

City of Madrid OGP Action Plan 2017

1. Introduction

(Why is Open Government important for Madrid?)

Madrid city Government changed last June 2015; after 26 years of the same political party administration, today, a citizen candidacy formed by members of civil society and people from different parties lead a project to update this city. The goal of this campaign: turning Madrid into a city for its inhabitants, where they are the ones to decide where their city should go. To make it real, Madrid has set measures directed to establish an open government system.

Making this goal one of the main priorities of the government is the result of an idea about politics: the best way to ensure that government decisions make people's life better, is letting people make those decisions, and at the same time, keeping a total control on institution and everything around it. Direct democracy and total transparency as the base of the political system. This idea shows to be right once and again along time and cultures and in very different political systems. From Switzerland that introduced direct democracy in 1848 to the experiences of hundreds of cities in many other countries such as Germany or the United States, going through the new experiences in Iceland, the transparency mechanisms in the European institutions and hundreds of other examples. Inequalities are being cut down, human rights are being more respected, public debt is decreasing and corruption is restrained.

What is happening in Madrid is part of a movement that is going through the whole world. Citizens all over the world are starting new movements and political spaces where they are demanding real and open democracies. The Arab Spring, the Indignados movement, the Occupy movement, the Sunflower Movement in Taiwan, the Umbrella Revolution in Hong Kong, all over the planet other kind of institutions is being demanded, and Madrid expects to answer that claim.

Ban Ki-Moon, Secretary General of the United Nations pointed out in the context of the International day of Democracy in 2015, that even considering that democracy is the best possible system, representative democracy is necessary but insufficient, and has to be complemented with direct democracy mechanisms. Madrid city new government is outlined from this point of view.

2. Open Government Efforts to Date

Madrid city has moved to the implementation of an open government by leaps and bounds during the last year and a half setting the bases of a transparency system and launching pioneer participation processes compared with what is done around the world.

The first step happened with the change of government, creating a new Government Department (one of the nine incorporated in Madrid City Government), dedicated to this matter: the Citizen Participation, Transparency and Open Government Department. Amongst this Department competencies are: citizen participation, transparency, electronic administration, citizen attention and quality and evaluation of services and public politics. Besides, from the beginning of the term the city of Madrid has launched measures such as:

In the context of citizen participation:

- Implementing a system of debates and citizen proposals that will be voted for the first time in February 2017 and its result will be binding. More than 13.000 proposals have been received and 180.000 users have joined the participation digital platform.
- Implementation of the first process of participatory budgeting (with more than 5.000 submitted projects and 206 of them being developed).

- Setting collaborative legislation, specifically, the enquiry of the following texts has been opened: the [Ordinance on Transparency of the city of Madrid](#), the [Human Rights Plan](#), [Urban License regulation](#), [Open Government Plan](#) and the [draft of the Air Quality and Climate Change Plan](#).

- Setting sectorial participation processes (to ensure citizen participation is transverse to all government departments, involving to every process being developed). For example, a participative process has been launched to decide about the redevelopment of Plaza España, one of the most emblematic squares in Madrid, and in one of the departments, urbanism, that has been more distant traditionally from real participation and the needs and wishes of the inhabitants. This process will last more than seven months, will include the civil society from its beginning and consists of different stages where diverse actors will help decide the most suitable model to redevelop the square and all important decisions will be made directly by citizens and in a binding way.

In matter of transparency:

- Approving an ambitious and innovative [Transparency Ordinance](#). This regulation shows big improvements respect to national legislation in matter of active publication of information, information access right and reuse of public information, and sets up the creation of a mandatory lobby registry, being the first Spanish city to have its own regulation on this matter.
- Publishing the [Statement of Assets of all Councilors](#). From the beginning of the term, Madrid City Council Plenary approved publishing this information in open formats.
- [Publishing agendas](#) of all councilors and directors of Madrid City Council Government. Councilors with government responsibilities began to publish their agendas the month after they formed the government and directors did it after six months. To publish agendas a free software application has been developed where all information can be downloaded in open formats.

All these measures are being implemented from the logic of open knowledge and network collaboration. All our contents and platforms have free licenses and all software produced is free software and done in cooperation with cities and institutions in Spain and other countries. We are changing the traditional production model where every city buys individually the platforms they are going to use, turning it into a collaborative and open one on which cities get together to develop the same open government platform that allows not only setting up this new ways of politics, but also the chance for any other city with less resources to launch them at the same level.

3. NAP Development Process

The process of creation of the Open Government Plan for Madrid has been based on two main lines: The Government Plan of the city of Madrid and the consultation on the open government plan for the city of Madrid.

The Government Plan of the city of Madrid clearly sets the will to start up measures in matter of transparency and citizen participation that not only are launched during this term, but they are also set in regulations that make them last.

This Government Plan sets two main goals in matter of transparency:

- Setting an efficient and sustainable transparency system, standing for proactive publishing and implementation of a simple and quick access system.
- Ensuring the tracking of public decisions through the publishing of the most of information, including also the information about actors taking part in making decisions.

In matter of participation the Government Plan contemplates setting a direct participation system by which Madrid inhabitants may change their city on a direct and individual way. For that purpose the platform decide.madrid.es has been created, the widest digital participation space in the world where people can take part in binding decisions about the city.

Process of consultation about the action plan of open government for the city of Madrid:

The City of Madrid has worked from the beginning of the term next to civil society in terms of open government, keeping a constant communication line with the most relevant actors. Specifically in relation to the Open Government Partnership communication and cooperation started with the proposal of Madrid to be candidate, that got the support of Access Info Europe, the Citizen Foundation Civio and International Transparency Spain.

Once Madrid was included in the pilot program for subnational governments of the Open Government Partnership, there was an open line of communication with these organizations and participation of other groups was required, apart from submitting the plan to consultation.

Participative process action plan calendar.

- 17th October: Open meeting to debate the action plan of Madrid for the OGP: <http://medialab-prado.es/articulo/presentacion-y-grupo-de-trabajo-abierto-sobre-el-plan-del-ayuntamiento-de-madrid-para-la-alianza-para-el-gobierno-abierta>

Attending this meeting, in behalf of Madrid City Council, the Transparency Project Director and the Citizen Participation Project Director of the city of Madrid, and amongst the attendances were the representatives of the civil society and also companies from the sector.

During this meeting the first draft was presented including the commitments that had been prepared by the city of Madrid Government related to Open Government; comments and questions were made about the content itself and about the way its implementation was going to be carried out and what role would the civil society play in this process. Amongst the conclusions and commitments reached it is remarkable the maintenance of a space in the transparency website where the commitments evolution could be followed and also the will to keep frequent meetings in order to continue debating this evolution with civil society.

- 1st -20th November: Consultation period about the action plan:

<https://decide.madrid.es/proceso/alianza-gobierno-abierto>

Through the citizen participation website Decide Madrid (or sending an email to aq.gobiernoabierto@madrid.es) every one could send comments and proposals of change to

these commitments. About 50 comments were received about the text presented by the city Government. Besides, a debate space was opened. It can be consulted here: [debate about Open Government Partnership](#).

4. Commitments

Commitment 1**Creation of a mandatory lobby registry****Name and contact information of responsible department/team**

Victoria Anderica Caffarena
 Transparency Project Director of the city of Madrid
 andericacv@madrid.es

Other involved actors

Government
Civil Society, Private Sector

Status quo or problem/issue to be addressed

Transparency in decision-making

Main Objective

Ensuring the tracking of public decisions making transparent the actors involved in taking decisions.

Brief Description of Commitment
 (140 character limit)

The [Transparency Ordinance of the city of Madrid](#) includes in its articles the creation of a mandatory lobby registry. With the aim of accomplishing this legal obligation as soon as possible, Madrid City Council commits to create and implement the Lobby registry during 2017.

Please describe the way in which this commitment is relevant to further advancing OGP values of access to information, public accountability, civic participation, and technology and innovation for openness and accountability (details above)

This commitment is essential to set an exhaustive system of transparency and access to public information available on decision-making, a field that has been traditionally far from public examination.

Verifiable and measurable milestones to fulfill the commitment**New or ongoing commitment****Start Date:****End Date:**

1. Creating and making available a lobby registry in 2017.
2. Setting a simple registration system that doesn't mean an excessive workload for those whose inscription is mandatory. This system will be digital

<p>and it will be possible to fill it in quickly without the need to provide documents personally (there will also be an option for an in-person registration).</p> <p>3. Setting a system to promote the Lobby Registry through which the ones registered can benefit of some measures, such as: voluntary inscription to an alert system of topics about decision-making processes and the possibility to request meetings with any Madrid City Council department through the Lobby Registry website.</p>	New	01/12/2016	01/12/2017
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Commitment 2			
Developing a new transparency portal for Madrid City Council			
Name and contact information of responsible department/team		Victoria Anderica Caffarena Transparency Project Director of the city of Madrid andericacv@madrid.es	
Other involved actors	Government		
	Civil Society, Private Sector		
Status quo or problem/issue to be addressed			
Main Objective		Making published information the most accessible possible and the search easy and using formats that make its understanding easier.	
Brief Description of Commitment (140 character limit)		<p>The Transparency Ordinance of the city of Madrid includes amongst its measures, an ambitious extension of active advertisement obligations, far exceeding what is established in the Law 19/2013 of December 9, of Transparency, access to public information and good governance.</p> <p>Apart from this legal commitment, Madrid City Council contemplates the creation of a new transparency portal that allows improving information access.</p>	
Please describe the way in which this commitment is relevant to further advancing OGP values of access to information, public accountability, civic participation, and technology and innovation for openness and accountability (details above)		Transparency and access to information are one of the foundations of the Open Government Partnership. Achieving a more accessible transparency portal will make more people access published information.	
Verifiable and measurable milestones to fulfill the commitment		New or ongoing commitment	Start Date: End Date:
1. Publishing all information the Transparency Ordinance states.		New	01/12/2016 01/12/2017

<p>2. Publishing information in open formats.</p> <p>1. The use of visualizations that enable a better understanding of the given information.</p> <p>2. A space where information requests received by Madrid City Council can be consulted, and also the answers given to them.</p>			
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Commitment 3		
<p>Development of participatory budgeting.</p> <p>During 2016 the first participatory budget process of the city of Madrid was developed. The use of 60 million Euro turned to be directly decided by citizens. The process began with a citizen proposal stage, where the only demanded requirements were: proposals should be investments and should be possible to be carried out by the City Council. The following steps were: a citizen preselection, an evaluation done by City Council technicians about price and viability of every proposal, and finally a voting so that people could decide directly what proposals would be carried out. It is the first time in this country that a participatory budgeting process of this magnitude with this direct participation model has been made. Now, the City Council is looking forward to consolidating this model and strengthen it respect to participation, increasing the budget and improving the collective participation spaces, and also creating transparency spaces so that selected projects can be followed.</p> <p>Specifically speaking about the process developed in 2016, the commitment makes new participation spaces that didn't exist before on the selected projects, enabling citizens to be part in the final specification of them. During this stage, there are still many diffused details, so it can be a very relevant participation space. Measures designed for the proposal creation stage will also be applied, contributing to the collective creation of them, and therefore its possible quality. There will also be a monitoring space to check that proposals, once citizen selection has been done, are implemented, and the final result of them can be know. Finally, it increases the part of the budget decided by citizens, fixing the model.</p>		
<p>Name and contact information of responsible department/team</p>	<p>Miguel Arana Catania</p> <p>Participation Project Director of the City of Madrid</p> <p>aranacm@madrid.es</p>	
<p>Other involved actors</p>	<p>Government</p>	<p>Transverse Commitment to all Departments and Districts</p>
	<p>Civil Society, Private Sector</p>	

Status quo or problem/issue to be addressed	Lack of direct decision of citizens in the use of public money.		
Main Objective	Going deeply into participation and transparency mechanisms of participatory budgeting		
Brief Description of Commitment (140 character limit)	Increasing the part of budget directly decided by people. Enlarge collective participation spaces in the process and creating a detailed monitoring space for every project.		
Please describe the way in which this commitment is relevant to further advancing OGP values of access to information, public accountability, civic participation, and technology and innovation for openness and accountability (details above)	<p>Real citizen participation at the highest level means the set up of mechanisms for citizens to take part directly on the most important decisions, through direct process going from bottom up with the maximum possible citizen control and being open and binding.</p> <p>The definition of budget expense is one of the most important decisions for the institution, and the participatory budgeting mechanism the way it is being developed in Madrid, meets the required characteristics. Therefore, deeping into this mechanism is a good measure respect to the goal of OGP related to citizen participation.</p>		
Ambition	<p>This commitment reinforces participatory budgeting mechanism, improving participation spaces and transparency and increasing the number of projects and its budget. Relevant steps will be taken in the way to make it possible for the citizens to decide directly the whole budget, different from the small part of the budget that can be decided now in any example of the currently existing participatory budgets.</p>		
Verifiable and measurable milestones to fulfill the commitment	New or ongoing commitment	Start Date:	End Date:
<p>1. Increase Madrid City Council Budget decided by their inhabitants on a significant way compared to the quantity used during the first year.</p> <p>2. Creating a project monitoring system, that allows knowing on an open and simple way through Decide Madrid the state of every approved project until the final development and through every intermediate stage. This information will be published on every project's website individually.</p> <p>3. Creating participation mechanisms that allow collective participation on the later definition</p>		10/01/2017	10/01/2017

of the selected projects before they are carried out or to help collective participation on its first definition.

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Commitment 4

Citizen participation policy extension.

In the Madrid City Council, we are working to extend the mechanisms and participation means to other local governments, specially developing free software technologies to make it accessible to everyone, but also sharing knowledge about these processes. Nowadays the participation platform is being shared with some of the biggest cities in the country, and new cities are showing their interest to implement the platform.

The traditional innovation model of institutions make every institution to work individually, which means that all of them have to use their resources to solve the same problem, on a really inefficient way, and not benefiting from the exponential effect of cooperation. Thinking the participation platform by focusing on its global use (and particularly using free software) adds all available resources to the same project, minimizing resources and maximizing intelligence used to solve problems. It also allows that any city with scarce resources can be at the same level as big cities, reason why the expansion of new model of participation is increasing exponentially causing a maximum global impact.

Name and contact information of responsible department/team

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Other involved actors

Government

Transverse Commitment to all Departments and Districts.

Civil Society, Private Sector

Status quo or problem/issue to be addressed

Participation mechanisms created by institutions are limited to improve participation of inhabitants directly related to the institution. This causes a minimum global impact compared to what can be done.

Main Objective

Creating mechanisms of direct and real citizen participation on a global way, and making them easily transferable to other institutions.

Brief Description of Commitment

(140 character limit)

Developing elements to make the participation model extension to other cities easier and achieving this successfully.

Please describe the way in which this commitment is relevant to further advancing OGP values of access to information,

<p>public accountability, civic participation, and technology and innovation for openness and accountability (details above)</p>	<p>OGP goal to improve citizen participation is a global goal, therefore the commitment respect to the city should also look for a global change.</p>		
<p>Ambición</p>	<p>Every removed barrier, or ease provided to implement the participation model directly means that new cities are being able to join it. Its growth is also proportional to the number of cities already working on it, so that global impact in terms of people having direct democracy channels available on institution may have an exponential progression.</p>		
<p>Verifiable and measurable milestones to fulfill the commitment</p>	<p>New or ongoing commitment</p>	<p>Start Date:</p>	<p>End Date:</p>
<p>1. Extending the direct participation model developed in Madrid to a significant number of cities compared to the ones that share the model now.</p> <p>2. Launching mechanisms that make this extension easier, allowing a faster growing and diminishing the need to use resources by other cities both for the implementation and for the development of participative processes. These mechanisms will be developed gradually and it will be possible to compare them with the previous existing limitations. With respect to the participation platform, they will be partly focused on reducing to the least the need of developing work, changing it for setting and customization options. We will also work to ease extension related to regulatory work and necessary organization to implement new processes, sharing the acquired knowledge and thinking of its adaptation to other cities.</p>		<p>01/01/2017</p>	<p>31/12/2017</p>

Commitment 5

Developing efficient collaborative legislation mechanisms.

Citizenship is generally out of most of decisions taken inside a city council, being very difficult to remove the barriers causing this divide, as it is for example the one respect to making regulations. So far, almost all the texts developed by Madrid City Council do not get to the citizens until they are approved and therefore any change is very complicated. Collaborative legislation aim to reverse this, making the citizens participate even before writing the first draft, determining the main lines to follow, and later discussing the draft itself before it is approved, where are defined the details that really mean for the regulations to have a specific kind of impact.

In Madrid City Council initial prototypes have been set to make regulations on a collaborative way, that are still to be improved, and still not being applied regularly to texts that are being developed before being approved. This commitment is therefore developing and consolidating these prototypes.

Name and contact information of responsible department/team

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Other involved actors

Government

Transverse commitment to all Departments and Districts.

Civil Society, Private Sector

Status quo or problem/issue to be addressed

Citizens do not have a way to take part on a direct way in the specific definition of legislation developed by institutions, and in general not even in the main lines to be accomplished by the legislation. The few participation spaces available in some case for citizens are far away from the final definition of the policy that imply the legislative texts, causing a strong disconnection between citizens will and the decision being carried away by institutions.

Main Objective

Achieving as the common and regular way to focus new regulations to include direct decision of citizens about the main goals and influence on the final texts.

Brief Description of Commitment

(140 character limit)

Developing a collaborative legislation system at Decide Madrid (including a previous debate phase and work on specific texts) and reaching a transverse and regular use at the City Council.

Please describe the way in which this commitment is relevant to further advancing OGP values of

This commitment widely increases citizen participation, complementing the most common proposal and direct decision mechanisms that usually concern a minor number of decisions,

<p>access to information, public accountability, civic participation, and technology and innovation for openness and accountability (details above)</p>	<p>starting to cover the space of regular legislation development that include most of the institution decisions.</p>		
<p>Ambition</p>	<p>Successfully implementation of a mechanism of this kind and proving that it works may result in a paradigmatic change on the way citizen participation and its limits are understood, opening the possibility to start taking into account seriously the existence of citizen participation mechanisms in the whole action of institutions, and not only in a minor and complementary way as it happens until now.</p>		
<p>Verifiable and measurable milestones to fulfill the commitment</p>	<p>New or ongoing commitment</p>	<p>Start Date:</p>	<p>End Date:</p>
<p>1. Developing a system that allows citizens to take part on a regular and open way in the development of normative texts, both at initial debate spaces previous to writing the texts, and also discussing specific text proposals later. This system would be available for all departments and districts and would be launched to be used regularly on every regulation. This system would be developed at Decide Madrid in the beginning of the year, and later it will evolve according to the evolution throughout the year.</p>		<p>15/01/2017</p>	<p>31/12/2017</p>