

URBACT



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INTEGRATED ACTION PLAN

Name of city: LISBON

LISBOA
E NOVA
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Lisbon stands today at a decisive moment. The urgency to accelerate the climate transition and the need to manage resources more efficiently have become not only environmental priorities but also strategic pillars for the city's future. The LET'S GO CIRCULAR! Action Plan was born precisely from this context — from the will to build a Lisbon that is more resilient, more innovative, and closer to its communities.

This Plan was developed collaboratively, bringing together public, private, academic, and civic entities in a process that honours the best of the URBACT methodology — participation, co-creation, experimentation, and integrated vision. It is more than a document: it is a collective commitment to turn circularity into a daily, tangible, and accessible practice capable of generating real impact across the territory.

Lisboa E-Nova is proud to support this path, mobilising technical knowledge, facilitating partnerships, and promoting the connection between municipal policies, innovation practices, and community-based initiatives. LET'S GO CIRCULAR! reinforces the Agency's role as a catalyst for change and as a structure that helps the city turn ambition into action.

To all those who contributed to this Plan — institutional partners, associations, experts, citizens, and technical teams — I extend my sincere recognition and gratitude. This is a collective endeavour, and only with this collective spirit will it be possible to continue building a more sustainable, modern, and fair Lisbon.

Miguel de Castro Neto

President of Lisboa E-Nova



The future of cities will increasingly depend on their ability to rethink development models, innovate, and create conditions for businesses, citizens, and institutions to adopt more sustainable practices. Lisbon has been embracing this challenge with determination, and the LET'S GO CIRCULAR! Action Plan represents a clear step forward in this transformation journey.

This Plan stands as an opportunity to strengthen the link between economy, innovation, and sustainability — stimulating the creation of new circular businesses, supporting entrepreneurship, valuing existing resources, and promoting responsible consumption habits. Throughout this process, it became clear that circularity is not merely an environmental strategy — it is also an economic and social opportunity for the city, with direct impact on competitiveness, value creation, and quality of life.

I would like to thank all entities and experts who contributed to this collective effort. The work accomplished shows how Lisbon can mobilise its ecosystem, engage communities, and turn ideas into concrete solutions. The Municipality remains fully committed to supporting the initiatives that emerge from this Plan and to ensuring that the city moves forward with confidence towards a more circular, resilient, and innovative urban model.

Lisbon has all the conditions to become a European reference in this field — and this Plan is a key milestone to make that ambition a reality.

Diogo Moura

**Councillor for Economy and Innovation
Lisbon City Council**

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LIST OF ABBREVIATIONS

AML – Metropolitan Area of Lisbon

CCDRLVT – Commission for Regional Development and Coordination of Lisbon and Tagus Valley

CML/DMEI - Lisboa City Council | Municipal Directorate of Economy and Innovation

CML/DMEI/DEEE - Lisboa City Council | Municipal Directorate of Economy and Innovation | Department of Employment, Entrepreneurship and Enterprise

CML/DMEI/DISE - Lisboa City Council | Municipal Directorate of Economy and Innovation | Department of Innovation and Strategic Sectors

CML/DMHU - Lisboa City Council | Municipal Directorate of Urban Waste

CML/DAEAC - Lisboa City Council | Municipal Department of Environment, Energy and Climate Change

CML/DMM - Lisboa City Council | Municipal Directorate of Mobility

CML/DMU - Lisboa City Council | Municipal Directorate of Urbanism

CML/DMF - Lisboa City Council | Municipal Directorate of Finance

CML/DMH/DDL - Lisboa City Council | Municipal Directorate of Housing /Local Development Department

CML/SG - Lisboa City Council | Municipal General Secretary

CML/SG/DRMP/DP - Lisboa City Council | Participation Division

CML/DMMC - Lisboa City Council | Municipal Directorate of Maintenance and Conservation

CML/CGIUL - Lisboa City Council | Lisbon Urban Intelligence Management Centre

DGT – Territory General Directorate

IAP – Integrated Action Plan

ULG – URBACT Local Group

QUICK FACTS

➤ What is URBACT

URBACT is a European Union program designed to promote sustainable urban development by fostering cooperation and knowledge exchange between cities across Europe. It provides a platform for cities to share best practices, develop integrated action plans, and implement innovative solutions to urban challenges such as social inclusion, climate change, mobility, and economic development. By connecting municipalities, policymakers, and stakeholders, URBACT helps strengthen local capacities and encourages participatory governance, ensuring that urban policies are both effective and inclusive.

➤ The LET'S GO CIRCULAR! Network

"LET'S GO CIRCULAR! is an Action Planning Network under the URBACT IV program, officially launched in June 2023 with Munich as its Lead Partner. It brings together ten diverse European cities - Munich, Cluj-Napoca, Corfu (through Kapodistriaki Development S.A.), Granada, Malmö, Riga, Oulu, Guimarães, Lisbon, and Tirana (as an IPA partner) - to collaboratively design integrated strategies for a holistic circular urban transition. Operating on the principles of the "10 R Ladder" (from Refuse to Recover), the network focuses on fostering systemic transformation through themes such as governance, education and awareness, innovation and entrepreneurship, infrastructure, and methodological tools like material flow mapping and circular metrics. The goal is to craft Integrated Action Plans (IAPs) by 2025 that support sustainable, just, and productive circular economies in urban contexts—empowering municipalities to close material loops, shift mindsets, and implement tangible, locally-driven circular solutions.

➤ What is the IAP

An Integrated Action Plan (IAP) is a locally developed, strategic document produced by a city's URBACT Local Group (ULG), which brings together public authorities, stakeholders, civil society and experts to design a participative, place-based response to urban challenges. It outlines concrete actions to be implemented, detailing timelines, responsibilities, costings, funding sources, monitoring indicators, and risk assessments, with the goal of transforming strategic ideas into actionable urban improvements.

➤ ULG contributors

The URBACT Local Group (ULG) contributors ("ULG contributors") are the diverse local stakeholders—both within and beyond city administration—who collaborate to co-design and co-implement urban strategies and action plans under the URBACT program. These contributors include municipal officials (often spanning various departments), elected representatives, civil society actors, NGOs, public agencies, private-sector representatives (such as businesses or entrepreneurs), academics, and community groups or residents. Together, they form a participatory "crew casting"—a dynamic, creative, and inclusive team—brought together to frame challenges, share knowledge drawn from transnational exchanges, and co-produce more relevant, efficient, and well-designed urban policies and solutions.

IAP IN A NUTSHELL

The development of Lisbon's Integrated Action Plan (IAP) under the URBACT IV – LET'S GO CIRCULAR! network followed a systematic, participatory, and iterative methodology, grounded in the principles of the URBACT approach: integration, participation, and action learning.

This framework ensured that each phase of the process — from problem analysis to pilot testing — was co-created, evidence-based, and aligned with local, regional, and European priorities.

Establishing the URBACT Local Group (ULG)

The first step was the creation of the URBACT Local Group (ULG), a participatory governance structure designed to guide, test, and validate the plan's development.

The ULG brought together municipal departments, public agencies, academia, NGOs, startups, and community-led initiatives. This ensured horizontal, vertical, sectoral, and territorial integration — a cornerstone of the URBACT methodology.

The ULG's establishment began during the preparation phase for the first Lead Expert visit, supported by an institutional survey to identify relevant organizations. Following the visit, the group was expanded to include new entities recommended by participants.

The ULG adopted an open and collaborative governance model, combining plenary and thematic meetings with continuous communication and knowledge-sharing channels.

Thematic engagement led to the creation of:

- Two Advisory Councils (Central and Regional Administration; Academia and Research Institutions)
- Two Transversal Working Groups (Education, Citizenship & Local Development; Knowledge, Information & Indicators)
- Nine Thematic Subgroups (including Construction & Public Works, Mobility & Public Space, Circular Procurement, Waste Prevention, Water & Energy Efficiency, among others)

This diversified structure enabled broad participation and ensured that multiple policy dimensions were represented in the design process.

Defining the Focus Areas

The identification of focus areas was a key analytical step. It combined quantitative analysis (based on the Baseline Study) and qualitative insights from ULG members.

- Three main sources guided this process:
- Alignment with Local, Regional, and National Policies, ensuring consistency with existing strategic frameworks;
- Inputs from the Baseline Study, offering data on circular flows and material use;
- Priorities Expressed by ULG Partners, integrating local knowledge, operational expertise, and community perspectives.

This mixed approach ensured that Lisbon's focus areas reflected both the network's thematic clusters (governance, education, innovation, infrastructure) and the city's own strategic priorities, creating an integrated foundation for the IAP.

Setting Strategic and Operational Objectives

Following the identification of focus areas, the ULG collaboratively defined a hierarchy of objectives:

- Five Strategic Objectives (SOs) outlining the city's long-term transformation goals;

- Operational Objectives (OOs) detailing short- to medium-term priorities and enabling measures.

Each objective was linked to specific, measurable actions designed to contribute to Lisbon's circular transition and aligned with the vision defined by the group. The objectives were refined through iterative discussion in plenary and sectoral meetings, ensuring that each action responded to a real, shared local need and remained feasible within Lisbon's governance and financial context.

Participatory Action Design

The design of actions was conducted collectively with ULG members, following the URBACT "intervention logic":

Problem Analysis: identifying barriers and needs;

Ideation: co-developing potential solutions;

Action Description: defining scope, owners, costs, and indicators;

Testing and Validation: ensuring alignment with the city's strategic framework.

Each action sheet detailed:

Objectives and expected outcomes

Estimated costs and duration

Lead and supporting stakeholders

Relevant policy frameworks and risk assessments

This stage transformed strategic ambitions into concrete, operational measures, grounded in evidence and collective ownership.

Prioritisation of Actions

Once all actions were drafted, a prioritisation exercise was conducted during the fourth ULG meeting. Participants assessed each proposed action according to two criteria:

Impact potential (expected contribution to circularity and sustainability goals);

Complexity (institutional, financial, and technical feasibility).

The exercise used a matrix-based evaluation, allowing each working group to classify and compare actions visually.

Results were consolidated and validated in plenary sessions, leading to a final list of 13 priority actions. These actions were selected for detailed elaboration in Part III of the plan, ensuring that Lisbon's IAP remains both ambitious and implementable.

Pilot Actions and Iterative Learning

In accordance with the URBACT learning-by-doing philosophy, Lisbon developed a set of pilot actions to test key ideas before full implementation. Pilots served as experimental platforms to reduce uncertainty, engage stakeholders, and validate proposed solutions on a small scale.

Four pilots were carried out:

- Circular Construction talk about testing collaborative models for material reuse and resource loops.
- Sustainable Consumption and Awareness Tools, developing communication methods to promote circular behaviours.
- Sustainable Tourism, exploring ways to integrate circular principles in visitor experiences.

- Circular Neighbourhoods, mobilising communities and local actors to co-create place-based solutions.

These pilots provided evidence and learning that directly informed the refinement of the final actions and governance model — demonstrating how experimentation strengthens strategic planning.

Integration, Validation, and Finalisation

Throughout the process, continuous peer review and integration checks were conducted:

Regular exchanges with the LET'S GO CIRCULAR! partner cities;

Feedback loops from the Lead Expert;

Internal validation sessions within Lisbon City Council and Lisboa E-Nova.

The final version of the IAP integrates all inputs gathered through this iterative cycle — from stakeholder consultation to pilot evaluation — ensuring that it is robust, participatory, and aligned with Lisbon's long-term vision for a regenerative and circular city.

Table 1: Summary Table – Methodological Phases

| Phase | Main Activities | Key Outputs |
|---|--|-----------------------------------|
| ULG Establishment | Mapping, stakeholder engagement, governance setup | Functional, inclusive Local Group |
| Focus Area Definition | Policy alignment, baseline study, participatory analysis | Thematic focus areas |
| Objective Setting | Co-definition of SOs and OOs | Hierarchical objective framework |
| Participatory Design Action | Action sheets, co-creation sessions | Detailed action portfolio |
| Prioritisation | Impact–complexity matrix, consensus meetings | 13 priority actions |
| Pilot Implementation | Testing selected actions | Evidence and learning |
| Validation & Integration | Peer review, institutional approval | Final IAP for implementation |

PART I: City context and definition of the policy challenge

1.1 City Context

1.1.1 Local context

Facing the Atlantic, Lisbon is the capital of Portugal. It has an urban area of 100,05 km² and 545,796 inhabitants (density: 5,455 inhabit/km²) in 2021, making it the largest city in the country. Over the last few decades there has been a decrease in population numbers, however the amount of people entering the city to work, or visit generates a daily population estimated at 70 percent in relation to its residents.

Around 40% of Lisbon's population has higher academic qualifications, making it an attractive city for many multinationals that locate shared and nearshore service platforms here. Lisbon has 120,698 companies, 9.2% of the national total, and generates 23.2% of the national gross value added (2021). The Lisbon Metropolitan Area (AML) concentrates 28.8% of the country's total companies and represents 44% of its turnover (2022). The sectors of economic activity with the greatest representation in GDP are, in AML, Tourism (17.9), Commerce (10.2) and Construction and Real Estate (8.8). AML is responsible for 30% of the country's exports and 49% of its imports.

The Municipality of Lisbon has actively promoted innovation as a key driver of public policies across social, environmental, and technological domains. This vibrant ecosystem has attracted a wide array of start-ups and unicorns, thriving in the city's dynamic and forward-thinking environment.

In recognition of these efforts, Lisbon was honoured in 2023 as the European Capital of Innovation by the European Union's European Innovation Council.

With its unique charm, and unparalleled energy, Lisbon continues to position itself as a vibrant hub for talent and opportunity, drawing new residents to study, live, work, and invest.

It is important to highlight that, also in Lisbon, the Municipal Public Policy in the environmental area has evolved a lot, as a result of the work carried out in a network and partnership with other cities and countries, whose learning and sharing of knowledge, as well as the replication of best practices, have contributed greatly for the city's evolution in all environmental indicators.

Existing strategies and local development plans in relation to circular economy:

Lisbon City is an active member of the Covenant of Mayors for Climate and Energy, under which the city approved and submitted its Action Plan for Energy and Climate. Lisbon reports its indicators to CDP Cities and participates in a series of networks, such as ICLEI and EUROCITIES, sharing and learning best practices and defining articulated and collaborative climate policies.

Lisbon is also a member of the Urban Water Agenda 2030 core group, thus collaborating on European policies for the sustainable use of water. In November 2020, Lisbon joined the Municipal Platform for the Sustainable Development Goals (Local SDGs), an initiative that aims to mobilize Municipalities and other relevant entities to achieve the SDGs at the local level. More recently, Lisbon's commitment to climate action was recognized by the C40 and the city became member of climate leadership network. In recognition of the projects developed and the results achieved. This plan aims to reduce emissions by 70 percent by 2030 and achieve carbon neutrality by 2050.

It is also important to highlight that over the last years Lisbon has been exploring new models of city governance that respect the principles reflected in the Urban Leipzig Charter by investing in a greener, more productive, inclusive, and smart city. This dynamic is also reflected in the co-governance processes involving citizens. Namely with the implementation of participatory budgeting tools and more recently in the promotion of a forum of citizens for the design of policies in 15-minute cities or improvement of city

biodiversity or sharing mobility. Many of these projects, mainly in the areas of housing, mobility, public space, waste management, have been supported by funding from European structural funds, made available in several programs managed by the EU or at national level (e.g.: Portugal 2020, Fundo Ambiental and POSEUR).”

Lisbon City Council has been making efforts over the last decade to make Lisbon a greener and more people-friendly city. In 2012, the municipality included climate change as one of the seven fundamental urban policies, based on a territorial development model supported by two vital systems - the ecological system and the mobility and transport system – translated into a set of measures and guidelines for municipal management.

Lisbon today has a clear position on climate change action. It signed the Covenant of Mayors for Climate and Energy, developed and approved the Local Action Plan for Biodiversity (PALB, 2016), the Municipal Strategy for Adaptation to Climate Change (EMAAC, 2017) and the Energy Action Plan Sustainability and Climate (PAESC, 2018).

Lisbon was European Green Capital 2020, an award that recognizes the transformation of the city in the last decade and renews its commitment to achieve a better urban environment by 2030. It intends to place climate change at the centre of the political agenda of European cities and Portuguese-speaking countries. Lisbon is member of ICLEI and one of the “100 Climate-Neutral and Smart Cities by 2030”.

As one of 100 European cities committed to carbon neutrality by 2030, Lisbon signed its Climate Contract with the European Commission in March of 2024. The document, which defines the city's commitments and goals to reduce its emissions. The capital will bring forward to 2030 the measures that had been defined in the Climate Action Plan for 2050 and implement additional measures, using, for this purpose, not only the Municipal Budget, but also European and private financing. On this path towards Lisbon becoming carbon neutral, the City Council intends to establish itself as an example of sustainability and change. The Lisbon Climate Contract defines a total of 130 actions. These actions are, on the one hand, mitigating greenhouse gas emissions and, on the other, adaptation measures to climate change, and there are also actions that are simultaneously mitigation and adaptation. In total, the planned investment is more than five billion euros: mitigation is where the largest share of investment lies, more than four billion. The Climate Contract focuses mainly on mobility and buildings, as they are the sectors most responsible for emissions in the city.

- **Advancing Lisbon’s Circular Transition: From Sustainable Vision to Regenerative Action**

Focusing on the theme of circularity, Lisbon’s pathway towards becoming a more sustainable, climate-responsible, inclusive, and fair city is inseparable from its transition to a circular economic system. This transition seeks to foster more responsible patterns of consumption and production.

Building on the progress achieved in recent years, the goal is to leverage ongoing initiatives and create an enabling environment for systemic change — one that stimulates the local economy, promotes new and more circular business models, and identifies tools to monitor and optimise resource use.

At the same time, it aims to empower both the city’s ecosystem of organisations and its residents to adopt more sustainable consumption behaviours that support the conservation and regeneration of resources — not only within Lisbon, but also at regional, national, and European levels.

- **Institutional Context and Governance: Building a Unified Framework for Circularity in Lisbon**

To date, the topic of the circular economy at the municipal level has been addressed in a fragmented and sector-specific manner, with various municipal departments working in parallel alongside other stakeholders within Lisbon’s broader ecosystem. While the value and significance of the initiatives already

undertaken are widely acknowledged, it has become clear that a cohesive and integrated approach is now urgently required.

This initiative seeks to establish a governance model capable of advancing Lisbon’s circular policies in a holistic way and to define a shared strategy that reflects the collective ambitions of all actors driving this transformation.

Within this context, the Municipal Directorate of Economy and Innovation — responsible for these two strategic domains within the city’s structure — has partnered with Lisboa E-Nova, the Energy and Environment Agency of Lisbon. Lisboa E-Nova has long supported the municipality in developing strategic tools and frameworks in the fields of sustainability and environmental management. Together, they are now leading the co-creation of Lisbon’s Circular Economy Strategy.

This collaborative effort aims to mobilise all municipal departments, as well as public, private, and community partners, to contribute to a coherent and sustainable transition. The development of this Action Plan thus represents both a pivotal opportunity and a cornerstone of Lisbon’s wider vision for a comprehensive circularity strategy.

To ensure full alignment with global, European, national, and regional frameworks, a preliminary review of relevant policy and strategic documents was conducted. The analysis below presents the main frameworks identified as relevant and potentially useful references for this Action Plan.

1.2 Institutional and policy frameworks (Global, EU, National, Regional, Local)

1.2.1 Global Framework

The **2030 Agenda for Sustainable Development** serves as the foundational document for this plan. Adopted by all Member States of the United Nations in 2015, it encompasses 17 Sustainable Development Goals (SDGs). Among these, the goals presented in the **Figure 1** are particularly relevant to the transition towards more circular economic models in cities, as they can significantly benefit from this shift:



Figure 1: Main Relevant SGD’s Goals

1.2.2 European Framework

The European Union's Action Plan for the Circular Economy, published in 2015, serves as a first formal document in promoting circular economy practices. This document outlines a comprehensive set of legislative actions aimed at facilitating the transition from a predominantly linear economic model to more circular approaches.

The Action Plan identifies 54 specific actions, organized into five priority intervention areas: plastics, food waste, construction and demolition, essential raw materials, and biomass and bio-based products.

In 2019, the European Ecological Pact was introduced to provide a cohesive roadmap for circular economy policies and carbon neutrality. This document emphasizes efforts to decouple resource use from economic growth, with the goal of reducing greenhouse gas emissions by 55% by 2030.

Building on the commitments of the Ecological Pact, an updated version of the Action Plan for the Circular Economy was published in 2020. The strategic objective of this Plan is to establish sustainable products as the norm within the EU, minimizing waste, generating high-quality secondary resources, and positioning circularity as a valuable asset for citizens and communities.

This more ambitious iteration focuses on waste prevention and extending the lifespan of materials and products by incorporating new approaches related to product life cycle analysis.

The current version of the European Plan highlights priority value chains with significant potential for circularity, which are crucial for driving transition processes and achieving the European Union's carbon neutrality objectives. These priority areas include:

1. Electronics and Information and Communication Technologies (ICT)
2. Batteries and Vehicles
3. Packaging
4. Plastics
5. Textiles
6. Construction and Buildings
7. Food
8. Water

1.2.3 National Framework

In 2017, Portugal developed its first National Framework for the Circular Economy: the Action Plan for the Circular Economy in Portugal. This initiative aligns with the broader European transition to a circular economy, which requires a long-term commitment from Member States.

The Action Plan adopts a tripartite approach, encompassing seven macro actions across national, sectoral, and regional/local levels. These actions are designed to support the goals outlined in the 2030 Sustainable Development Agenda.

At the national level, initiatives rely on political instruments, while sectoral and regional actions are supported by specific financing mechanisms aimed at developing planning and technological solutions.

The seven macro actions not only consolidate existing government initiatives but also introduce complementary measures. These include:

1. Streamlining waste declassification methodologies
2. Reducing primary consumption of disposable plastics derived from fossil sources
3. Promoting the extraction and regeneration of value-added materials from waste streams
4. This framework outlines a comprehensive set of actions to be implemented between 2017 and 2020. It was preceded by an evaluation document prepared in 2022 and is now followed by the construction of a new Action Plan for 2023. This new version is currently in the introductory phase, incorporating contributions gathered during a public consultation for future publication.
5. The new National Action Plan is grounded in various strategies, plans, and programs across multiple sectors, including Agriculture, Health and Food, Tourism, Waste, Climate Action and Sustainability,

Water and Sea, Energy, Education, and Research and Innovation. These measures collectively have the potential to advance a cohesive national strategy for the circular economy.

1.2.4 Regional Framework

As outlined in the Action Plan for the National Circular Economy, the Lisbon and Tagus Valley Regional Coordination Commission prepared the "Regional Agenda for the Circular Economy" in 2019. This document was developed with contributions from various key regional stakeholders. Through this collaborative process, programmatic matrices were established, identifying priority areas represented by two types of objectives: leveraging and transversal.

The primary levers of the transition to a Circular Economy are cities, given their crucial role in this global shift. Key areas of focus include:

1. Financing
2. Competitiveness and Market Functioning
3. Innovation
4. Communication
5. Collaboration between Entities
6. Digital Revolution
7. Public Sector

The public sector is considered particularly significant, as it has the potential to lead by example. This sector is subdivided into the following areas:

1. Role of Municipalities
2. Taxation and Regulation
3. Public Tenders
4. Education and R&D
5. Business Support
6. Shared Responsibility
7. Guaranteeing Market Functioning

The transversal objectives identify strategic activity areas essential for accelerating the transition process, specifically:

1. Transport, Mobility, and Energy
2. Materials and Water
3. Waste and Residue

The development of the Agenda also included the creation of two supporting documents for the municipalities within the region. The first document focuses on constructing and analyzing material matrices for the region, while the second provides a set of practices, guidelines, and successful initiatives already in place in various territories.

1.2.5 Local Framework

In 2009, Lisbon outlined its guiding principles for city governance up to 2024 in its Strategic Charter.

The fundamental principles of the Strategic Charter address six critical questions that the city faces and represent its current strategic challenges in urban planning:

1. How can Lisbon recover, rejuvenate, and achieve social balance within its population?
2. How can Lisbon become a friendly, safe, and inclusive city for everyone?

3. How can Lisbon become an environmentally sustainable and energy-efficient city?
4. How can Lisbon establish itself as an innovative, creative city capable of competing globally, while generating wealth and employment?
5. How can Lisbon assert its identity in an increasingly globalized world?
6. How can Lisbon create an efficient, participatory, and financially sustainable governance model?

This Action Plan aims to serve as an integrative tool to address the core principles outlined in the city's Strategic Charter.

Table 2 presents a summary of strategies, plans, and programs identified as aligned with and related to the themes of the Local Action Plan.

Table 2 – Summary of Documents framing the Local Policy

| PLAN/PROGRAM | Objectives |
|--|--|
| Municipal Healthy School Meal Plan | Promote a Mediterranean diet and provide school meals prepared preferably with short-chain, seasonal and nationally sourced foods |
| Urban Gardens Program | Implementation of an expanded network of horticultural parks in the city of Lisbon |
| Strategy for Sustainable Public Procurement | Defines strategic guidelines for the introduction of sustainability criteria (environmental, economic and social) in the Municipality's purchasing process, and operationalization of the Sustainable Purchasing Policy. |
| Waste Management Strategy: Lisbon 2030 | Definition of the main measures to be carried out in the city to improve the quality and efficiency of the waste management system, encouraging production prevention policies and improving recycling levels. |
| Lisbon Climate Action Plan | Instrument for integrating and managing the city's policies and instruments in terms of mitigation, adaptation, eradication of energy poverty and promotion of quality of life. Additionally, it constitutes a centralizing tool for the growing needs for information and reporting within the scope of climate action commitments. |
| Action Plan of the Municipality of Lisbon to comply with the National Strategic Plan for Urban Waste | Defines guidelines for the city in terms of collection, transportation and recovery of Biowaste, as well as recommended measures to reduce the use of single-use plastics |

1.2.6 Major Options of the 2024-2028 Plan

This document approved by the City Council on December 3, 2024 is structured into 6 Pillars:

- Pillar 1** – A participating city;
- Pillar 2** – A Sustainable city
- Pillar 3** – A city of Culture, Economy and Innovation
- Pillar 4** – A Solidary City
- Pillar 5** – A city that invests in health and education
- Pillar 6** – A resilient and safe city

In terms of strategic development pillars, this Action Plan directly contributes to Pillars 1, 2, 3 and 4.

Table 3 identifies Major Plan Options related to the Local Action Plan

Table 3 – Major Plan Options related to the Local Action Plan

| Pilar 1 : A participatory city | |
|---|---|
| Measure | Description |
| Smart Cities (Measure 6) | Start the implementation of BIM Digital Models in the launch of contracts and in the management of real estate Assets, in line with current legislation |
| Pillar 2 – A Sustainable city | |
| Measure | Description |
| Preserve the Everyday Environment (Measure 1) | Accelerate the Energy Transition |
| Promote climate adaptation and resilience of natural and built Systems (Measure 5) | Expand the Network of Urban Gardens and Agricultural Parks, promoting sustainable agricultural practices and local production of fresh food: |
| Promote climate adaptation and resilience of natural and built Systems (Measure 10) | Promote intelligent and efficient water management in the city |
| Promote environmental valorization and circularity (Measure 11) | Develop the Circular Citizen Profile of the “Roadmap for Lisbon Circular”, defining the strategic pillars of action and the goals to implement a circular economy model in the city by 2030; |
| Promote environmental valorization and circularity (Measure 13) | Promote the 2030 Waste Management Strategy, presenting, discussing and approving its guiding document, involving sector agents, companies and the community |
| Promote environmental valorization and circularity (Measure 15) | Reduce and prevent waste production: <ul style="list-style-type: none"> i. Intensify awareness actions aimed at the hotel, restaurant and cafeteria channel (HORECA), with a special focus on correct waste management and combating food waste; ii. Expand the network of waste reception and reuse centers, repair cafes for the recovery of small electrical and electronic equipment and Neighborhood Repair and Reuse Centers, in partnership with City Halls and Associations; iii. Develop partnerships and create circuits to increase the collection and reuse of textiles and their re-routing for re-use and recycling. |
| Mobility (Measure 22) | Revive the SELIM project, a bank for the collection, repair and provision of bicycles, in the form of long-term loans. |

Table 3 (cont.) – Major Plan Options related to the Local Action Plan

| PILLAR 3: A City of Culture, Economy and Innovation | |
|--|--|
| Measure | Description |
| Materials Bank (Measure 13) | Create the Lisbon Materials Bank, as a depository for construction, ornamental and heritage materials of relevant cultural, heritage and architectural interest, promoting the circular economy through the reuse of materials in rehabilitated buildings, in conjunction with various municipal services. |
| Boosting Economic Activity (Measure 3) | Value and reinforce neighborhood commerce and consumption in urban regeneration projects, promoting programs to revitalize traditional commerce and the installation of new traditional commerce and service establishments, particularly through programs to promote the occupation of empty spaces. |
| Boosting Economic Activity (Measure 4) | Incentivize hotel and restaurant establishments that meet environmental and energy sustainability criteria, awarding a “green establishment” award |
| Boosting Economic Activity (Measure 5) | Continue the focus on municipal markets in order to return the centrality of markets as centers that dynamize the life of neighborhoods; Approve the new General Regulations for Municipal Markets, with changes to enhance occasional businesses and new permanent occupants. |
| Boosting Economic Activity (Measure 6) | Consolidate the "Stores with History" program through: Expand training, capacity building and trade support programs. |
| PILLAR 4: A Solidary City | |
| Open Door to Housing and Habitat (Measure 2) | Accelerate the reconstruction and rehabilitation of municipal neighborhoods, with a special focus on thermal comfort works in buildings, promoting energy efficiency in line with the European Ecological Pact |
| Lisbon imagines the new European Bauhaus (Measure 4) | Launch of public tenders open to all designers for new sustainable, inclusive and beautiful housing |
| PILLAR 5: A City that Invests in Health and Education | |
| Education as an Engine (Measure 3) | Develop the Municipal Education Strategic Plan, as a guiding document for intervention in the area of Education, embodied in projects and actions to be implemented by the various actors in the municipal territory and identified through processes participated in with the educational community. |

As it could not be otherwise, this Action Plan integrates these ambitions, as well as municipal public policy instruments, thereby ensuring that the expected environmental, economic, and social benefits of its implementation are equitably distributed among all citizens.

1.3. Definition of the Policy Challenge

Lisbon does not yet have a formal Action Plan for the Circular Economy. However, in recent years it has been investing in circular strategies in the areas of energy, mobility, water, and materials. All of them fully aligned with the Climate Action Plan. Assuming the commitment of carbon neutrality in 2030, and the recognition of the relevance of the transition to more circular economic systems, a series of initiatives are underway. The investment in the use of cleaner energy sources, the promotion of the use of recycled water for less demanding uses, the improvement of the energy efficiency of the public lighting system, the investment in means of smooth and shared mobility, strategy for sustainable municipal public procurement, among others, are good practices who are already making their way into city politics.”

Recognizing the weight of the incorporated emission and the impact of the city food system has in decarbonization process some efforts have been dedicated in the characterization of the organic cycle. The objective of the processes carried out is to have a sustained knowledge of the entire value chain to allow the definition of new actions with an effective contribution to carbon neutrality and a more efficient use of organic materials. From the proximity of its origin, in the reduction of food waste and in the mapping of biowaste that can be better used as a secondary raw material. In this topic, an Action Plan was developed to improve the circularity and sustainability of the City's Food System. This tool is part of our participation in one of the networks selected by the National Circular Cities Program (Rurbanlink), developed under the network Urbact dynamics.

As mentioned previously, circularity in energy, water, and materials is recognized as a crucial component of Lisbon's circular strategy, and several initiatives are in an ongoing phase. However, the city also acknowledges other significant challenges that must be addressed during its transition. To enhance societal circularity, Lisbon aims to explore topics such as responsible citizen consumption, promote a more circular local economy, and create conditions that support waste prevention and facilitate repair processes. Recognizing the importance of local management's active role in production and consumption, we seek to encourage citizens to adopt sustainable consumption patterns, promote circular businesses, and provide the necessary means for waste prevention and repair.

1.3.1 Key barriers to circularity

Despite the progress achieved and the implementation of several measures, the transition towards a circular economy in Lisbon still faces significant structural and operational challenges.

1. Fragmented governance and limited coordination

Circularity initiatives are often developed in isolation by different municipal departments or external stakeholders. This fragmentation leads to overlapping efforts, missed synergies, and a lack of shared strategic direction—hindering the creation of an integrated and systemic approach essential for a resilient transition.

2. Limited scale and replicability of actions

Most circular economy initiatives remain at pilot or experimental scale, which restricts their capacity to generate broader citywide impact. As a result, the full potential of circularity—such as increased resource efficiency, waste reduction, and economic resilience—is not yet fully realized.

3. Financial and economic constraints

High initial investment costs and the limited availability of tailored financing instruments continue to discourage organizations from adopting circular business models. The absence of stable financial mechanisms, including incentives or blended finance solutions, prevents promising projects from scaling up.

4. Insufficient knowledge and awareness

Limited dissemination of knowledge and weak communication about circular economy principles hinder understanding and engagement among citizens, businesses, and municipal actors. Awareness-raising, training, and capacity-building remain critical to fostering behavioral change and collective ownership of the circular transition.

In summary, overcoming these interconnected challenges—fragmentation, limited scale, financial barriers, and insufficient knowledge dissemination—is essential for unlocking Lisbon’s full circular potential. A coordinated governance framework, coupled with stronger financial and educational mechanisms, will be key to accelerating this systemic transition and achieving tangible, long-term impact.

1.3.2 Identified needs

To effectively address the barriers identified, Lisbon must adopt a coordinated and systemic approach, strengthening governance, scaling up action, mobilising investment, and fostering knowledge-sharing. The following needs have been identified as priorities for accelerating the city’s circular transition:

1. Establish a Coordinated Governance Model

Create an integrated governance structure that ensures coherence across departments and sectors, enhances accountability, and encourages collaboration between public authorities, businesses, academia, and citizens. Such a framework will provide the institutional foundation for a unified circular economy strategy.

2. Articulate and Scale Up Actions

Consolidate fragmented initiatives into a single, cross-sectoral Strategy with clearly defined goals, responsibilities, and monitoring tools. This will help scale up pilot experiences, replicate successful models, and increase overall impact across the city.

3. Align and Leverage Investment

Prioritise investments that deliver measurable circular outcomes and maximise cost-effectiveness. Strengthen access to funding through targeted mechanisms, public–private partnerships, and innovative finance models (e.g., green bonds, revolving funds).

4. Strengthen Knowledge and Capacity-Building

Enhance communication, education, and training efforts to ensure all stakeholders—citizens, companies, and municipal staff—understand circular principles and can apply them effectively. Foster continuous knowledge exchange and the diffusion of good practices.

In summary, overcoming the existing barriers will depend on strong governance, coordinated action, smart investment, and informed participation. Together, these elements will enable Lisbon to progress from fragmented efforts to a fully integrated and scalable circular system.

2. Vision and Strategic Alignment

Building on the opportunities and collaborative dynamics fostered through the URBACT methodology (ANNEX 1), Lisbon envisions this Local Action Plan as a catalyst for tangible and measurable progress toward circularity. The plan seeks to implement a coherent set of impactful initiatives that will enhance the city’s circular performance and strengthen its transition toward a regenerative and sustainable urban model.

The outcomes and lessons generated through the implementation and monitoring of this plan are expected to lay the groundwork for the development of a medium- to long-term Circular Economy Strategy for Lisbon. At the same time, the process aims to raise awareness and commitment among entities responsible for territorial management, encouraging the creation of a governance model capable of sustaining the transition over time.

Central to this vision is the active engagement of stakeholders. The participatory process of identifying and working with members of the URBACT Local Group has highlighted both the diversity and the complementarity of actors across the city. Their contributions, shared commitment, and willingness to “connect the dots” illustrate the collective momentum needed to advance circularity.

The plan also places strong emphasis on policy alignment—ensuring coherence with European, national, and regional circularity frameworks. This alignment is not only essential for coordinated progress but also for unlocking funding opportunities that can secure the successful implementation of proposed actions.

By maintaining consistency with Lisbon’s political agenda and ongoing investments in climate action, sustainability, innovation, and entrepreneurship, this Action Plan contributes meaningfully to the city’s overarching goals while reinforcing its international positioning as a forward-thinking, inclusive, and resilient capital.

“A sustainable, responsible, fair, and resilient city in transition toward a more circular, regenerative, and collaborative economy — people-centred and inspiring for the world.”

3. Methodological Framework

3.1 URBACT approach and ULG governance model

The creation of a URBACT Local Group (ULG) is a core element of the URBACT methodology. Its strength lies in promoting bottom-up, participatory approaches that ensure action plans are firmly grounded in local realities and needs. This approach not only enhances the relevance of the plans but also increases their feasibility and ownership, guaranteeing a greater likelihood of successful implementation.

The overarching purpose of the Lisbon ULG is illustrated in **Figure 2**, which highlights its role as a collaborative platform bringing together diverse actors committed to advancing Lisbon’s circular transition.

Purposes of Lisbon's ULG



Figure 2: Purposes of Lisbon's ULG

3.2 Stakeholder mapping and engagement process

The process of forming the Lisbon ULG began during the preparation phase for the first visit of the Lead Expert. At this stage, an initial survey and analysis of relevant organisations and municipal departments were conducted to identify potential participants in the transition process.

Following the expert's visit, and prior to the first plenary meeting, a second review and refinement of the list of entities took place, incorporating additional stakeholders suggested by participants.

Once established, the ULG reflected an integrated approach, ensuring representation across different dimensions of integration—horizontal, vertical, sectoral, and across both hard and soft investment domains. From this foundation, efforts were made to actively engage all members in co-creation (**Figure 3**), identifying the most relevant actions to be included in the Integrated Local Action Plan (IAP).

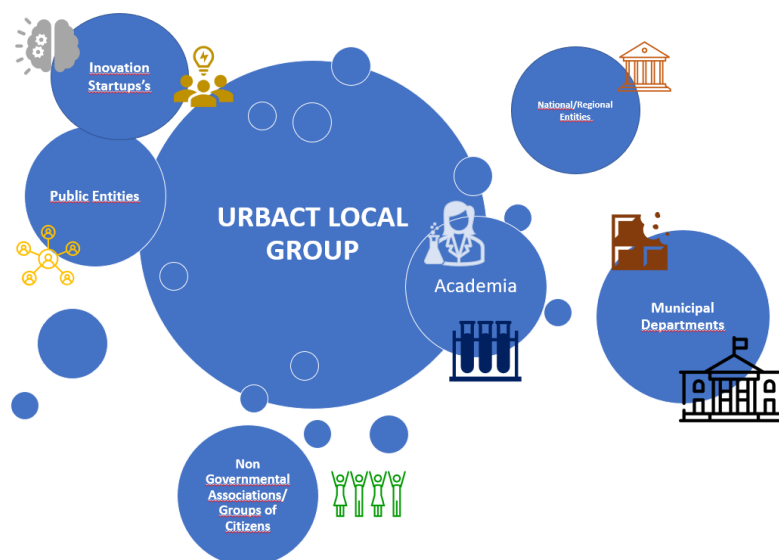


Figure 3: URBACT Local Group: Entities

3.3 Composition and Stakeholder Groups

Based on the entities that accepted the invitation to join the ULG, participants were organised into stakeholder groups to optimise representation and collaboration. These groups, and their respective missions, are presented below (Table 4).

Table 4 – Lisbon ULG Stakeholder Groups

| Group | Description | Mission / Role |
|---|---|--|
| Municipal Departments | Municipal departments engaged in circular economy initiatives, as well as municipal companies and associations operating within the city's ecosystem. | Integrate ongoing municipal actions and strengthen coordination across departments involved in the circular transition. |
| NGOs and Citizen Groups | Includes NGOs, community-led initiatives, and local projects focused on circularity, waste prevention, and sustainability. | Engage civil society and mobilise community expertise to foster participatory, bottom-up change. |
| National and Regional Bodies | Encompasses regional and national institutions that ensure alignment between the local plan and broader policy frameworks. | Promote coherence between local actions and higher-level strategies, creating multi-level governance synergies. |
| Innovative Projects and Startups | Represents Lisbon's innovation ecosystem — startups and initiatives developing circular solutions, technologies, and business models. | Foster collaboration between innovators and the city, scaling up disruptive ideas that enhance circular impact. |
| Academic and Research Institutions | Includes universities and research centres specialising in circular economy and sustainability studies. | Connect science and policy by embedding research insights and best practices into the implementation of the Action Plan. |

3.4 Governance and Operational Process

To operationalise the ULG (**ANNEX 2**), and following the identification of potential members (based on the municipality's prior knowledge of circular economy stakeholders), several meetings were held. Generally, these meetings focused on:

1. Defining the ULG governance model
2. Building a common Vision shared vision for Lisbon's circular transition.
3. Identification of potential actions;
4. Action definition
5. Prioritization of Actions
6. Final Version Presentation

A survey was also conducted among participating entities to map:

1. ongoing and planned circular economy initiatives;
2. organisational roles and areas of influence;
3. interests and expectations regarding participation in the ULG.

Given Lisbon's dynamic urban context, a comprehensive and open governance model was adopted, combining plenary and sectoral meetings, complemented by continuous information-sharing mechanisms.

Members were invited to identify the circular economy themes they wished to work on. This led to the creation of:

- Two Advisory Councils: Central and Regional Administration; Academia and Research Institutions
- Two Transversal Working Groups: Education, Citizenship and Local Development; Knowledge, Information and Indicators
- Nine Thematic Subgroups: Buildings, Construction and Public Works; Urbanism, Mobility and Public Space; Sustainable and Circular Public Procurement; Waste Prevention and Recovery; Water and Energy Efficiency, among others.

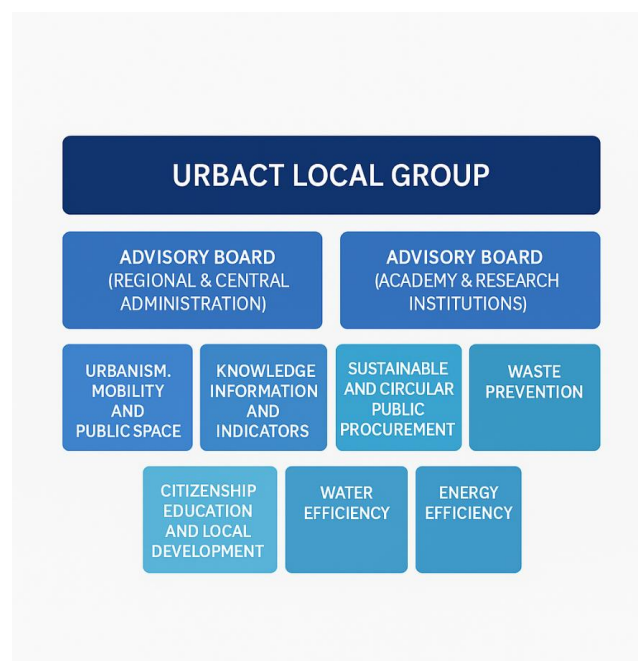


Figure 4: URBACT Local Group: Governance Model

Figure 4 shows the scheme of the governance model adopted.

Further on, the identification of focus areas was carried out through a mixed process of analysis and exploratory methods, supported by the following components:

1. Alignment with Local, Regional, and National Policies:

Ensuring coherence with the strategic objectives and guidelines outlined at various governance levels.

2. Inputs from the Baseline Study:

Leveraging insights and data obtained from the foundational study conducted as part of the project.

3. Areas of Interest Identified by ULG Partners:

Incorporating the priorities and focal points suggested by the various partners involved in the Urbact Local Group (ULG).

Overall, the ULG's governance process, has been based on sectoral and plenary meetings where, for each thematic area, further operational objectives and actions have been defined, which were being analysed and discussed by all members in plenary meetings.

This process resulted in the integrated, co-developed Local Action Plan!

The focus areas, strategic, operational objectives and respective actions are presented in the Part II of the Integrated Action Plan.

PART II: Overall logic and integrated approach

4. Focus Areas of the IAP

The results of the methodology described in Part I are presented in **Figure 5**

The structured approach that has been followed ensures that the focus areas are aligned with overarching policies, informed by evidence-based studies, and reflective of the diverse interests of stakeholders. The identified areas of focus are also aligned with the network's themes of focus and are reflecting the lines of intervention.



Figure 5: Focus Areas Identified

5. Strategic and Operational Objectives

Following the process of identifying and selecting focus areas and with the support of the Local Group, the portfolio of strategic objectives was discussed and constructed, landing in a set of five strategic objectives that underpin the IAP:

SO1: Strengthen collaborative governance and citizen participation creating socioeconomic opportunities and benefits;

SO2: Promote circular businesses and models of production and consumption;

SO3: Improve efficiency of city consumption resources, closing resource loops;

SO4: Stimulate Education, communication, awareness and training for CE;

SO5: Enhance understanding and measurement of the city's circularity performance;

Each of the strategic objectives were detailed in this set of specific (operational) objectives and respective actions:

Table 5: Major Plan Options related to the Local Action Plan

| Strategic Objectives | Operational Objectives | Actions |
|--|---|--|
| SO1: Strengthen collaborative governance and citizen participation creating socioeconomic opportunities and benefits; | OO1.1 Building a robust and efficient governance model involving all local and relevant stakeholders. | 1.1.1. Develop the circular economy strategy for Lisbon |
| | OO1.2. Creating synergies between partners as a way to accelerate the transition to a more circular local model | 1.2.1. Integrate the Fabcity Network (self-sufficient cities): |
| | | 1.2.2 Introduce a circularity component in the Priority Intervention Neighborhoods (BIP/ZIP Program) |
| SO2: Promote circular businesses and models of production and consumption; | OO2.1. Promote innovation to develop circular businesses | 2.1.1 Create a Circular Economy Acceleration Program |
| | OO2.2. Promote Circular and Sharing Activities | 2.2.1 Develop an app/platform to facilitate neighborhood circular business |
| | | 2.2.2 Develop the business model for the implementation of a Circular Tourism Pass |
| SO3: Improve efficiency of city consumption resources, closing resource loops; | OO3.1 Accelerate Circular Procurement | 3.1.1 Develop a toolkit with technical specifications to be included in tenders |
| | OO3.2 – Promote Circular Construction | 3.2.1 Develop business model and implementation of reusable construction materials bank (Circofin) |
| | OO3.3. Promote Energy and Water efficiency in households and public buildings | 3.3.1 Creation of a One Stop Shop to promote energy and water efficiency in households |
| | OO3.4. Waste Prevention | 3.4.1. Implement the municipal biowaste management strategy |

| Strategic Objectives | Operational Objectives | Actions |
|--|--|--|
| | OO3.5. Improve food systems and circular urban relations | 3.5.1. Promote low-carbon, local food systems by connecting producers with consumers and reducing the environmental footprint of public meals served in municipal facilities |
| SO4: Stimulate Education, communication, awareness and training for CE; | OO4.1. Establishing a city-wide circularity activation programme combining training, demonstration infrastructures, mobile labs, school initiatives, and community workshops to foster learning-by-doing and sharing practices | |
| SO5: Enhance understanding and measurement of the city's circularity performance; | 5.1.1 – Introduce circular economy indicators in the Lisbon Observatories Tool | |

6 Pilot Actions and Experimentation

As part of the design process for several actions within the plan, a set of pilot initiatives was developed. In line with the URBACT IV methodology, these pilots serve as practical instruments for testing ideas, reducing uncertainty, and supporting evidence-based decision-making.

Pilot actions are a central element of the URBACT approach, as they allow cities to experiment on a small scale, assess the feasibility and potential impact of innovative solutions, and co-produce knowledge with local stakeholders before wider implementation. This process not only validates the proposed measures but also strengthens stakeholder engagement and ownership, ensuring that actions are well adapted to the local context.

In Lisbon, following the integrated and participatory approach applied throughout the Local Action Plan, pilot activities were designed to explore and refine actions in four priority areas:

Circular Construction – testing models for reuse of materials, circular design principles, and urban resource loops.

Awareness Tools for Sustainable and Circular Consumption – developing new instruments and communication approaches to foster behavioural change among citizens.

Sustainable Tourism – exploring mechanisms to integrate circular practices within the tourism sector, promoting low-impact and regenerative visitor experiences.

Circular Neighbourhoods – piloting place-based initiatives that mobilise communities, local businesses, and institutions to co-create circular solutions at the neighbourhood scale.

7 Prioritized list of actions

During the fourth ULG Group meeting, a prioritization process was carried out for the 23 previously identified actions.

To this end, an exercise was conducted to assess both the level of impact and the degree of complexity of each action.

The prioritisation process was based on the methodology developed under the URBACT programme. Further details of the exercise carried out are provided in Annex 5 .

Once the analysis of contributions was completed, it was found that some actions were mostly identified as “Filler Tasks.” Based on this observation, the coordination team reorganized the actions, resulting in a final panel of 13 priority actions (**Table 5**).

The results of the selection process are presented in **Annex 3**, and the aggregation of actions, structured in the form of action sheets, is presented in the next chapter.

PART III: Action planning details

8 Cross-Cutting Summary Tables

Action 1 - Develop the circular economy strategy for Lisbon

Focus area: Governance

Strategic objective

Strengthen collaborative governance and citizen participation creating socioeconomic opportunities and benefits.

Operacional objective:

Building a robust and efficient governance model involving all local and relevant stakeholders

Description

The action focuses on creating a comprehensive circular economy strategy for Lisbon by fostering collaboration across all sectors and levels of governance. The aim is to establish a robust framework for the transition to a circular economy, with clear roles and responsibilities for local stakeholders, enhancing decision-making processes, and ensuring the efficient use of resources. This strategy will prioritize sustainability, inclusivity, and long-term environmental and social benefits.

Output: Strategic document for the city.

Schedule: May 2025 – May 2027

Cost estimation: 5.000 €.

Indicators

Formal order from the city council administration appointing the working group (Yes/No)

Strategical Verticals identified (Yes/No).

Minutes of meetings held with stakeholders

Final Document concluded (Yes/No)

Dissemination and collection of contributions and comments by stakeholders and the population carried out (Yes/No)

Presentation and approval by municipal bodies (Municipal Administration and Municipal Assembly) (Yes/No)

Action owner: Lisbon City Council/Municipal Directorate of Economy and Innovation/Department of Employment, Entrepreneurship and Business and Lisbon E-Nova - Lisbon Energy and Environment Agency

Stakeholders

Lisbon City Council Administration, Lisbon City Council Departments, Lisboa E-Nova, Municipal Companies (Housing, Culture, Water, Sewage), Regional and National entities, Urbact Local Group

Global Sustainable Development Goals

8. Decent Work and Economic Growth

11. Sustainable Cities and Communities

17. Partnerships for the Goals

Action 2 - Integrate Fab City Network (self-sufficient cities)

Focus area: RESOURCES EFFICIENCY, EDUCATION, GOVERNANCE

Strategic objective

Strengthen collaborative governance and citizen participation creating socioeconomic opportunities and benefits.

Operacional objective:

Creating synergies between partners to accelerate the transition to a more circular local model

Description

Facilitate the urban transition to locally productive, globally connected cities through circular economy strategies and digital social innovation. Promote collaboration across a global network of cities to tackle climate change and social inequality, guided by ten core principles: Ecological, Inclusive, Glocalism, Participatory, Economic Growth & Employment, Locally Productive, People-Centered, Holistic, Open Source Philosophy, and Experimental

Output:

Formal Integration of Fabcity Association

Schedule:

June 2025 – January 2028

Cost estimation:

15000 €.

Action owner:

Municipal Directorate of Economy and Innovation/ Department of Innovation and Strategic Sectors

Indicators

At least capture of interest from 10 local stakeholders

Production of a video with the Mayor or Deputy Mayor explaining Lisbon's interest in joining the network (Yes/No).

Participation at least in one conference (Yes/No)

Formal subscription presented (Yes/No)

Formal acceptance accepted (Yes/No)

Stakeholders

Lisbon City Council Administration , Lisbon City Council Departments, Lisboa E-Nova, Municipal Companies Universe (Housing , Culture, Water, Sewage), Regional and National entities, Urbact Local Group

Global Sustainable Development Goals

4. Quality Education

9. Industry, Innovation and Infrastructure

17. Partnerships for the Goals

Action 3 - Introduce a circularity component in the Priority Intervention Neighborhoods (BIP/ZIP Program)

Focus area: EDUCATION, GOVERNANCE

Strategic objective

Strengthen collaborative governance and citizen participation creating socioeconomic opportunities and benefits.

Operational objective:

Creating synergies between partners as a way to accelerate the transition to a more circular local model

Description

Integration of circularity criteria in the evaluation and selection of BIP/ZIP projects. Development of a training program for BIP/ZIP project candidates and a mentoring program for approved projects to integrate circularity principles in the design and implementation phases.

Output:

Introduction of circularity criteria in the BIP/ZIP program

Schedule:

January 2026 – December 2027

Cost estimation:

15.000 €

Indicators

Analysis report on applications submitted between 2023 and 2025 (Yes/No)

Proposal of broad thematic areas and circularity criteria for integration into the existing application regulations (Yes/No)

Regulations update (Yes/No)

Realization of at least one session per year

Pilot realized (Yes/No)

Consolidation approved by the responsible of the BIP/ZIP Programme (Yes/No)

Action owner:

Lisbon City Council Municipal Directorate of Economy and Innovation, Department of Local Development- Lisboa E-Nova

Stakeholders

Local Associations

Global Sustainable Development Goals

10. Reduced Inequalities

11. Sustainable Cities and Communities

16. Peace, Justice and Strong Institutions

Action 4 - Create a Circular Economy Acceleration Program

Focus areas: Innovation and Entrepreneurship, Education

Strategic objective

Promote circular businesses and models of production and consumption

Operacional objective:

Promote innovation to develop circular businesses

Description

Acceleration Program to foster innovation and support the development of circular business models in Lisbon. The program will provide startups, SMEs, and innovators with resources, mentorship, and networking opportunities to accelerate the growth of circular businesses. The initiative will focus on scaling solutions that minimize waste, enhance resource efficiency, and create new value chains in line with circular economy principles.

Output:

Acceleration Program

Schedule:

April 2025 – October 2027

Cost estimation: 60.000€

Indicators

Collaboration in building the Hackathon challenges (Yes/No)

Hackathon Mentoring – holding a session (Yes/No)

Ensuring the participation of 100 participants in the Hackathon (Yes/No)

Acceleration Program Mentoring – holding a session (Yes/No)

Ensuring the holding of an event about the Acceleration Program at Web Summit 2025 (Yes/No)

Action owner:

Lisbon City Council/Municipal Directorate of Economy and Innovation/Department of Employment, Entrepreneurship and Business, Unicorn Factory, Lisbon Impact Hub

Stakeholders

Lisbon Innovative Ecosystem (official and start-up's)

Global Sustainable Development Goals

8. Decent Work and Economic Growth:

9. Industry, Innovation and Infrastructure:

12. Responsible Consumption and Production:

Action 5 - Develop an app/platform to facilitate neighborhood circular business

Focus areas: Innovation and Entrepreneurship, Education

Strategic objective

Promote circular businesses and models of production and consumption

Operacional objective:

Promote Circular and Sharing Activities

Description

Development of a platform with an associated application, for consumer use, with mapping of commerce and circular and sustainable services that simultaneously promote these activities and more conscious consumption.

Output:

A app/platform for circular business

Schedule:

November 2024 – November 2027

Cost estimation:

25.000€

Action owner:

Lisbon City Council Municipal Directorate of Economy and Innovation, Lisboa E-Nova

Indicators

Session realized (Yes/No)

Ideation Session realized (Yes/No)

Stakeholders

Circular Economy Portugal, Zero Waste Lab, Local Business community Parish councils - Trade associations - AHRESP

Global Sustainable Development Goals

8. Decent Work and Economic Growth:

11. Sustainable Cities and Communities:

12. Responsible Consumption and Production:

Action 6 - Develop the business model for the implementation of a Circular Touristic Pass

Focus areas: Innovation and Entrepreneurship

Strategic objective

Promote circular businesses and models of production and consumption

Operacional objective:

Promote Circular and Sharing Activities

Description

Development of a service that promotes and encourages more sustainable and circular choices for visitors and local users of the city's tourist and cultural activities. Subscribing to the service will allow you to channel some funds towards the development of this type of business

Output:

Circular Pass

Schedule:

April 2025 – December 2027

Cost estimation:

50.000€

Action owner:

Circular Shift

Indicators

Formal constitution of the ONG Realized (Yes/No)

Identification of at least two programs/funding sources

Obtaining at least one source of financing

Implementation of at least 10 partnerships

The platform/service is available (Yes/No)

A trial year was carried out (Yes/No)

Demonstration of financial sustainability of the project (Yes/No)

Stakeholders

Tourism of Portugal, Visit Lisboa, Lisbon City Council, Lisboa E-Nova

Global Sustainable Development Goals

11. Sustainable Cities and Communities:

12. Responsible Consumption and Production:

17. Partnerships for the Goals:

Action 7 - Develop a toolkit with technical specifications to be included in tenders

Focus areas: Public Procurement

Strategic objective

Improve efficiency of city consumption resources, closing resource loops

Operacional objective:

Accelerate Circular Procurement

Description

Support kit for the introduction of circular technical specifications in public procurement processes

Output:

Kit of circular technical specifications

Schedule:

January 2026 – December 2028

Cost estimation:

15.000€

Action owner:

Lisbon City Council/ Financial
Department Lisboa E-Nova

Indicators

Engage at least 10 partners for the working group

Identification and analysis of at least 5 projects or best practices

Presentation of a report with the municipal areas of greatest potential (quality of criteria vs. financial impact in relation to the municipal budget) (Yes/No)

Holding at least three meetings with regional and national entities

Building a portfolio that can be used in at least 25% of public tenders launched during 2027

Stakeholders

Commission for Regional Development and Coordination of Lisbon and Tagus Valley, I.P. (CCDR LVT, I.P.), National Innovation Agency
Institute of Public Markets, Real Estate and Construction

Global Sustainable Development Goals

8. Decent Work
and Economic
Growth:

12. Responsible
Consumption
and Production:

13. Climate
Action:

Action 8 - Develop business model and implementation of reusable construction materials bank

Focus areas: Resources Efficiency

Strategic objective

Improve efficiency of city consumption resources, closing resource loops

Operacional objective:

Promote Circular Construction

Description

Business model, analysis and financing for implementing a construction materials bank in the city

Output:

Business model

Schedule:

January 2025 – January 2028

Cost estimation:

260.000€

Action owner:

Lisboa E-Nova

Indicators

Engage at least 10 partners for the working group

Report Pre-Feasibility presented? (Yes/No)

Report presented? (Yes/No)

Project presented? (Yes/No)

Report presented? (Yes/No)

Plan presented? (Yes/No)

Stakeholders

Gebalis- Housing development management company

Municipal Department of Maintenance and Construction Urban Rehabilitation Society
other partners representing the construction sector value chain

Global Sustainable Development Goals

9. Industry, Innovation and Infrastructure:

11. Sustainable Cities and Communities:

12. Responsible Consumption and Production:

Action 9 - Creation of a One Stop Shop to promote energy and water efficiency in households

Focus areas: Resources Efficiency

Strategic objective

Improve efficiency of city consumption resources, closing resource loops

Operacional objective:

Promote Energy and Water efficiency in households and public buildings

Description

Creation of a structure for advising citizens regarding improving energy and water efficiency in households

Output:

Opening of the pilot One-Stop Shop to the public

Schedule:

Nov 2024 – June 2027

Cost estimation:

381.000€

Action owner:

Lisboa E-Nova Lisbon City Council (Municipal Department of Environment, Energy and Climate Change)

Indicators

Support around 150 residents in the first half of the first year of implementation (Starting in April 2025)

Development of a campaign and dissemination of results on a half-yearly basis (Yes/No)

Space rehabilitated by the end of 2027 (yes/no)

Technical report completed by the end of 2026 (Yes/No)

Stakeholders

Municipal Directorate of Mobility (DMM) Municipal Directorate of Urbanism (DMU) Municipal Directorate of Finance (DMF) Municipal Directorate of Economy and Innovation (DMEI) Participation Division (SG/DRMP/DP) Municipal Directorate of Maintenance and Conservation (DMMC) Lisbon Urban Intelligence Management Centre (CGIUL) Municipal General Secretary (SG)

Global Sustainable Development Goals

6. Clean Water and Sanitation:

7. Affordable and Clean Energy:

11. Sustainable Cities and Communities:

Action 10 - Implement the municipal biowaste management strategy

Focus areas: Resources Efficiency

Strategic objective

Improve efficiency of city consumption resources, closing resource loops

Operacional objective:

Waste Prevention

Description

Implementation of a diverse set of solutions aimed at improving the efficiency of selective collection of bio-waste in the city. Namely provision of a selective collection system for this sector, reinforcement of the collective composting network, testing of the implementation of "save as you throw" systems.

Output:

Implementation of selective collection of bio-waste

Schedule:

Jan 2023 – Dec 2030

Cost estimation:

70 000 000 €

Action owner:

Waste Management Municipal Directorate

Indicators

Development of an annual municipal action during the strategy implementation period

Increase the amount collected according to the following goals: (2025)28%(2026)33%(2027)39%(2028)46%(2029)53%(2030) 65%

Triple the number of community compost bins by 2030 (baseline 15 in 2025)

Achieve a municipal coverage rate by 2030

Duplicate the number of UCO Public bins by 2030 (baseline ____ in 2025)

Implementation of a pilot project in the parish of Alvalade by the end of 2027 (Yes/No)

Stakeholders

Valorsul

Global Sustainable Development Goals

11. Sustainable
Cities and
Communities

13. Climate
Action

15. Life on
Land

Action 11 - Promote low-carbon, local food systems by connecting producers with consumers and reducing the environmental footprint of public meals served in municipal facilities.
Focus areas: Resources Efficiency

Strategic objective

Improve efficiency of city consumption resources, closing resource loops

Operacional objective:

Improve food systems and circular urban relations.

Description

Implementation of one day a week of vegetarian meals

Promotion of actions to stimulate the consumption of short-chain products

| | |
|----------------|--|
| Output: | Implementation of one day a week of vegetarian meals actions to stimulate the consumption of short-chain products |
|----------------|--|

| | |
|----------------------|---------------|
| Action owner: | Lisboa E-Nova |
|----------------------|---------------|

| | |
|------------------|--------------------------|
| Schedule: | January2026 – March 2028 |
|------------------|--------------------------|

| |
|---|
| Stakeholders |
| Department of Health, Hygiene and Safety and Division of Promotion and Local Dynamization |

| | |
|-------------------------|--------|
| Cost estimation: | 4.000€ |
|-------------------------|--------|

| |
|---|
| Indicators |
| Implementation of one day a week of plant based meals and lest in two canteens |
| Carrying out at least two awareness-raising and match-making actions between producers and consumers in municipal markets |

Global Sustainable Development Goals

| | | |
|-----------------|---|-------------------|
| 2. Zero Hunger: | 12. Responsible Consumption and Production: | 15. Life on Land: |
|-----------------|---|-------------------|

Action 12 - Establish a city-wide circularity activation programme combining training, demonstration infrastructures, mobile labs, school initiatives, and community workshops to foster learning-by-doing and sharing practices.
Focus areas: Education

Strategic objective

Stimulate Education, communication, awareness and training for CE

Operacional objective:

Promote a cultural shift towards circularity by integrating knowledge, skills, and values across institutions, schools and local communities

Description

Develop a portfolio of initiatives and activities tailored to different target audiences, aimed at demonstrating the practical benefits of circular solutions and raising awareness about the advantages of adopting more circular and sustainable practices.

| | |
|----------------|--|
| Output: | Portfolio of initiatives and activities |
|----------------|--|

| | |
|------------------|---------------------|
| Schedule: | Jan 2026 – Dec 2030 |
|------------------|---------------------|

| | |
|-------------------------|----------|
| Cost estimation: | 45 000 € |
|-------------------------|----------|

| Indicators |
|---|
| Number of tailored activities developed |
| % of target groups with completed activity portfolios |
| Number of educational/communication materials produced |
| Number of events or activities held |
| Number of local partners involved |
| Number of submitted and approved funding applications |
| Number of training activities and school programs implemented |
| Number of trained human resources |
| Number of schools or educational institutions involved |

| | |
|----------------------|---|
| Action owner: | Lisbon City Council/ Economy Innovation Department, Training and Development Department , Lisboa E-Nova |
| Stakeholders | ULG Members |

| Global Sustainable Development Goals | | |
|---|---|---------------------------------|
| 4. Quality Education: | 11. Sustainable Cities and Communities: | 17. Partnerships for the Goals: |

Action 13 - Introduce circular economy indicators in the Lisbon Observatories Tool

Focus areas: Measurements and Indicators

Strategic objective

Enhance understanding and measurement of the city's circularity performance

Operational objective:

Develop monitoring tools

Description

A set of circular economy indicators integrated into the Lisbon Observatories Tool. Development of data collection methodologies and reporting systems for tracking circular economy progress. Publicly accessible dashboards and reports showcasing the city's performance in circular economy areas.

Output:

Publication of dashboards and reports showcasing the city's performance

Schedule:

Jan 2026 – Dec 2027

Cost estimation:

10 000 €

Indicators

Holding at least 3 exploratory meetings in 2026 with relevant stakeholders from the local ecosystem, regional entities and academia)

Stakeholder agreement survey by end of 2026

Presentation of dashboard proposal by the end of 2026 (yes/no)

Construction of tool and promotional page completed by the end of the first half of 2020 (Yes/No)

Integration completed by end of 2027 (Yes/No)

Report template designed by end of Q1 2027 (Yes/No)

Publication of the first report by the end of the first quarter of 2028 (Yes/No)

Action owner:

Lisboa E-Nova; Municipal Directorate of Economy and Innovation

Stakeholders

ULG and Academia

Global Sustainable Development Goals

11. Sustainable Cities and Communities:

13. Climate Action:

17. Partnerships for the Goals:

PART IV: Implementation and Monitoring

9 Financial Plan

Table 6 – Estimative of Action Implementation Costs and potential Financial Funds Opportunities

| Action | FUNDS 1 | FUNDS 2 | FUNDS 3 | Total Funds per Action |
|-------------------|---|---|---|------------------------|
| Action 1 | City Budget | C3 | | 5.000 € |
| Action 2 | Horizon Europe | Interreg | EEA Grants | 15.000€ |
| Action 3 | Fundo Ambiental | Lisboa 2030 | | - |
| Action 4 | Portugal Inovação Social | Horizon Europe | Program partners | 60.000 € |
| Action 5 | PO Regional Lisboa 2030 | Horizon Europe | City Budget | 25.000 € |
| Action 6 | Linha Turismo + Sustentável (2024-2025) | Interreg SUDOE | Programa Nacional de Turismo de Natureza (PNTN) | 50.000€ |
| Action 7 | Lisbon 2030 | City Budget | | 15.000€ |
| Action 8 | Horizon Europe CCRI | Lisboa 2030 | City Budget | 260.000€ |
| Action 9 | Horizon Europe – Net Zero Cities | City Budget | | 381.000€ |
| Action 10 | City Budget | Portugal 2030 – POSEUR Fundo Ambiental | Life Horizon Europe | 70.000.000 € |
| Action 11 | City Budget | Fundo Ambiental | | 4.000 € |
| Action 12 | COMPETE 2030 / +VERDE (Portugal 2030) | FSE+ / Erasmus+ | City Budget | 45.000 € |
| Action 13 | City Budget | Horizon Europe | Digital Europe | 10.000 € |
| Global Investment | | | | 70870000 € |

10 Time Plan

Table 7 – Time Plan: Implementation of Actions

[illegible]

11 Risk Mitigation Plan

Table 8 – Risk Mitigation Plan per Action

| Action | Risk | Type | Probability | Mitigation plan |
|--------|--|------------------------|-----------------|---|
| 1 | Ending the governance cycle at the end of 2025, changes in the political agenda may occur that will delay the process. | Institutional | Low/ Medium | Presenting all the work already undertaken immediately after taking office, with the aim of encouraging their engagement and demonstrating openness to align and update relevant aspects within their political agenda. |
| 2 | Change in level of interest due to change in municipal administration | Institutional | Low/ Medium | Engage elements from new administration as project ambassadors. |
| 3 | The city administration didn't accept the changes in the regulamentation | Institutional | Low | Produce a presentation session with best practices from other European cities and the benefits from the proposed updates in regulamentation. |
| 4 | The program has not generated significant interest from the city's startup community. | Operatrional/Technical | Low/ Medium | Launch innovation calls with prizes and technical support; Establish joint incubation with active hubs (e.g., Beta-i, Unicorn Factory, Lisbon Impact Hub). |
| | After completing the initial two years with secured third-party funding, the city has been able to identify a new source of financing. | Financial | Low/ Medium | Use participatory methodologies (community mapping, crowdsourcing); Collaborate with local parishes and universities. |
| 5 | Inability to identify a representative universe of circular activity in the city's neighborhoods | Operational | Low/ Medium | Explore alternative ways of collecting information, using data intelligence methodologies and artificial intelligence tools |
| | Low use by the population | Operational | Low/ Medium | Invest in outreach programs and citizen engagement initiatives with the support of residents and neighborhood associations |
| 6 | Inability to attract partnerships The product does not demonstrate interest among visitors | Operational | Medium/ High | Strengthening institutional support from the municipality and institutions responsible for tourism in promoting the product. |
| | Inability to stabilize financial sustainability. | Financial | Medium/ High | Investment in the search for sources of financing and diversification of these until the financial sustainability of the business is stabilized |

| Action | Risk | Type | Probability | Mitigation plan |
|--------|---|---------------------------|-----------------|---|
| 7 | Legal restrictions related to national legislation for public procurement | Legal | Low/ Medium | Strengthening partnerships with public institutions in the search for solutions that unlock restrictions |
| | Lack of market solutions for new specifications | Operational | Medium/ High | Disseminating examples of best practices and their associated benefits to suppliers. Creating strategies in conjunction with other municipalities, the metropolitan region, and state agencies. |
| 8 | Legal restrictions may affect the success of the project | Legal | Medium/ High | Strengthening partnerships with public institutions in the search for solutions that unlock restrictions |
| | Lack of materials to allow progress in implementing the bank | Operational | Medium | Strengthening building rehabilitation and deconstruction mechanisms in the public and private sectors that allow for the collection of materials. Investing in competitive prices for secondary raw materials: |
| | Disinterest in potential users | Operational | Medium | Publicity promoting the environmental benefits of projects using these materials. |
| | There may be delays in the space rehabilitation process | Operational | Medium | Plan a calendar with safety margins. Agree on contracts with penalty clauses and regular monitoring. |
| 10 | Given that the volume of investment is dependent on external financing, there is no capacity or availability of national and community programs to make it available in accordance with the established schedule. | Institutional /Fincial | Low/ Medium | Diversify sources (EU, national, private partnerships). Create a phased plan that allows you to start with smaller budgets. |
| 11 | Workers' non-adherence to the implementation of the plant-based meal day | Operational | Low/ Medium | Involve workers from the beginning. Awareness-raising activities that demonstrate nutritional and environmental benefits. |
| | Lack of interest from producers in participating in training sessions | Institutional | Medium | Create incentives for producers (certification, access to public markets). |

| Action | Risk | Type | Probability | Mitigation plan |
|--------|---|-------------|----------------|--|
| 12 | inadequate definition of target audiences, logistical difficulties in creating pilot centers, and low involvement of local partners. | Operational | Low | Conduct small pilots to test before scaling. Commitment agreements with key partners before launch. |
| | uncertainty in access to financing and the complexity in designing effective activities can compromise the impact and sustainability of actions | Financial | Low/ Medium | Financial plan with alternative scenarios and reserves |
| 13 | Difficulties in the process of obtaining information to feed the indicator panel | Operational | Low/ Medium | Define clear data protocols with suppliers. Automate data collection with digital tools. Schedule regular data quality audits. |

12 Monitoring and Evaluation Framework

12.1 Governance Framework

To ensure the effective implementation of the Lisbon URBACT LET'S GO CIRCULAR! Action Plan, a dedicated governance model has been established. This framework aims to guarantee continuity, accountability, and coordination throughout the implementation process, while fostering collaboration among all relevant actors identified within the URBACT Local Group (ULG).

Conceptually, the model was designed to be simple, inclusive, and flexible—allowing each action to be developed autonomously, while ensuring continuous interaction between partners, active knowledge exchange, and effective dissemination of initiatives to the wider public.

The conceptual structure of the governance model is illustrated in **Figure 6**.

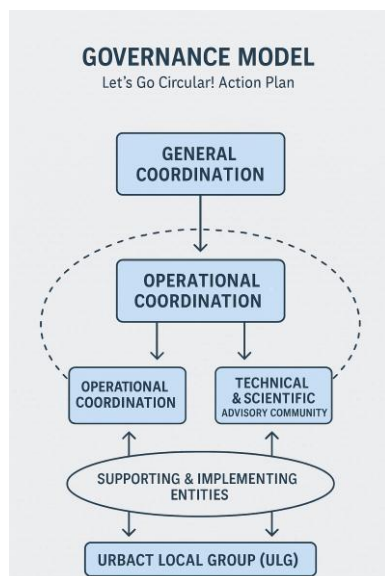


Figure 6: Governance Model of the Lisbon IAP Action Plan

12.2 General Coordination

The General Coordination of the Action Plan will be jointly assumed by Lisboa E-Nova – Lisbon’s Energy and Environment Agency and the Lisbon City Council (CML).

This joint coordination team will be responsible for:

- Overseeing the overall implementation and monitoring of the actions identified in the plan;
- Ensuring coherence between actions and the city’s strategic management framework;
- Identifying and disseminating funding opportunities to support the plan’s continuity;
- Coordinating communication and dissemination activities, ensuring that results and progress are shared widely;
- Assessing how the implemented actions contribute to Lisbon’s broader sustainability, innovation, and circularity goals.

In close collaboration with the Technical and Scientific Advisory Community, the coordination team will also identify opportunities to integrate the plan’s activities into emerging strategies and to promote new initiatives that ensure the plan’s continuity beyond its initial implementation period.

12.3.3 Operational Coordination

For each action within the plan, a specific operational coordinator will be appointed—typically the entity responsible for implementation.

Where an action falls under the direct responsibility of a municipal department or unit, that department will assume operational leadership.

In cases involving multiple partners or consortium-based actions, a lead organization will be designated as the primary contact point with the General Coordination team.

This structure ensures clarity of roles, smooth communication, and efficiency in joint implementation.

12.4 Technical and Scientific Advisory Community

A Technical and Scientific Advisory Community will be established to support the development and implementation of the plan. This group's primary functions will be to:

- Provide technical guidance and scientific advice for innovative methodologies;
- Support the preparation of funding applications and project proposals;
- Facilitate the replication and scaling of successful practices;
- Strengthen the link between local actions and metropolitan or national strategies.

This community will play a key role in promoting articulation with broader initiatives, such as the FoodLink network—which brings together all 18 municipalities of the Lisbon Metropolitan Area—and other circularity-related metropolitan and European strategies.

12.5 Supporting and Implementation Entities

Depending on the nature of each action, specific supporting entities will be engaged to ensure operational success and alignment with the city's strategic frameworks.

These entities will provide expert advice and implementation support, helping translate the plan's strategic objectives into tangible results.

The selection of relevant supporting partners for each action will be carried out jointly by the General Coordination team and the Operational Coordinator responsible for that action. This collaborative approach allows for adaptability and ensures that partnerships remain responsive to emerging needs and opportunities.

12.6 Management Team Procedures

The General Management Team will convene regular coordination meetings with all Action Leads and supporting partners.

These meetings will serve to:

- Review progress and update the implementation timeline;
- Collect data and materials for monitoring and reporting;
- Plan communication and dissemination activities;
- Identify obstacles and propose corrective measures.

This collaborative rhythm will maintain alignment among all actors and reinforce a shared sense of ownership of the Action Plan's implementation process.

A summary table (Table 10) will present the entities associated with each action, outlining their respective roles in coordination, implementation, and support.

Table 9. List of action with indicators and responsible per action

| Actions | | Result Indicator | Calculation formula | Baseline (year) | Target (year) | Responsible |
|---------|--|---|---|-----------------|---------------|-------------------------------------|
| 1 | Develop the circular economy strategy for Lisbon | Final Document concluded | Yes/No | 2025 | 2027 | CML/DMEI Lisboa E-Nova |
| 2 | Integrate the Fabcity Network (self-sufficient cities): | Formal subscription presented | Yes/No | 2025 | 2028 | CML/DMEI/DISE |
| 3 | Introduce a circularity component in the Priority Intervention Neighborhoods (BIP/ZIP Program) | Proposal of broad thematic areas and circularity criteria for integration into the existing application regulations | Yes/No | 2025 | 2027 | DMEI/DMH/DDI Lisboa E-Nova |
| 4 | Create a Circular Economy Acceleration Program | Acceleration programme realized | Yes/No | 2025 | 2027 | DMEI Unicorn Factory Impact Hub |
| 5 | Develop an app/platform to facilitate neighborhood circular business | Application operational and available | 1000 users in the first six months of operationalization | 2026 | 2027 | CML/DMEI Lisboa E-Nova |
| 6 | Develop the business model for the implementation of a Circular Tourism Pass | Demonstration of financial sustainability of the project | Yes/No | 2025 | 2027 | Circular Shift |
| 7 | Develop a toolkit with technical specifications to be included in tenders | Building a portfolio that can be used in at least 25% of public tenders launched during 2027 | Total number of public tenders*25/100 | 2026 | 2028 | CML/DMF Lisboa E-Nova |
| 8 | Develop business model and implementation of reusable construction materials bank (Circofin) | Business model presented | Yes/No | 2025 | 2027 | Lisboa E-Nova |
| 9 | Creation of a One Stop Shop to promote energy and water efficiency in households | Support around 150 residents in the first half of the first year of implementation | Support 150 residents | 2025 | 2025 | Lisboa E-Nova CML/DAEAC |
| 10 | Implement the municipal biowaste management strategy | Triple the number of community compost bins by 2030 | Number of compost bins in 2030 = Number of compost bins in 2025*3 | 2025 | 2030 | CML/DMRU |
| 11 | Promote low-carbon, local food systems by connecting producers with consumers and reducing the environmental footprint of public meals served in municipal facilities. | Implementation of one day a week of plant based meals and left in two municipal canteens | Yes/No | 2025 | 2027 | Lisboa E-Nova |

| Actions | | Result Indicator | Calculation formula | Baseline (year) | Target (year) | Responsible |
|---------|---|--|-------------------------------------|-----------------|---------------|--------------------------|
| 12 | Establish a city-wide circularity activation programme combining training, demonstration infrastructures, mobile labs, school initiatives, and community workshops to foster learning-by-doing and sharing practices. | Sixty events or activities held | Number of events or activities held | 2026 | 2030 | CML/DMEI Lisboa E-Nova |
| 13 | Introduce circular economy indicators in the Lisbon Observatories Tool | A set of circular economy indicators integrated into the Lisbon Observatories Tool | Yes/No | 2026 | 2027 | CML/DMEI Lisboa E-Nova |

12.7 Purpose and Benefits of the Governance Model

This governance model embodies the principles of the URBACT integrated and participatory approach, ensuring:

- Transparency in decision-making and communication;
- Co-responsibility across actors at different governance levels;
- Knowledge sharing between public, private, and community stakeholders;
- Scalability and continuity, enabling the plan to evolve beyond the URBACT implementation phase.

Ultimately, this structure is designed to ensure that Lisbon's circular transition remains dynamic, inclusive, and adaptive, building on the collective energy of its partners and contributing to the long-term transformation of the city.

13 Communication and Public Consultation

13.1 Objectives

Communication is a key factor in the success of any initiative that depends on the active involvement of a diverse range of actors, as is the case of the URBACT LET'S GO CIRCULAR! Action Plan. A well-structured, inclusive, and transparent communication strategy ensures that the plan is understood, shared, and collectively owned.

The communication framework designed for this Action Plan (**Figure 7**) pursues five core objectives:

- **Clarity** – Ensure that all stakeholders clearly understand the objectives, expected outcomes, and implementation process of the plan.
- **Alignment** – Guarantee that all actors remain coordinated and consistent with the plan's overarching goals.
- **Engagement** – Motivate stakeholders and citizens to participate actively in the plan's implementation.
- **Feedback** – Collect systematic feedback from target audiences to fine-tune strategies and actions.
- **Follow-up** – Communicate progress regularly to maintain transparency, identify challenges, and promote shared accountability.

Based on these principles, a Communication Plan was structured to support the effective implementation and visibility of the actions foreseen in the LET'S GO CIRCULAR! Action Plan.

13.2 Communication Framework

Three complementary levels of communication were defined, each addressing different target audiences and purposes. While interconnected, these levels operate with tailored tools and messages to ensure maximum outreach and impact:

- **External Communication** – To raise public awareness and promote the value of Lisbon's transition towards a more circular, sustainable, and innovative city.
- **Internal Communication** – To strengthen the sense of community, collaboration, and collective ownership among partners of the URBACT Local Group (ULG) and associated stakeholders.
- **Institutional Communication** – To present the city's strategic vision and reinforce Lisbon's positioning as a European leader in circularity, innovation, and sustainable governance.

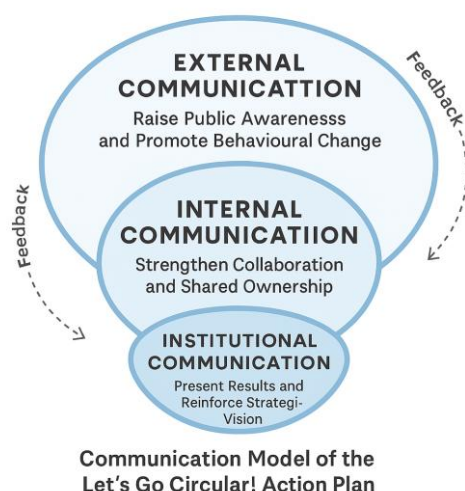


Figure 7: Communication Model of the Lisbon IAP Action Plan

13.3 External Communication

| | |
|-------------------------|--|
| Message | Demonstrate Lisbon's progress towards sustainability, inclusiveness, and innovation through the circular transition. |
| Target Audiences | - General public; - Public and private entities; - Parish councils; - Specific social groups (children and youth, vulnerable communities, elderly citizens). |
| Channels / Tools | - Social media platforms; - Local and regional media; - Institutional communication infrastructure (e.g., digital billboards, posters, MUPIs). |
| Key Actions | - Promotion of local dialogues and community conversations ; - Awareness-raising campaigns and information sessions; - Collaborative actions with ULG partners; - Engagement of local ambassadors and inspiring personalities . |

13.4 Internal Communication

| | |
|-------------------------|---|
| Message | Foster a sense of shared purpose, collaboration, and mutual success among all partners. |
| Target Audiences | - URBACT Local Group partners; - Potential new partners and collaborators. |
| Channels / Tools | - Internal social media groups; - Partner newsletters and information bulletins; - Digital communication platforms (shared drives, collaborative tools). |
| Key Actions | - Regular in-person meetings to present progress, successes, and lessons learned; - Thematic visits to projects developed under the Action Plan; - Creation of an internal digital workspace for exchange of materials and updates. |

13.5 Institutional Communication

| | |
|-------------------------|---|
| Message | Reinforce Lisbon's vision of innovation, modernity, and good governance through the presentation of tangible results and best practices. |
| Target Audiences | - Municipal departments and decision-making bodies; - Citizens; - National and international thematic networks; - Other municipalities and city networks. |
| Channels / Tools | - Official municipal social media accounts; - Press releases and interviews; - Reports and technical publications. |
| Key Actions | - Institutional meetings to align circular policies; - Press coverage and interviews highlighting achievements; - Public events and conferences to share outcomes and foster replication. |

13.6 Public Consultation and Stakeholder Dialogue

Beyond information dissemination, the communication strategy incorporates public consultation mechanisms to ensure that the plan remains responsive and participatory. Feedback channels will include:

Online surveys and feedback forms to collect inputs from citizens and stakeholders;

Workshops and local dialogues to discuss specific actions or themes;

Collaborative review sessions within the ULG to assess implementation progress and refine actions.

These mechanisms reinforce the URBACT principle of co-creation, allowing the plan to evolve dynamically based on community input and stakeholder experience.

13.7 Monitoring and Visibility

The communication plan will be monitored and updated periodically, ensuring that all communication activities contribute to the Action Plan’s objectives.

Indicators will include:

- Number and diversity of participants in engagement activities;
- Media coverage and visibility metrics;
- Partner and citizen satisfaction;
- Level of engagement across digital and physical communication channels.

All communication outputs will follow Lisbon’s institutional identity guidelines and the URBACT visual identity, ensuring coherence with both local and European frameworks.

13.8 Summary of Communication Levels

| Communication Level | Main Purpose | Target Audiences | Examples of Activities |
|---------------------|--|---|--|
| External | Raise public awareness and promote behavioural change. | General public, communities, private and public entities. | Local conversations, campaigns, storytelling, MUPIs, media articles. |
| Internal | Strengthen collaboration and shared ownership. | ULG partners and local stakeholders. | Partner meetings, project visits, newsletters. |
| Institutional | Present results and reinforce Lisbon’s strategic vision. | Decision-makers, networks, and other cities. | Press releases, institutional events, conferences, reports. |

Part V The Future

Over the past years, the city of Lisbon has been steadily investing in initiatives that demonstrate its evolution towards becoming a more sustainable, inclusive, and climate-responsible city.

As the circular economy is a vast and transversal theme, the Action Plan presented here fulfills the objective of creating a document that reflects the collective effort of local partners in the transition towards more circular economic models, directly linked to the city's carbon neutrality commitments.

Within the framework of the LET'S GO CIRCULAR! initiative, and through the active collaboration between the Municipality and a broad range of local and regional stakeholders, Lisbon is taking significant steps to accelerate its circular transition. The actions foreseen in this Integrated Action Plan aim to build upon existing good practices and ongoing projects, serving as a catalyst for future initiatives that contribute to a more circular, just, and regenerative urban model.

The URBACT approach, based on participatory and co-creation methodologies, has been a crucial support in structuring the work, creating the conditions for different actors to actively engage in shaping solutions.

The close cooperation with other European cities brought clear advantages, opening horizons, comparing practices, and reinforcing the relevance of a bottom-up approach, where solutions emerge from the contributions of local communities. The diversity of perspectives and the commitment of the network members greatly enriched the process, strengthening the relevance and applicability of the proposed actions.

Rather than creating an isolated set of measures, this plan seeks to connect, align, and strengthen diverse initiatives that already contribute to Lisbon's circular transformation. Its implementation will therefore act as a platform for continuity and collaboration, stimulating the emergence of new partnerships and pilot actions while reinforcing those already underway.

In summary, this Plan represents not only a set of concrete actions but also a clear demonstration of the commitment and enthusiasm of all stakeholders to implement the proposed measures and to continue the process of transforming Lisbon towards a more circular, sustainable, and resilient economic model.

It is important to underline, however, that this is a work in progress: as the actions are implemented, new goals and initiatives are expected to emerge, further enriching the results of the ongoing transition.

Through the consolidation and implementation of the actions proposed, Lisbon aspires to:

- Strengthen a network of stakeholders and partnerships that demonstrate the city's evolution towards a circular, inclusive, and resilient urban model;
- Act as a catalyst in promoting collaboration between local, regional, national and European levels, in close articulation with several entities;
- Ensure alignment and synergy with broader policy frameworks developed for the city;
- Foster experimentation and pilot development, accelerating innovative processes inspired by the lessons learned through the LET'S GO CIRCULAR! initiative.

Ultimately, the ambition is that the implementation of this Action Plan will contribute not only to Lisbon's leadership in circularity and sustainability but also to inspire other cities and territories — nationally and internationally — by showcasing tangible examples of urban innovation, partnership-based governance, and long-term commitment to the circular transition.

Acknowledgement message

This Action Plan is the result of a collaborative process made possible by the active engagement, expertise and dedication of many individuals and organisations.

We would like to express our sincere thanks to all members of the URBACT Local Group, who contributed their time, insights and commitment throughout this journey. Your perspectives have been instrumental in shaping a shared vision for circularity in Lisbon.

We are also grateful to our colleagues in the URBACT “LET’S GO CIRCULAR!” network – your experiences, feedback and encouragement have enriched this process and reminded us of the strength of peer learning across European cities.

A very special thank you goes to our Lead Expert, Eleni Feleki, for her continuous support, thoughtful guidance, and inspiring presence throughout the development of this plan.

We also thank the Lisbon City Council, local businesses, academic institutions, neighbourhood associations and other stakeholders who generously supported this process. Your contributions have helped us align ambition with local realities.

Finally, we thank the URBACT Secretariat and National Contact Point for their support and guidance, and for fostering a space of innovation, exchange and co-creation that made this Action Plan possible.

Together, we are building the foundations for a more circular, inclusive and resilient Lisbon.



ANNEXS

ANNEX 1

**RESULTS OF URBACT DYNAMICS FOR DEFINING THE VISION -
TOMORROW'S NEWSPAPER**

Lisboa: de cidade linear a comunidade circular

A capital portuguesa mudou radicalmente em sete anos. É autossuficiente em energia e água e todos setores de atividade da cidade são zero waste. Uma verdadeira (r)evolução.

Pela primeira vez não esgotámos os recursos naturais da Terra, e Lisboa contribuiu muito para isto!

Em 2030, Lisboa torna-se na primeira cidade do planeta auto-suficiente nos setores energéticos e alimentares, tomando-se assim numa cidade zero waste.

Lisboa Capital Europeia do Zero e do Granel

Entre 2023 e 2030, Lisboa tornou-se numa cidade totalmente circular. A geometria comportamental mudou radicalmente. Não há desperdício. Só se compra a granel, as taxas de reciclagem são a 100% e a água reutilizada é a única utilizada na rega e na lavagem de ruas.

Mouraria

1º Bairro 100% circular no mundo



A Mouraria é o primeiro bairro totalmente circular e regenerativo do mundo. Há zero produção de resíduos, a comunidade produz energia, os seus espaços verdes são co-geradores de matéria-prima e o ciclo da água é completo. No bairro mais sustentável do mundo, de pequenino faz-se o destino e a circularidade tem um hub nas escolas. Na Mouraria nada se perde e tudo se transforma.

**Na
Mouraria
nada
se perde
e tudo se
transforma.**



Cidades da rede Let's Go Circular visitam em Lisboa boas práticas locais

Em Lisboa, foi dado especial enfoque aos temas de diagnóstico de fluxos de materiais e indicadores de circularidade, bem como, a sua importância nos processos de definição de estratégias circulares para as cidades. Neste contexto, destacam-se as participações e debates

com os dois convidados, Paulo Ferrão e Pau Ruiz, do Instituto Superior Técnico e da organização internacional Circle Economy, respetivamente. As duas cidades portuguesas apresentaram também outras boas práticas nas

áreas da educação e sensibilização, reutilização inovadora de materiais em fim de vida, compostagem comunitária, gestão da água, compras públicas, métodos e ferramentas (mapeamento de fluxos) e inovação e empreendedorismo. Em Lisboa, tiveram ainda a oportunidade de visitar a Fábrica da Água e a Lisboa Unicorn Factory, ambas apontadas como bons exemplos de circularidade. O próximo Encontro da rede será na cidade de Riga, na Letónia.

Andorinhas voltam: A Circularidade coloca Lisboa no topo das cidades com melhor qualidade de vida

Todos juntos, cidadãos, setores público e privado, academia e associações transformaram em sete anos Lisboa numa cidade mais circular e com melhor qualidade de vida.



• Inf em: <https://urbact.eu/networks/lets-go-circular>

ANNEX 2 – ULG Constitution

| CLASSIFICAÇÃO | NOME |
|-------------------------------|---|
| ACADEMIA | Faculdade de Ciências e Tecnologia/ Universidade Nova de Lisboa |
| | Instituto de Ciências Sociais |
| | Instituto Superior Técnico/ Universidade de Lisboa |
| ASSOCIA/EMPRESA MUNICIPAL | Águas de Portugal/EPAL |
| | BUILT COLAB |
| | SMART WASTE PORTUGAL |
| ASSOCIAÇÃO SETORIAL | ADENE |
| | DECO |
| | REDE DLBC LISBOA |
| ASSOCIAÇÃO/EMPRESA MUNICIPAL | CARRIS |
| | EGEAC |
| | GEBALIS |
| | Visit Lisboa |
| EMPRESA | 3 DRIVERS |
| ORGANISMO NACIONAL | Direção Geral do Território |
| ORGANISMO REGIONAL | Área Metropolitana de Lisboa |
| | Comissão de Coordenação de Lisboa e Vale do Tejo |
| | VALORSUL |
| ORGANIZAÇÃO NÃO GOVERNAMENTAL | ZERO WASTE LAB |
| | CIRCULAR SHIFT |
| | CIRCULAR ECONOMY PORTUGAL |
| | DONA AJUDA |
| | RENOVAR A MOURARIA |
| | ZERO |
| SERVIÇO MUNICIPAL | Câmara Municipal de Lisboa/ Economia e Inovação |
| | Câmara Municipal de Lisboa/ Finanças |
| | Câmara Municipal de Lisboa/Ambiente |

| CLASSIFICAÇÃO | NOME |
|---------------|--|
| | Câmara Municipal de Lisboa/Centro de Gestão de Informação Urbana de Lisboa |
| | Câmara Municipal de Lisboa/Cultura |
| | Câmara Municipal de Lisboa/Desenvolvimento Local |
| | Câmara Municipal de Lisboa/Higiene Urbana |
| | Câmara Municipal de Lisboa/Manutenção Construção |
| | Câmara Municipal de Lisboa/Mobilidade |
| STARTUPS | CIRCULAR |
| | IMPACT THUB LISBOA |
| | MURO ATELIER |

ANNEX 3 - PILOT ACTIONS (DESCRIPTION & RESULTS)-

Circular Construction Talk

| The challenge | The hypothesis (we believe that...) | The research question (what if....) |
|--|--|--|
| Assess with the local Ecosystem the interest in developing partnerships related to circularity activities in the construction sector | We believe that a wide range of good practices and experiences are beginning to emerge in various links of the value chain that can be replicated and scaled to create impact in the city. | Investing in good practices in economic activity: Construction, could have an impact on the city's circularity levels and the decarbonization process |
| To verify the research question, we will pilot..... (our idea and stakeholders involved) | To confirm success, we will measure... (output indicators) | Results (quantitative and qualitative) |
| During Lisboa Unicorn Week 2024, we invited a wide range of people from the construction sector to discuss the state of the art in sustainable construction, as well as to present good examples already operational in the city (May 16, 2024). | We measure the level of community interest through the number and type of participants. | From the conversation with the speakers and the participating public, a set of areas were identified that are relevant to scale up to create impact (namely: Architectural projects, use of BIM tools, potential for production of new construction materials and direct reintroduction of construction waste in the rehabilitation processes in public spaces). |
| What we learnt... (in bullet points) | Iteration actions if needed (what we will do to improve results and pilot again...) | Next steps (include the pilot in the action plan, look for funding etc) |
| <p>We learned that there is already a set of initiatives that can be replicated and have the potential to contribute to the levels of circularity of construction activity in the city.</p> <p>We can get fruitful ideas by bringing different stakeholders together</p> | The format used was successful and can serve as inspiration for the process of involving stakeholders in the action related to the design of the building materials bank for Lisbon. | The approach will be used to engage stakeholders for the action (Construction Materials Bank) and as a model to be adapted in actions related to education and training. |

Circular Neighbourhoods

| The challenge | The hypothesis (we believe that...) | The research question (what if....) |
|--|--|---|
| Promote the construction of a tool/webpage that allows the promotion of sustainable and circular local businesses in Lisbon neighborhoods | We believe that there is a large group of people who do not opt for repair and second-hand purchasing processes because they are not aware of the options available in their neighborhood. | the existence of a robust tool on circular businesses and initiatives in the city's neighborhoods could increase sustainable purchasing behavior and the use of repair and prevention of waste production. |
| To verify the research question, we will pilot (our idea and stakeholders involved) | To confirm success, we will measure... (output indicators) | Results (quantitative and qualitative) |
| For 3 months (October to December 2024) with the support of a group of students from the Kaos Pilot Program (Danish training program) we explored the state of the art in a city neighbourhood, the tools that already exist and what kind of criteria could contribute to the design of a tool to promote circularity. | We identify the type of tools that already exist, the level of use and the level of interest from traders in participating in the construction of the tool. | A good interest was identified on the part of traders and a relevant set of businesses that can be classified as circular in the analysed neighbourhood (Bairro da Penha de França). |
| What we learnt... (in bullet points) | Iteration actions if needed (what we will do to improve results and pilot again...) | Next steps (include the pilot in the action plan, look for funding etc) |
| As a critical factor in implementing the intended purpose, it was concluded that it will be necessary to invest in a systematic method of collecting and updating information (complex because since Portugal opted for the "Zero Licensing" process there is no official database with the census of traders). It was also concluded that the existing tools can be updated to meet the intended purpose. | Improved definition of the criteria for defining the "Circular Neighborhood" Exploring alternative methods of collecting and updating information | In order to mitigate the process of surveying and collecting information, test the use artificial intelligence support methods to be explored in conjunction with the scientific community. Search for funding sources and assess the feasibility of integrating this topic as part of a more comprehensive circularity project for the city |

Circular Shift

| The challenge | The hypothesis (we believe that...) | The research question (what if....) |
|---|---|--|
| Explore initiatives that can promote tourism activity in a more sustainable and circular way | We believe that providing and promoting local activities linked to circular tourism could generate interest among city visitors in more sustainable activities. | Providing a pass that promotes partnership with sustainable and circular tourism activity could support these new local businesses. |
| To verify the research question, we will pilot..... (our idea and stakeholders involved) | To confirm success, we will measure... (output indicators) | Results (quantitative and qualitative) |
| To test the Circular Pass prototype, a partnership was created with the Circular Shift Association. | In this pilot development phase, only the number of businesses that could potentially integrate the offer made available by the pass was measured. | The first survey revealed a satisfactory level of interest from businesses in joining. Around 50 initiatives that expressed interest were identified. |
| What we learnt... (in bullet points) | Iteration actions if needed (what we will do to improve results and pilot again...) | Next steps (include the pilot in the action plan, look for funding etc) |
| That there is potential for making the pass available In the presentations of the concept, the organizations responsible for Tourism in Lisbon and Portugal showed interest in being able to coordinate efforts with initiatives developed by them | Continue exploring businesses that can integrate the pass offering Development of official partnerships with local and national public bodies | Search for funding sources and assess the feasibility of integrating this topic as part of a more comprehensive circularity project for the city |

Textile Fashion Day

| The challenge | The hypothesis (we believe that...) | The research question (what if....) |
|--|---|---|
| Encourage sustainable consumption practices, reuse and repair in the textile and fashion sector among the population | We believe that by presenting alternatives to fast fashion, teaching how to repair and transform, this could be a way to reduce the consumption of new clothes. | Providing alternatives to conventional new clothing stores and investing in learning how to repair and upcycle could contribute to reducing first-hand clothing consumption and extending the life of textiles. |
| To verify the research question, we will pilot..... (our idea and stakeholders involved) | To confirm success, we will measure... (output indicators) | Results (quantitative and qualitative) |
| During one day at the beginning of the Christmas season (7 Dec. 2024), we organized a series of workshops on repairing and upcycling clothes. In parallel, two conversations were held on the state of the art of implementing the textile recycling model in Lisbon, calculating the environmental footprint of clothes and the new businesses developed by the city's entrepreneurial community. | We measure the level of community interest through the number and type of participants. | Through the exchange of experiences and public participation, an interest was identified in making this type of event a regular occurrence in the future Building a textile bank to be used by the entrepreneurial community Participation of around 10 people in the two workshops developed and around 40 participants from the public in the two talks organized |
| What we learnt... (in bullet points) | Iteration actions if needed (what we will do to improve results and pilot again...) | Next steps (include the pilot in the action plan, look for funding etc) |
| <p>We learned that there is already a set of initiatives that can be replicated and have the potential to contribute to the levels of circularity of sustainable consumption and reuse of clothes in the city.</p> <p>We can get fruitful ideas by bringing different stakeholders together</p> | The format used was successful and can serve as model for the engagement of stakeholders in the action related to education and awareness. | <p>Replicate the model periodically</p> <p>Include this kind of initiatives in the action related with education, awareness, and capacitation</p> <p>Start the operationalization of a textile material bank</p> |

ANNEX 4 -ACTION PRIORITIZATION

During the exercise, participants were divided into four groups and asked to classify each action using the matrix shown in Figure

Figure A5.1Prioritization Matrix



After the exercise, the results obtained from each group for each action were aggregated and a coherence analysis was carried out. Figure 9 . presents an example of this process for Action No. 1. Selection of 10-12 max actions that will be further detailed in Part 3 through an assessment of the feasibility (considering the rough availability of funds, risks, impacts) of the listed actions. Selection needs to be done with the ULG members, following a voting methodology.

Figure A5.2 – Coherence Analysis example for action #1

