of all Basque Administrations, according to their interests.

**General objective:**

Establish a stable forum to stimulate public innovation in citizen participation to be a benchmark in the Basque Country for all Basque administrations and the social fabric.

**Operating objectives / results:**

The participation in the Basque Country *ilab* will serve to:

- + Exchange concerns and collaborate between civic and institutional stakeholders regarding citizen participation principles, models, channels, methodologies and practices
- + Test new channels, methods and models for citizen participation and private-public partnership by means of proven experimentation
- + Concentrate and coordinate public innovation endeavours regarding participation and to channel private or public proposals
- + Minimise the fear of risk when experimenting with new governance models in the institutional framework
- + Exemplify the potentialities of private-public partnership regarding good governance

**Tasks/milestones:**

1. Setting up the interinstitutional laboratory with citizen participation – “citizen participation in the Basque Country ilab”, as an informal forum but committed with innovation and spreading best practices
2. Mapping innovative citizen participation practices in the world and among OGP partners
3. Identifying pilot schemes to be implemented on innovative practices that are interesting but risky or disputed (consultations by lots, participatory budgets, virtual participation platform, collaborative law...) and has driving forces able to leading them, implement them and assess them
4. Launching 4 pilot schemes, 2 per year. Some points of interest to examine have been specified in the process to identify commitments:
  - channels to activate the participation of young people
  - channels to activate the participation of immigrants
  - participation platforms of social service users, identifying the information on social services map, catalogue of benefits and services that regard them, and opportunities for interaction
  - experimentation of the philosophy of collaborative law applied to conscious contracts, in the sphere of housing rentals
  - conditions for efficient consultation by lots or to prepare participatory budgets
5. Participatory assessment of results and impacts
6. Guidance to spread the new tested participatory methodologies, tools or models, by means of preparing guides, manuals and guidelines, by adjusting the different instruments to critical elements such as: scope of the process, expected impacts, citizen expectations, available time and resources, etc.

**Timelines:**

Actions 1-3: from September 2018 to December 2018

Action 4: 2 initial pilots – January to December 2019

2 second pilots – January to June 2020

Action 5 and 6 : January to July 2020

**2. Who will lead it and why**

The Basque Country, through the Citizen Services and Innovation and Improvement of the Administration Directorate, and Innobasque-Basque Innovation Agency, promoters of the White Paper for Democracy and Citizen Participation for the Basque Country

In conjunction with the administrations ready to take part in pilot projects

In conjunction with individual or civic entities ready to participate in ilab

**2. Entities and individuals to be involved**



The following will contribute directly: Gipuzkoa Provincial Council and Bilbao City Council.

The 3 Provincial Councils, the 3 city councils of the provincial capitals and Eudel-Association of Basque Municipalities, as public institutions, will be involved.

Basque Collaborative Law Association

Entities of the Basque third social sector

Basque Youth Council

The entities and individuals to be invited to participate in the implementation of the commitment will be identified in the participatory process with the Open Forum.

### 3. Type of commitment

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Vertical. The priorities for innovation by Basque administrations as a whole will be identified and they will be involved in the pilot schemes where they have greatest interest, whose conclusions and models will be used by all of them.

### 4. Problems addressed

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All the administrations are launching participatory processes. However, in some cases, they use traditional channels and mechanisms that do not always incite interest or always do so among the same collectives and individuals. The aim is to reach the largest audience and to generate greater public value in the participatory processes, as well to encourage citizens to help in the decision making of the public managers.

The citizens have also begun to show symptoms of tiredness and scepticism (too many participatory processes, unclear targets, little capacity to be influential, overlapping in models...) around the participatory processes fostered by the administrations which makes it necessary to rethink the channels, methods and instruments used with greatest frequency.

On the other hand, there are different types of participation, as identified in the White Paper on Democracy and Citizen Participation for the Basque Country: *political participation for designing and assessing policies and programmes* (citizenry as a stakeholder intervening in political efficiency); *participation to design and assess public services* (citizenry as users of public services); *collaborative participation* (citizenry as generator of public value; collaborating to aggregate). The aim is to promote innovative collaborative practices in those three public-private spheres (political participation, participation to improve public services, collaborative participation) seeking to incorporate different sensitivities and perspectives.

### 5. Assessment: Potential impact

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This initiative will allow new practices in citizen collaboration and participation to be undertaken and spread as they are tested, modelled and agreed with civic and institutional stakeholders.

## COMMITMENT 4: OPEN ESKOLA (Open school for citizens)

### 1. Description of the comments (what it consists of, milestones, results, timeline...)

**Title:** Implementation of a proven open school for citizens model as a learning and meeting in the Basque Country to foster a more active citizenship in public affairs and an administration more open to accountability and to continuous improvement.

**Description:** The aim is to create an open school for citizens model in the Basque Country to act as a benchmark for its implementation at any territorial level, based on:

- Private-public partnership: for it to be a space for learning skills to collaborate in public value cogeneration where citizens and political and technical staff of public management are involved.
- Experimenting with methods to learn agreement, negotiation and collaborative skills
- Practice-based learning. In conjunction with the participation in the Basque Country *ilab*, the Open Eskola citizens will be able to take part in the projects/initiatives to be tested from the *ilab*.
- The necessary deliberation skills
- Critical activation of citizens regarding the routine work of the public administrations and their possibilities for improvement
- Commitment to public innovation in the form of good government: integrity, transparency, accountability and constructive collaboration
- Interinstitutional involvement to spread good practices

**Scope:**

Vertical. With the participation of all Basque Administrations, according to their interests.

**General objective:**

Foster a collaborative and participatory public management culture in Basque society by means of collaboration skills-building.

**Operating objectives / results:**

The Open Eskola model will be aimed at:

-Sharing public information with citizens in the understandable and accessible form possible, in a way that allows them to be more aware of the work of the administrations and generate improvement proposals based on negotiation and conciliation of interests. It will thus be the basis to likewise promote open discussion and reflection spaces about the future opportunities, challenges and projects of their city/province/autonomous community.

- Generating attitudes and behaviour both among citizens and public stakeholders inclined to trust-based collaboration, which will be the means to further delve into the different needs and interests

of the parties, effective communication, active listening, prevention of conflict or solving the conflict in a non-confrontational way by seeking satisfactory agreements for the parties.

- Training people facing participation barriers (the elderly, immigrants with language barriers, people with a low level of education...)

This means modelling:

- Citizen communication-information systems regarding the public management, based on approachable interaction models with the person in charge of each public management area, and regarding citizen management of public services (civil society and third sector), as public value generators (administrations and associative network).

- Skills learning-teaching systems for collaboration, for co-creation, for co-management...

#### **Tasks/milestones:**

1. Mapping innovative citizen participation practices in the world and among OGP partners
2. Developing the communication-information model for citizens to play an active role in the management of public affairs.
3. Developing the basic learning-teaching models for collaborative skills.
4. Implementation in the city of Vitoria/or province of Álava
5. Engaged assessment of results and impacts
6. Adjustments to the model and development of guides, manuals and guidelines to be disseminated.

#### **Timelines:**

Actions 1-2: from September 2018 to December 2018

Action 3: January to June 2019

Action 4: July 2019 June 2020 (after the local elections)

Action 5 and 6: July-August 2020

## **2. Who will lead it and why**

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Vitoria City Council and Álava Provincial Council, as Vitoria City Council has a citizens Open School.

### 3. Entities and individuals to be involved

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The following will contribute directly: Bilbao City Council and Innobasque.

The 3 Provincial Councils, the 3 city councils of the provincial capitals and Eudel-Association of Basque Municipalities, as public institutions, will be involved.

The Basque Collaborative Law Association with its skill-building methods for collaboration, negotiation and agreement, and the non-confrontational methods. Bikonsulting-Cooperativa for the common good, which are supporting the implementation of the School for the active citizens of Vitoria-Gasteiz. Helduak Adi, the association for lifelong learning and the social participation of older persons.

The entities and individuals to be invited to participate in the implementation of the commitment will be identified in the participatory process with the Open Forum.

### 4. Type of commitment

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Vertical. The bases of the model will be shared for its gradual implementation in all the interested administrations of the BAC.

### 5. Problems addressed

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All the administrations are launching participatory processes. However, the processes do not always motivate citizens or are effective in terms of generating proposals, discussions or solutions for complex needs. The administration often communicates in a bureaucratic way and citizens do not feel involved and motivated to take part or if they do so, do not feel as their contributions are sufficiently recognised. Both sides are needed and must learn to work together for the common good.

The White Paper on Democracy and Citizen Participation for the Basque Country produced in 2014 with input from 600 people and 150 entities, identified among its 10 factors for its deployment phase:

*6. How to foster the participatory culture (how to teach participation, how to learn, how to create culture) and the role of the Administration to foster it: education in participation, social recognition of participation, recognition of legitimate ...)*

*7. (Citizen and political) participation skills and how to develop them*

### 6. Assessment: Potential impact

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This initiative will allow a model to be systematised that helps to promote the participation culture from the development of skills among the citizens and public stakeholders for collaboration, which will lead to the democratic maturity of Basque society.

## COMMITMENT 5: BASQUE INTEGRITY SYSTEM

### 1. Description of the comments (what it consists of, milestones, results, timeline...)

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**Title:** Basque integrity system

**Description:** The aim is to establish the basis for the implementation of an Integrity System for the Basque Administrations that reinforces the ethical infrastructure of our institutions by means of driving an integrity policy that may not just settle for mere compliance of legality, but rather must take decisive steps for the construction and effectiveness of an institutional integrity framework and, furthermore, towards the implementation and development of best practices in public management that improves the performance of the Administration to benefit the services that citizens receive.

The system to be built will identify the different tools and instruments that allow the auto-organisation of each administration aimed at:

- Overseeing the ethical conduct of senior positions and public management staff, by means of assuming the values, principles and codes of conduct with which they must comply and guarantee systems that ensure their applicability and effectiveness, such as whistleblowing, complaint or queries & suggestions box, ethics committee, procedures to protect whistle-blowers, penalty systems, etc...

- Overseeing the ethical conduct of the staff of the public administrations, by means of assuming codes, system to protect people reporting irregular actions, procedures to control discretion and arbitrariness...

- Anticipating and fostering good practices in the provision and selection processes of public positions, when awarding contracts, in granting subsidies...

- Establishing an information system that alert to risks in the management of public activity. The focus is of being predictive instead of reactive by means of certain checks.

The system will include a basic desirable standard for all Basque administrations and an advanced one that helps to progress to those that have a better baseline.

**Scope:**

Vertical. With the participation of all Basque Administrations, according to their baseline level.

**General objective:**

Identify which tools can prevent and detect the risks of lack of integrity and design the exogenous and endogenous actions needed to avoid them. Good governance has been seen to allow countries to maintain or improve their wellbeing perception indexes, even during the economic crisis. The results are proof that not only are people more satisfied with their lives in countries with better governance but rather that improvements to governance have caused significant changes to the quality of life of the people in the countries where it has occurred.

The exemplarity of public institutions and, above all, of the people that work there to carry out their duties to service the public, is an important intangible to reinforce public confidence in the institutions and in its own public servants. Therefore, instruments need to be designed to strengthen and generate citizen's trust in the management of public servants and in their personal integrity.

**Operating objectives / results:**

- Develop tools and mechanism to oversee the ethical conduct of senior positions and public management staff (to assume the values, principles and codes of conduct with which they must comply and to implement guarantee system that ensure their applicability and effectiveness)

- Develop tools and mechanisms to oversee the ethical conduct of the staff of the public administrations, (to assume codes, to implement systems to protect people reporting irregular actions, procedures to control discretion and arbitrariness; to establish procedures to control discretion and arbitrariness...)

- Develop tools and mechanism that foster good practices in the provision and selection processes of public positions, when awarding contracts, in granting subsidies...

- Design information system that alert to risks in the management of public activity. The focus is of being predictive instead of reactive by means of certain checks.

**Tasks/milestones:**

1. Mapping of innovative integrity system practices worldwide and by OGP partners
2. Developing integrity tools and mechanism for public posts and management staff
3. Developing integrity tools and mechanisms for employees of the administrations
4. Developing integrity tools and mechanisms for specific public management procedures (selection of staff, awarding contracts, granting subsidies...)
5. Designing an information system that alerts to risks in the management of public activity.
6. Implementation in a territory.

**Timelines:**

Actions 1-2: from September 2018 to December 2018

Actions 3 and 4: January to June 2019

Action 5: July 2019 June 2020

Action 6: June 2019 – August 2020

**2. Who will lead it and why**

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Gipuzkoa Provincial Council, as it has an extensive integrity system.

**3. Entities and individuals to be involved**

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The following will contribute directly: Álava Provincial Council.

The 3 Provincial Councils, the 3 city councils of the provincial capitals and Eudel-Association of Basque Municipalities, as public institutions, will be involved.

Members of the existing ethics committees at the different Basque administrations will be invited to participate to learn about their experience in and contributions to improving and advancing integrity systems. The entities and individuals to be invited to participate in the implementation of the commitment will be identified in the participatory process with the Open Forum.

#### 4. Type of commitment

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Vertical. The bases of the model will be shared for its gradual implementation in all the interested administrations.

#### 5. Problems addressed

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The idea of Good Governance as the linchpin of the institutional action not only focuses on the intraorganizational challenges, but interorganisational relations as well and on creating commitments and relations with civil society, engaging the latter in driving, designing, executing and assessing public policies.

The tools, procedures and instruments for public ethics and good governance are constantly evolving and spotlight this discipline as one of the areas of greatest practical innovation. It is therefore essential to adapt to new needs and be aware of the new challenges facing us. The Administration needs to regain citizens' trust and recover a strategic ability to be able to face society's future challenges and democratic configuration. It has to involve society to face together the co-management of those future challenges and commitments, recognising the plurality of the social stakeholders likely to intervene in that management and implying interdependence between them, so that it induces their cooperation and participation in the adoption of public decisions and assuming responsibilities.

Therefore, we are facing the need for a new way of doing politics, a new relationship model between the Administration and the citizens, namely, more participative, efficient, integral and transparent.

#### 6. Assessment: Potential impact

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The modelling and progressive implementation of those instruments and mechanisms that shape a robust public ethics systems are key to recover the trust in public institutions and to achieve co-responsibility in generating public value, keys in a democratic society.