

GOVERNMENT OFFICE

Estonia's Open Government Partnership Action Plan for 2014–2016

The Interim Report on the Implementation of the
Action Plan

Tallinn 2015

CONTENTS

- 1. INTRODUCTION AND BACKGROUND..... 3**
- 2. ACTION PLAN DEVELOPMENT PROCESS..... 6**
- 3. IMPLEMENTATION OF THE ACTION PLAN 8**
- I PRIORITY AREA:..... 11**
- Open and inclusive policy-making process 11**
 - Commitment 1: Improve the availability of information needed to participate 12
 - Commitment 2: Improve the participation options in the policy-making process 19
 - Commitment 3: Increase the capability of governmental authorities and non-governmental partners to cooperate, engage interest groups and participate 27
- II PRIORITY AREA: 30**
- Transparent state budget and financial management 30**
 - Commitment 4: Increase the transparency and intelligibility of the use of public funds 30
- III PRIORITY AREA:..... 35**
- Citizen-centered public services..... 35**
 - Commitment 5: Increase the quality of developing and providing public services 35
 - Commitment 6: Use widely open data 42

1. INTRODUCTION AND BACKGROUND

Open Government Partnership (hereinafter OGP¹) is an international initiative to promote citizen-centred government by using the opportunities arising from the development of information and communications technology. The Open Government Partnership mainly focuses on the transparency in the exercise of power, the fight against corruption, the civic engagement in the exercise of public authority, and the use of new technologies in making governance more open. In less than four years this initiative has grown to 65 participating countries, accompanied by hundreds of civil society organisations. The OGP countries currently include already one third of the world population and over 2,000 reform proposals have been submitted under the framework of the initiative².

Estonia is an official participant in the Open Government Partnership since 2012, joining the initiative in its first round of enlargement after the eight founding countries. For Estonia, the main goal in participating in the OGP is to draw the attention of the Government and the entire society to the quality of state governance, learn from the experience of other countries, and share Estonia's experience with other countries in the Partnership. In developing public governance Estonia has adhered to the principles of openness and transparency, in developing its legislative framework and by using widely modern technological solutions in public administration.

The OGP Action Plan for 2014–2016 continues with the priority axis concentrating on the development of public e-services and the new priority areas³ draw attention to increasing the openness of the policy-making process as well as to the transparency of the state budget and financial management. In order to promote open and more inclusive policy-making, the availability of information and the opportunities for participating in the policy-making process will be improved, and the capacity of governmental as well as non-governmental partners to cooperate, engage stakeholders and participate in policy-making will be enhanced. To increase the transparency of the state financial management, the transparency and intelligibility of the use of public funds will be increased. In the development of services the focus will be on citizen-centeredness, to this end, steps are planned for increasing the quality of developing and providing public services, and to extend the use of open data.

¹ Open Government Partnership ¹(OGP), <http://www.opengovpartnership.org/>

² Open Government Partnership: Four Year Strategy 2015–2018.
<http://www.opengovpartnership.org/sites/default/files/attachments/OGP%204-year%20Strategy%20FINAL%20ONLINE.pdf>

³ Increasing the openness of the policy-making process as a priority area has been included in the Action Plan of the OGP for 2014–2016 for the first time. At the same time, these can be also considered ongoing commitments, since several earlier commitments of the Action Plan have contributed to increasing the openness of the policy-making process (through both the development of the public services and the promotion of ethics of officials).

In Estonia, the OGP objectives (the core values of the declaration⁴, the key areas⁵) are considered as aggregate complementing one another, and the Action Plan has been based on an integrated development of these basic values and key areas. The Action Plan covers the objectives of promoting open governance resulting from extensive discussions. In doing so, the focus of the OGP Action Plan for 2014–2016 was extended from the OGP key areas to the principles of the OGP declaration by recognising the need to add a new priority axis to increase the openness of the policy-making process (which is derived from the basic values established in the OGP declaration and cannot be categorised under the OGP key areas that have been defined in a narrower way). In order to ensure clear focus, it was decided to concentrate to three priority areas in the Action Plan, based on the pivotal insufficiencies found in result of the consultations with various parties. In areas, where important processes have already been initiated, it was carefully discussed whether it is pivotal to continue with these under the framework of the OGP programme. However, this does not imply that attention is not drawn to the development of other key areas of the OGP, but rather that other means will be used to better implement the opportunities already existing (including providing training, developing guidelines etc.). Therefore, the wider implementation of the principles of open government is also supported by several other activities carried out in parallel with the OGP Action Plan, which are not reflected in the OGP Action Plan.

The Government that took office in March 2014 emphasised the need to make Estonian public administration more open and transferred the coordination responsibility for participating in the Open Government Partnership from the initiator and current coordinator – the Ministry of Foreign Affairs – under the leadership of the Government Office, which is also responsible for the coordination of the implementation of the Government Action Programme. The need for a clear leader and a forum for cooperation had been already mentioned in the past (including in the proposals of civil society organisations, the report of the Government, the IRM report). In order to coordinate the implementation of the OGP Action Plan, the OGP coordinating body was set up under the leadership of the State Secretary, comprising evenly the representatives of civil society organisations (CSO) and the Government (on the level of the secretary generals of the ministries with competencies most closely linked to OGP). The OGP roundtable is an important partner bringing together the CSOs promoting open

⁴ The core principles in the OGP Declaration: to increase the availability of information concerning the activities of the Government, to support the participation of civic society, to apply higher standards to professional honesty in administration, to increase access to new technologies in order to increase openness and accountability.

⁵ The activities and objectives of the countries participating in OGP are restructured around five major key areas (challenges):

1. the development of public services – the measures address a wide spectrum of citizen services, promote the improvement of the public sector or the innovation of the private sector;
2. the promotion of public ethics – the measures address corruption and public ethics, access to information and promote the freedom of media and civil society;
3. more effective use of public resources – the measures address budgets, public procurements, natural resources, and external aid;
4. the creation of safer communities – the measures address the issues of public security, the security sector, being ready for catastrophes and crises, as well as the issues of environmental hazards;
5. increasing the commercial reporting obligation – the measures have been targeted at increasing the responsibility of companies in various areas, for example, the environment, anti-corruption measures, consumer protection, involving the community.⁵

governance, also nominated non-governmental partners to the OGP coordinating body. At the international level, Estonia is represented by the Ministry of Foreign Affairs.

This Interim Report on the Implementation of the Open Government Partnership Action Plan for 2014–2016 has been prepared by the Government Office for its first implementation year (1 July 2014–31 August 2015). The guidelines from the Open Government Partnership and the Code of Good Engagement⁶ have been followed in this process. The draft report passed the official approval round in the ministries and a 2-weeks round of public consultation via Estonia’s public engagement website osale.ee. The report will be supplemented by an independent assessment on the implementation of the action plan through the Independent Reporting Mechanism (IRM) in January 2016.

⁶ <https://riigikantselei.ee/en/supporting-government/engagement-practices>

2. ACTION PLAN DEVELOPMENT PROCESS

The Action Plan was prepared as a result of a broad engagement process of various stakeholders, using a variety of communication channels and providing opportunities for discussion and feedback to proposals made, as well as broader outreach activities to the parties not directly involved in the preparation of the Action Plan. The preparation of the Action Plan was coordinated by the Government Office. The proposals of the stakeholders were considered during the substantive preparation of the Action Plan, as well as in determining the assignment of responsibilities and the coordination mechanism. The priority areas of the Action Plan were decided based on the proposals of the CSOs and the recommendations of the IRM, the priorities of the Government Action Programme as well as the analysis on the activities carried out during the previous period.

The preparation of the Action Plan lasted about three months. The preparations for compiling the time schedule⁷ of the new Action Plan, as well as consultations and meetings with the ministries and non-governmental partners commenced in April 2014. Proposals to the content of the Action Plan for the new period were collected in parallel from the OGP network (submitted in March 2014), the recommendations of the IRM (independent report on the implementation of the Action Plan of the previous period, which also included consultations with the representatives of the third sector), the government's analysis on the implementation of the previous Action Plan, and the proposals of the parties, elaborating how to further promote the open governance principles through the Action Plan for the next period. The proposals received from various parties were considered as a single package and discussed on the basis of their content.

Under the leadership of the State Secretary, **three meetings were carried out to prepare the draft Action Plan** with the secretary generals and officials from the ministries daily engaged in open governance, representatives from the private sector, representatives of the OGP roundtable, and organisations of the third sector⁸. The first meeting focused on determining the priority areas of the Action Plan. Based on the analyses on the performance of the previous Action Plan and the independent assessment report, the proposals of the non-governmental partners, and discussions with the representatives of the governmental and non-governmental partners, it was decided to focus on three priority areas in the Action Plan for the current period: the openness of the policy-making process, the transparency of budgeting, and the development of public services. Therefore, the Action Plan is based on the OGP core values, expanding over a narrower definition of key areas. At the second meeting (30 April

⁷ The preparation schedule of the OGP Action Plan for 2014–2016:

https://www.riigikantselei.ee/valitsus/valitsus/et/riigikantselei/strateegia/AVP_tegevusprogrammi_koostamise_kaava_17.04.2014.pdf.

⁸ The following organisations participated in the preparation of the Action Plan: the Ministry of Finance, the Ministry of the Interior, the Ministry of Justice, the Ministry of Economic Affairs and Communications, the Ministry of Foreign Affairs, the Government Office, the OGP round table of third sector organisations, the Network of Estonian Non-profit Organisations, the Estonian Cooperation Assembly, the representative of the Praxis Centre for Policy Studies, the Estonian Chamber of Commerce and Industry, the Estonian Trade Union Confederation, the Estonian Employers' Confederation.

2014), **the proposals as well as the initiatives** and activities **proposed by the ministries during the consultations to advance the priorities were reviewed**, and decided to be submitted to public consultation as draft Action Plan.

From 9 May to 27 May, a public consultation on the draft Action Plan was open **on the civic engagement web osale.ee** via the Information System of Draft Acts (EIS). In the course of public consultation, the Government Office collected feedback from the public and other interested parties on the expediency of commitments and activities as well as additional proposals on activities. Non-governmental partners were encouraged to initiate or carry out activities in cooperation with the public sector. During public consultation, the Government Office informed about the priorities and commitments proposed for the new Action Plan also other parties (for example, local government associations, other non-governmental organisations), who are interested in promoting open governance, but did not participate in the preparation of the Action Plan. This was done through newsletters, e-mails and meetings.

At the third meeting (28 May 2014), which took place immediately after the end of public consultation, **fundamental additions or changes to the Action Plan were decided upon**. The phased implementation of the Action Plan and further national coordination mechanism of the OGP were agreed on. It was also decided that the People's Assembly initiative should be submitted to the OGP international award. Summaries of all these meetings are available on the website on the preparation of the OGP Action Plan⁹. The Government Office sent the Action Plan, which was revised on the basis of proposals and comments, by e-mail to all parties who submitted proposals and participated in meetings, for comments. The Government Office published on its website the updated draft Action Plan alongside the consultation report on the comments received explaining for every comment the reasons for these having been taken into account or not¹⁰.

On 4 June 2014, the Government Office submitted the draft Action Plan to the session of the Government of the Republic for approval. On 6 June 2014 the Prime Minister hosted an outreach event to introduce the new OGP Action Plan and draw more public attention to the OGP initiative¹¹.

⁹ The preparation of the OGP Action Plan for 2014–2016: <http://valitsus.ee/et/riigikantselei/avatud-valitsemise-partnerlus/tegevuskava-2014-2016>.

¹⁰ https://riigikantselei.ee/sites/default/files/content-editors/organisatsioon/failid/kommentaari_koondtabel_valitsusele_11.06.2014.pdf.

¹¹ The press release on the event introducing the OGP Action Plan: <http://valitsus.ee/et/uudised/peaminister-roivas-avatud-poliitika-uus-normaalsus> and the video recording of the event: <http://meediaveeb.valitsus.ee/show.php?path=/2014/pressikonverents-ek-2014-06-06-rnd13602.f4v>.

3. IMPLEMENTATION OF THE ACTION PLAN

Based on the proposals of various parties and experiences gained from the implementation of the previous Action Plan, amendments were made to the organisation of the implementation of the Action Plan.

According to the Government decision the coordination of the OGP was transferred under the coordination of the Government Office.

The national coordination mechanism for the OGP was agreed upon, according to which the State Secretary formed a coordinating body in order to monitor the implementation of the Action Plan and make decisions regarding open partnership (26 September 2014). The tasks of the coordinating body are to coordinate the implementation of the Action Plan, provide recommendations and make decisions regarding the partnership, evaluate the implementation of the Action Plan, and promote Estonia's objectives and activities in participating in the Open Government Partnership. The selection of the non-governmental partners participating in the coordinating body is decided by the OGP roundtable, selecting the representatives of the non-governmental organisations to the OGP coordinating body for the period of the implementation of the OGP Action Plan. To this end, the OGP roundtable organised a special competition and decided on the selection of the non-governmental partners at its meeting on 25 August 2014. The government representatives in the OGP coordinating body were nominated the secretary generals of the ministries whose competency areas are more closely linked to the issues of open governance. The coordinating body is headed by the State Secretary and comprises of 13 members in total, including seven representatives from the non-governmental partners and 5 secretary generals of the ministries (the Ministry of Foreign Affairs, the Ministry of Finance, the Ministry of the Interior, the Ministry of Justice, the Ministry of Economic Affairs and Communications).

The implementation of the Action Plan was designed to be more flexible and phase-based. The OGP coordinating body was provided with a competency to approve detailed descriptions of the activities, to observe the implementation of the activities and make decisions related to the implementation of the Action Plan. This enabled to search flexibly for the best possible solutions to carrying out given commitments also while implementing of the Action Plan. This principle was derived, inter alia, from the assessment of the IRM report on the implementation of the previous Action Plan according to which the implementation phase may reveal that in some cases it would more appropriate to waive some activity, modify it or add new activities to the Action Plan. Therefore, such flexibility enables to search for the best possible solutions in order to fulfil relevant objectives and commitments, while making ongoing adjustments to the planned activities or even discard some activity, if necessary.

According to the Action Plan, firstly the focus was on more precise conceptualisation of the activities planned in the Action Plan, deriving from the problem to be addressed and the activity trajectories selected to agree in cooperation with the partners on a common understanding about the next steps to be taken to meet the commitments given in the Action

Plan. It was agreed at the first meeting of the OGP coordinating body, which actively started to monitor the implementation of the OGP Action Plan, on 14 November 2014 that every party that took the responsibility for an activity will convene the interested parties to specify the activity’s background, objective, scope, potential cooperation partners, relation with other activities, milestones linked to the activity, and the indicators assessing performance, financial sources. From December 2014 to April 2015, meetings were carried out with the partners in order to clearly define the core of each activity planned in the OGP Action Plan and outline detailed tasks under these activities (for example, a workshop on open and inclusive policy-making with 22 participants representing both the governmental and non-governmental level, which took place on 12 December 2014). Detailed descriptions compiled and discussed with the partners on each activity were submitted to the OGP coordinating body to be approved and were then published on the Government Office website.

The Action Plan focuses on three priority areas – promoting an open and inclusive policy-making process, increasing the transparency of the state budget and financial management, developing citizen-centred public services. The Action Plan provided six commitments on how to implement the principles of open governance in those priority areas and a total of 23 activities were planned to meet the commitments.

The priority areas and commitments of the OGP Action Plan for 2014–2016

Open and inclusive policy-making process	<p>Improve the availability of information to participate</p> <p>Improve the participation options in the policy-making process</p> <p>Increase the capacity of the governmental authorities and the non-governmental partners to cooperate, engage interested parties and participate</p>
Transparent state budget and financial management	<p>Increase the transparency and comprehensibility of the use of public funds</p>
Citizen-centered public services	<p>Increase the quality of developing and providing public services</p> <p>Use open data more widely</p>

Due to the build-up of the Action Plan (some of the activities were defined in more general terms) and agreements concerning the implementation of the Action Plan (each leading partner convenes other parties in order to define more specifically the activities and the contribution of the partners, as well as submitting each activity description to the OGP coordinating body for approval), the implementation deadlines for the majority of the

activities were planned to the second year of the implementation of the Action Plan. Due to the varying scope of the activities, also the schedule planned for their implementation varies. **A total of five activities** (out of six planned for this period) **have been fully carried out during the first implementation year of the Action Plan.** The implementation of 13 activities is in progress following the initial schedule (56 % of the activities) and the timeframe for the implementation of five activities has been updated (22 % of the activities).

I PRIORITY AREA:

Open and inclusive policy-making process

Despite the good IT solutions in the policy-making process their use is modest, the participation and engagement of citizens as well as other interested parties into policy-making varies. The process of policy-making as a whole is difficult to grasp, however, the expectations for inclusion already at an early stage of policy-making are growingly manifested when in the initial phase it to be decided whether any policies need changing at all, and what could be the possible policy options. At the same time, the functions of some e-channels duplicate information and their ease of use has outdated, the information and participation channels have been fragmented. It is important to bring this process into order, since all prerequisites - the information and technology - are there, but it requires wisdom to find the right things.

Accordingly, it is a new priority area, based on extending the OGP framework from the key areas to the OGP core values, focusing on increasing inclusiveness and participation in the policy-making process, and establishing necessary conditions for this. The objective of this priority is to improve the availability of information needed for participation, improve participation options, and increase the capability of different parties to cooperate.

One of the crucial objectives of the commitment is to improve the availability of information about the Government agenda that would enable better participation by connecting e-channels according to previously defined problems and on the basis of user-friendliness, and organising information exchange on the basis of a more coherent footing. The participation options must be clearly outlined throughout various procedures and thus take part in several stages of the policy-making.

Commitment 1: Improve the availability of information needed to participate

In order to create better prerequisites for the participation in the policy-making process, both the awareness of the functioning and participation options of the policy-making process will be increased and the resources facilitating participation will be developed further. The four activities planned for meeting the commitment on making the policy-making process more open and more inclusive are closely related. The outlining and explanation of the policy-making process enables to improve the availability of information necessary to participate as well as the prerequisites for the participation in the policy-making process. The process description will be integrated to the e-channels and the citizen engagement section on the government website. The e-channels will be linked to the citizen engagement section on the government website to provide a more convenient gateway.

To fulfil the commitment solutions were offered through the following activities:

<i>1. Improve the availability of information needed to participate</i>	1.1. Give better overview of the policy-making process and of the options for participation	Implemented
	1.2. Increase the user-friendliness of e-participation channels	In process according to the schedule
	1.3. Elaborate the citizen engagement section on the new Government website	In process according to the updated schedule
	1.4. Develop a common form for submitting memorandum, request for explanation, and information request in eesti.ee	In process according to the schedule

This is a new commitment and it has been targeted at the promotion of the OGP core values – transparency, accountability, and inclusive decision-making.

Activity 1.1. Providing a better overview of the process of policy-making and legislative drafting, explaining and visualising it, and describing the participation options	
Status	Implemented
Objective	The objective of the activity is to make information about policy-making and preparing draft legislation, as well as the opportunities of non-governmental parties to participate in these processes available in a clear and comprehensive manner.
Responsible body and partners	Government Office Cooperation partners: the Ministry of Justice, the OGP roundtable
Expected result	Better overview of the policy-making and legislative drafting process
Content and schedule <i>Completed work</i>	The visualisation and explanation of policy-making and legislative drafting processes in an interactive overview <ul style="list-style-type: none"> - The visualisation and explanation of policy-making and legislative drafting processes has been prepared and introduced to the partners - The interactive solution has been discussed with the partners (including the OGP roundtable), amended according to received feedback, and published on the website of the Government Office. https://riigikantselei.ee/et/poliitikakujundamise-ja-oigusloome-protsess <p>Further work (September 2015):</p> <ul style="list-style-type: none"> - Interactive visualisation of the policy-making and legislative drafting processes will be added to the involvement subdivision of the Government website to be created.
Deadline	August 2015
Results and impact	The awareness of non-governmental partners and citizens on the functioning logic of the policy-making processes and on the participation opportunities increases. The usage activity of the participation options and the participation of interested parties in policy-making process will increase.
Additional expected results and their implementation plans	In the future, the visual presentation of the process scheme of policy-making and legislative drafting can be complemented with separate views on how the process looks like from the perspective of involvement-participation or the perspective of the impact assessment.
Risks	Capability to create actually functioning and convenient interactivity
Challenges	Linking to other environments from which the user can directly find information important for him or her or participate in policy-making
Lessons learned	We will analyse and discuss the lessons learned as a whole during the preparation of the final report

Activity 1.2. Making the e-participation channels more user-friendly, and wherever possible, integrating the channels, and informing potential users about the opportunities related to the e-participation channels	
Status	In process according to the schedule.

Objective	The objective of the activity is to solve a situation in which the e-participation environment osale.ee does not meet its goal to function as the main e-participation environment (few public consultations, little traffic, and technically outdated), while the Information System of Draft Acts, which is a central environment containing drafts in different stages (including public consultation), is not user-friendly.
Responsible body and partners	Government Office Cooperation partners: the Ministry of Economic Affairs and Communications, the Praxis Centre for Policy Studies, company Pulse.
Expected result	The user-friendliness of the Information System of Draft Acts is improving.
Content and schedule	<p>Updates to existing information systems and/or the creation of a new environment.</p> <ul style="list-style-type: none"> - Updates and improvements are ordered under the project, making it easier to use and navigate in the Information System of Draft Acts. - Additionally, the functionality of the search and notification system of Information System of Draft Acts will be further reviewed and the help heading will be improved. <p>Completed work:</p> <ul style="list-style-type: none"> - The user experience analysis of the e-participation environments and a vision for the development of the e-participation environments have been completed - It was decided at the OGP coordinating body to improve the search and notification options of the Information System of Draft Acts, as well as its appearance and explanatory texts. The list of works to be ordered is completed. <p>Further work:</p> <ul style="list-style-type: none"> - Development activities. It is assumed that work can be ordered from the developer in autumn 2015 and the work will be presumably completed by the end of 2015.
Deadline	June 2016
Results and impact	The use of the participation options will increase
Additional expected results and their implementation plans	The survey completed by Praxis and Pulse has greatly been a good input to improve the current information system under existing conditions, and it certainly remains a valuable input also in the future when it is necessary to develop a new information system.
Risks	Ordered work will not be completed according to the schedule.
Challenges	To develop the participation environment(s) in a way to reduce/eliminate the duplication of similar functions in different channels, i.e. integrating the channels that perform functions of similar content into as complete a system as possible, which would be unambiguous, user-friendly, as well as would provide policy-makers with a more comprehensive overview of the contribution of various parties to policy-making
Lessons learned	Shortage of experts/partners having the capability to develop the existing system.

<i>Activity 1.3.</i> Updating the civic engagement section and standardising the engagement-related information and its presentation on the new government website	
Status	In process according to the updated schedule
Objective	The objective of the activity is to improve the availability of information about the Government agenda, which would ensure better participation by connecting e-channels according to previously defined problems and on the basis of user-friendliness. It must be ensured that people can see participation options in various procedures and thus, take part in more stages of the procedure.
Responsible body and partners	Government Office Cooperation partners: all ministries, interested parties
Expected result	The website of the Government of the Republic (valitsus.ee) should become a place, which gives an overview of the involvement process and contributes to solving above-mentioned problems. It contains information on the involvement of the ministries and also provides an access to external environments of e-democracy – to the website of valitsus.ee; a new subdivision – involvement – will also be added to the websites of the ministries. One of the backbones of the Government portal is standardised information architecture and user-friendliness, and by creating the subdivision of involvement, we make the information on participation available in a uniform manner.
Content and schedule	The development of the information architecture and design of the involvement column of the Government website. Completed work: <ul style="list-style-type: none"> - The information architecture and design of the involvement column of the Government website have been developed and agreed Further work: <ul style="list-style-type: none"> - Technical implementation of the involvement subdivision of the Government portal - Communication on the involvement subdivision of the Government portal in the ministries and the Government Office
Deadline	October 2015
Results and impact	The full picture of involvement offered in the Government website on one hand, increases the intelligibility of the policy-making process and on the other hand, offers a direct link to the involvement websites of the ministries, where interested parties can contribute to policy-making.
Additional expected results and their implementation plans	
Risks	The approach of the ministries is different. Creates too many steps – is neither convenient nor understandable. The involvement column of the Government website must be clearly linked to the involvement columns of the ministries in order to

	ensure clarity that this is not a duplication, but the same function with an option to move in the governmental web from the information summary further to more detailed information in the involvement column of a specific ministry, where detailed information on the corresponding field and involvement activities have been provided according to the responsibility areas of the ministries.
Challenges	To ensure common approach to the conceptualisation of the involvement subdivision and participation communication in the ministries
Lessons learned	We will analyse and discuss the lessons learned as a whole during the preparation of the final report

Activity 1.4. <i>Developing a common form for submitting memoranda, requests for explanations and requests for information to public authorities through the eesti.ee portal</i>	
Activity 1.4.	The development of a single form for submitting memoranda, requests for explanations, and requests for information to public authorities through the portal of eesti.ee
Status	In process according to the schedule
Objective	The objective of the activity is to solve a situation in which various public authorities and local government institutions have published forms with different data composition and templates for the submission of memoranda, requests for explanations, and requests for information in the information portal of eesti.ee. At the same time, the submission of these documents is regulated by the Public Information Act, the Response to Memoranda and Requests for Explanations and Submission of Collective Addresses Act. The objective is to harmonise the composition of data of the forms.
Responsible body	Ministry of Economic Affairs and Communications Cooperation partners: the Data Protection Inspectorate, the Ministry of the Interior, the Information System Authority, the Defence Resources Agency, the Association of Estonian Cities, the public sector institutions
Deadline	January 2016
Expected result	An harmonised form for the submission of the memoranda, requests for explanations, and requests for information in the environment of the information portal eesti.ee
Content and schedule	I stage (November–December 2014) Outputs: Completed prototype for memorandum, request for explanation, and request for information. Testing took place according to which it can be concluded the following: <ul style="list-style-type: none"> - The users do not know, which service to use, since they are not aware about the difference between a request for information, a memorandum, and a request for explanation. - It is recommended to directly contact the institution through their website or otherwise.

	<ul style="list-style-type: none"> - Generally, the services are simple; more specific explanations are expected from the explanatory texts. <p>II stage (January–March 2015) The project of e-form harmonisation, which focused on the e-forms of the eesti.ee service “Official forms” and also the prototype of a single memorandum, request for explanations, and request for information. Expected outputs:</p> <ul style="list-style-type: none"> - description and analysis of the existing e-forms; - harmonised model of e-forms along with rules and proposals; - an harmonised model on the description of the compliance of the data fields with the data present in the national information system (including DVK); - an assessment of the compliance between the harmonised parameters of the e-forms and the options available in the environment of e-forms; - analysis and proposals for the users and administrators of the e-forms <p>III stage (from April 2015 to the end of 2015) The harmonisation of the forms in the information portal eesti.ee. Outputs:</p> <ul style="list-style-type: none"> - Feedback on the harmonised model from the institutions and finding partners for the preparation of the Action Plan. - The preparation of the Action Plan for the Implementation of Harmonised E-forms. Determination of responsibility. (Prerequisite: funding availability) - Live form of a memorandum, a request for explanation, and a request for information (Presumption: the launching of the new environment of the e-forms – the Information System Authority is responsible) - One e-form instead of current 14 different ones (public sector institutions)
Results and impact	<p>The implementation of harmonised e-forms in cooperation with the parties and according to the agreed Action Plan (including creating harmonised forms in the new e-environment, testing of instructions, updating them, and increasing the number of institutions using harmonised e-forms).</p> <p>Increasing the number of institutions using the e-forms (currently 144 different public sector institutions).</p>
Additional expected results and their implementation plans	Reducing the current number of the e-forms (with 143 different names) to about 40–50 in the information portal eesti.ee.
Risks	Dissatisfaction with the introduction of the submission forms of uniform memoranda, requests for explanations, and requests for information. The fear of losing the identity of one’s institution.
Challenges	The involvement of institutions.

	The development of the environment of the information portal eesti.ee.
Lessons learned	The testing results confirmed that it would be reasonable to create one form; the harmonised form should be displayed on the websites of institutions.

Commitment 2: Improve the participation options in the policy-making process

Studies on civic engagement have shown that the ministries engage interest groups and the public in the process of policy-making too late, resulting in a situation in which an already completed draft is being presented and further discussion on the possible policy options is no longer possible. In order to enable participation at an earlier phase in policy-making, it is necessary to make information concerning participation available in a clear and comprehensive manner, indicating the place and time, where the draft of some important decision is to be prepared; to create opportunities for the discussion of such plans; and continuously develop the practice of the ministries to inform interested parties about specific initiatives as early as possible.

Several options have already been created, however, their practice varies and needs to be strengthened in order to ensure that decision-making would be more transparent, policy-making more predictable and inclusive already at an early stage. Where various parties could participate in discussions over whether something needs to be changed at all and what could be the potential policy options (not asking approval from the interest groups to finalised draft legislation). Furthermore, the substantive feedback on the results of public consultation with regard to the proposals of non-governmental partners should be increased (i.e. why the policy choices turned out the way they did and to what extent the substantial contribution of the parties was taken into account).

<i>2. Improve the participation possibilities in the process of policy-making</i>	2.1. Making information on the procedure and the participation options available at an early stage of the policy-making process	In process according to the schedule
	2.2. Promoting initiatives that enable participation in the initial discussions over policy choices in the early stage of policy-making	In process according to the schedule
	2.3. Recommendation to make important budgetary and fiscal policy decisions in spring along with the budget strategy	Implemented
	2.4. The introduction and implementation of various options and methods to the government authorities in order to ensure better feedback about the results of policy-making	In process according to the schedule
	2.5. The conceptualisation and implementation of engagement-promoting projects funded from the	In process according to the schedule

Structural Funds in cooperation with the CSOs	
2.6. Establishing a non-governmental web-based discussion environment to enable citizens to initiate, plan, prepare, and then submit digitally signed collective memoranda to the national and local institutions	In process according to the updated schedule

This is partially ongoing and partially new commitment. The commitment has been targeted to the promotion of the OGP core values – inclusive decision-making, accountability and transparency.

<i>Activity 2.1. Making information on the procedure and the participation options available at an early stage of the policy-making process</i>	
Status	In process according to the schedule
Objective	The objective of the activity is to improve the options of the interest groups and public to have their say in an early stage of policy-making. To this end, it is necessary to make information available on a situation in which the governmental authority starts to consider the preparation of a possible amendment to any policy.
Responsible body	Government Office Cooperation partners: all ministries, NGOs.
Deadline	December 2015
Expected result	Making information on the procedure and the participation options available at an early stage of the policy-making process is improving.
Content and schedule	The Information System of Draft Acts will be provided with an option to add notifications at the beginning, during or after each procedure. A notification function will be created in the Information System of Draft Acts through which it is possible to make information on the beginning of the development of a draft legislation or other issue, as well as the proceedings and the options regarding involvement in its development available to the public. Completed work: <ul style="list-style-type: none"> - Discussions with the parties on a substantive solution have been carried out. - The proposed solution has been approved in the OGP coordinating body and the roundtable of legislative leaders. Further activities: <ul style="list-style-type: none"> - Finding funding opportunities and ordering work from the developer. It is assumed that work can be ordered from the developer in autumn this year and the completion time of the work will be revealed after the procurement.
Results and impact	The improvement of the options of the interest groups and public to have their say in an early stage of policy-making.
Additional expected	The improvement of policy-making, legislative process, and

results and their implementation plans	participation options as a result of the activities of the OGP first commitment in which the functioning of the policy-making process and practical tools for the participation of various parties and the strengthening involvement in policy-making have been promoted in a combined manner.
Risks	Ordered work will not be completed according to the schedule.
Challenges	The introduction of practices in order to ensure that the offered opportunities would become excellent tools for the ministries and various parties, as well as daily parts of the policy-making process.
Lessons learned	we will analyse and discuss the lessons learned as a whole during the preparation of the final report

Activity 2.2. <i>Promoting initiatives that would enable discussion over conceptualised choices in the early stage of policy-making</i>	
Status	In process according to the schedule
Objective	The objective of the activity is to create better opportunities primarily to non-governmental parties for the intervention in the policy debate.
Responsible body	Government Office Cooperation partners: all ministries, representatives of interest groups
Deadline	June 2016
Expected result	To strengthen the practice of involving the principal choices of the parties in the debate in the early stage of policy-making.
Content and schedule	Discussion in the early stage of policy-making on principal choices to create better opportunities to extend the use practice of Green and White Papers, and conceptions in the policy areas. Completed work: <ul style="list-style-type: none"> - The action programme of the Government of the Republic directs to use more Green and White Papers, as well as conceptions in the early stage of policy-making. The action programme of the Government of the Republic sets out the development of 20 concepts, three Green Papers and two White Papers. Further work: <ul style="list-style-type: none"> - The analysis of the practice of the Green Papers, White Papers, and conceptions - The development of knowledge and skills in order to strengthen the practice of their use (including by integrating them into training programmes).
Results and impact	As a result of the activities, the recommended guide will be update, serving as an assistance and support for the ministries in their policy-making activities.
Additional expected results and their implementation plans	The implementation of analyses and the organisation of training concerning the impact analysis are additionally supported from the Structural Fund method “The development of the quality of policy-making”.
Risks	- Current limited practice does not enable to make representative conclusions for changing the system.

	- Changing settled working habits is a long-term process and a lack of consistency and positive examples does not motivate the officials to contribute to the stages of early policy-making.
Challenges	To prove officials that it is worth contributing to the analysis of principal choices and inclusive discussion at an early stage.
Lessons learned	we will analyse and discuss the lessons learned as a whole during the preparation of the final report

Activity 2.3. <i>A recommendation to make important budgetary and fiscal policy decisions in spring along with the budget strategy</i>	
Status	Implemented
Objective	To improve the transparency of the national budget, longer planning of the national budget, and the predictability of tax policy.
Responsible body	Ministry of Finance Cooperation partners: Tax and Customs Board, ministries
Deadline	July 2015
Expected result	The proposals on tax changes are made by the Government of the Republic in parallel with the preparation of the budget strategy each year in April (in May in case of regular elections of the <i>Riigikogu</i>) and the <i>Riigikogu</i> reviews them before going to the summer holidays, if possible.
Content and schedule	On 19 February 2015, the Taxation Law Amendment Act was approved, according to which at least six months should generally remain between the adoption and enforcement of the Taxation Law and the amendment thereto.
Results and impact	Longer time for the implementation of the amendments concerning tax policies enables more substantive discussion on the draft legislation of the amendments and adaptation to the amendments.
Additional expected results and their implementation plans	The quality of budget preparation improves, including the accuracy of economic forecast, and this enables the ministries to better plan activities and resources of the corresponding budgetary year.
Risks	Unexpected or unusual changes in tax laws, which may arise from emergency situations, or an external factor.
Challenges	Involving interested groups and considering their opinion, as well as reaching compromises while taking into account national legislation and principles on financial policy.
Lessons learned	

Activity 2.4. <i>Introducing and implementing various options and methods by the government authorities to ensure better feedback on the results of policy-making</i>	
Status	In process according to the schedule
Objective	The objective of the activity is to contribute to the distribution of practice that the parties who have participated in policy-making will be introduced the consideration and non-consideration of their opinions or positions, and the reasons for the corresponding decision

	in a timely manner and with sufficient thoroughness and clarity.
Responsible body	Government Office Cooperation partners: all ministries
Deadline	June 2016
Expected result	The publication of the summary on the involvement results in order to give better feedback on the policy-making results
Content and schedule	Under the development of the Information System of Draft Acts, an option is created in the Information System of Draft Acts, which enables to add public consultation summaries to the file of the draft legislation and make other necessary notifications. Completed work: <ul style="list-style-type: none"> - Discussions with the parties on a substantive solution have been carried out. Further activities: <ul style="list-style-type: none"> - Finding funding opportunities and ordering work from the developer.
Results and impact	The improvement of the feedback practices of the involvement results. Stronger distribution of the feedback practice in policy-making.
Additional expected results and their implementation plans	The topic will be discussed again in the convened network of involvement coordinators in order to ensure uniformly good practice of the ministries. In order to develop involvement skills of the officials engaged in policy-making, training sessions will be carried out, including with an objective to improve the quality of providing feedback in the policy-making process (training will be carried out from 2016–2017). The training sessions will focus on the development of impact assessment, analytical capacity, and involvement skills (including feedback providing skills) in order to strengthen their practice to support good governance.
Risks	Lack of consistency in training activities and the monitoring of involvement activities, therefore, the new working habits remain unrooted due to insufficient support activities and feedback.
Challenges	The rooting of the feedback practices and becoming a regular part of the policy-making process requires time.
Lessons learned	We will analyse and discuss the lessons learned as a whole during the preparation of the final report

Activity 2.5. <i>Conceptualising and implementing engagement-promoting projects funded from the Structural Funds in cooperation with CSOs</i>	
Status	In process according to the schedule.
Objective	The objective of the activity is to improve the quality of policy-making by making involvement more systematic, since necessary conditions have been created for this and NGOs have improved capability to participate in this process. To this end, involvement projects are carried out, which contribute to the achievement of this objective.

Responsible body	Government Office Cooperation partners: government authorities, CSOs.
Deadline	June 2016
Expected result	Making involvement a more systematic part of policy-making increases the quality of policy-making.
Content and schedule	<p>Supporting the systematic nature of involvement by offering options for additional funding in order to strengthen involvement practices. Three types of courses of action are supported: a) testing of the new involvement solutions; b) development of the national involvement policy; c) development of the capability of the NGOs to participate in policy-making.</p> <p>Completed work:</p> <ul style="list-style-type: none"> - The establishment of conditions for the implementation of involvement projects by consulting with the governmental and non-governmental partners during the preparation and it was decided to support three types of courses of action: a) testing of the new involvement solutions; b) development of the national involvement policy; c) development of the capability of the NGOs to participate in policy-making. - The formation of the Projects Selection Committee, bearing an advisory role and consisting of the representatives of governmental and non-governmental partner organisations. - The collection and prioritisation of the involvement project ideas. To specify the first project ideas, a meeting with the partners took place on 12 December 2014, which included a review of the project ideas submitted so far, the specification of these ideas, and the prioritisation of the proposals on the table. - The first project was launched at the beginning of 2015. <p>Further activities:</p> <ul style="list-style-type: none"> - The funding of additional projects
Results and impact	The systematic nature of involvement practice improves and the capability of the parties to substantially contribute to the policy-making process increases
Additional expected results and their implementation plans	
Risks	Good project ideas become mature for implementation too late, therefore, it is no longer possible to financially support them from the given measure
Challenges	The motivation of the ministries to make the involvement practice systematic
Lessons learned	

Activity 2.6.

Establishing a non-governmental web-based discussion environment to enable citizens to

<i>initiate, plan, prepare, and then submit digitally signed collective memoranda to the national and local institutions</i>	
Status	In process according to the updated schedule
Objective	To offer citizens an actual and substantial opportunity to realise their rights under the framework of the Response to Memoranda and Requests for Explanations and Submission of Collective Addresses Act (518 SE) approved by the <i>Riigikogu</i> on 12 March 2014 by creating a web environment for the preparation of collective inquiries, their discussion and submission to the <i>Riigikogu</i> .
Responsible body	Eesti Koostöö Kogu SA Cooperation partners: Government Office, <i>Riigikogu</i>
Deadline	December 2015
Expected result	Functioning web environment, where it is possible to initiate discussions on topics important in society, prepare public inquiries on the principle of cooperation, collect votes for and against, delegate one's vote to another person, prepare collective inquiries from initiated discussions, and submit inquiries with at least 1,000 digital signatures to the <i>Riigikogu</i> , observe the proceedings of the inquiry in the <i>Riigikogu</i> (time axis of the process, answers from the <i>Riigikogu</i>), and receive a response to the inquiry from the <i>Riigikogu</i> .
Content and schedule	<p>Currently, the construction of the user-friendly web environment for collective inquiries is in process. Also the development of a sustainable administrative and funding model for the web environment is underway.</p> <p>Further schedule:</p> <ul style="list-style-type: none"> - August 2015 – The development of the administrative and funding model of the web environment for collective inquiries - September 2015 – The introduction of the administration and funding model of the environment of inquiries to the Chancellery of the <i>Riigikogu</i> and the OGP coordinating body; the division of tasks with the Chancellery of the <i>Riigikogu</i> - October 2015 – Organising a name contest for the environment of collective inquiries and preparing the notification plan - November 2015 – Testing the environment of collective inquiries - December 2015 – Opening the web environment of collective inquiries together with the Chancellery of the <i>Riigikogu</i> - From December 2015 – Administering the environment of collective inquiries, ensuring user support, moderating, if necessary, etc.
Results and impact	<p>The establishment of the web environment of collective inquiries results in significant improvement of the democratic right of citizens to initiate legislation by submitting collective inquiries to the <i>Riigikogu</i>.</p> <p>As a specific result of the web environment of collective inquiries,</p> <ol style="list-style-type: none"> 1) a platform is created, where all can raise a societal problem or issue and initiate an inquiry to the <i>Riigikogu</i> by identified themselves;

	<ol style="list-style-type: none"> 2) it is possible to discuss, brainstorm, propose the pros and cons, and consider the options for a solution over the raised problem/initiation; 3) As a result of the discussions, it is possible to prepare an inquiry and collect votes in the form of digital signatures (ID card, mobile ID), and forward the inquiry to the <i>Riigikogu</i>; 4) it is possible to observe what happens with the inquiry in the <i>Riigikogu</i> and how does the <i>Riigikogu</i> respond; 5) it is possible to analyse successes and obstacles in the process, make conclusions, and recognise the participants; 6) it is possible to obtain a clear overview of the collective inquiries submitted so far and their further fate (currently, the submitted inquiries have been reflected in the Excel table on the website of the Riigikogu).
Additional expected results and their implementation plans	<p>If the web environment functions well, it is possible to upgrade it with new levels and functions. For example, the same technical platform can be also used to submit memoranda and requests for explanations to the Government, and to initiate legislation in local governments pursuant to § 32 of the Local Government Organisation Act. The better the web environment to be created is related and linked to the daily decision-making process of people, the higher the user community in terms of the environment.</p>
Risks	<ol style="list-style-type: none"> 1) While communicating the platform for collective inquiries, it is necessary to explain the differences in the functionality of osale.ee and the web environment to be created. 2) Low user activity. Together with the creation of the web environment, it is necessary to further introduce the right of citizens to submit inquiries to the <i>Riigikogu</i>. The completion of the web environment does not simultaneously ensure that it will be actively used; it is necessary to inform people and introduce the new environment by preparing and submitting one or two topical inquiries, for example. 3) Weak integration with the work organisation of the <i>Riigikogu</i> and the functionalities of information publication.
Challenges	<ul style="list-style-type: none"> - The platform of collective inquiries needs to be linked to the updated Information System of Draft Acts, since the initiation phase that is presumably added to the Information System of Draft Acts may indicate a collective inquiry in case of the initiative of citizens. - The option to submit local inquiries through the web environment. Pursuant to the Local Government Organisation Act, one per cent of the residents of a rural municipality or city with the right to vote, have the right to initiate the passage, amendment or repeal of legislation of the rural municipality or city council or government concerning local issues; such initiatives shall be debated not later than within three months. We would like to consider this option in our current development work, however, in reality, this option could arise later (in 2016).
Lessons learned	

Commitment 3: Increase the capability of governmental authorities and non-governmental partners to cooperate, engage interest groups and participate

The commitment is based on the need to support government officials with tools that would enable them independently review all key questions of inclusive policy-making process.

<i>3. Improve the availability of information needed to participate</i>	3.1. Providing guidelines for making engaging and participation methods and the best practices available for different policy-making situations (for example, an interactive website with samples and methods)	In process according to the schedule
	3.2. Increasing the capability of the social partners and CSOs to better analyse public policy and include their member organisations in developing their opinions concerning public policy	In process according to the schedule

This is partially new and partially ongoing commitment. The commitment has been targeted at the promotion of the OGP core values – inclusive decision-making and accountability.

Activity 3.1. <i>Providing guidelines for making engaging and participation methods and the best practices available for different policy-making situations (for example, an interactive website with samples and methods)</i>	
Status	In process according to the schedule
Objective	The objectives of the activity is make the experience of others on the methods and samples of involvement simply available for the involvement parties, which can serve as a basis for learning and guidance when preparing new involvement cases. The form of guidelines is used for instructing inexperienced promoters to make the right decisions on the basis of a similar situation (for example, ways of identifying the opinions between groups with conflicting interests).
Responsible body	Government Office Cooperation partners: all ministries, CSOs
Deadline	June 2016
Expected result	
Content and schedule	The initial idea to create an interactive website was abandoned, since on one hand, it is extremely resource consuming (including maintenance and continuous updating) and on the other hand, it was considered more important to rather contribute to supporting the establishment of good practices. As an alternative, it is considered to collect and recognise the best involvement practice that have remained in the background over the past years, but which can be made available also on existing websites of involvement. The collection of ideas continues in terms of possible alternative activities to achieve the given objective. Further work: <ul style="list-style-type: none"> - The collection of ideas and the specification of activities - The implementation of selected activities
Results and impact	
Additional expected results and their implementation plans	
Risks	
Challenges	
Lessons learned	We will analyse and discuss the lessons learned as a whole during the preparation of the final report

Activity 3.2. <i>Increasing the capability of the social partners and CSOs to better analyse public policy and include their member organisations in the development of their positions concerning public policy</i>	
Status	In process according to the schedule
Objective	The objective of the activity is strong representation organisations that are capable participants in policy-making.
Responsible body	Government Office

	Cooperation partners: the Ministry of the Interior, the Network of Estonian Nonprofit Organisations
Deadline	June 2016
Expected result	Increase in the capability of the social partners and other associations of the third sector for participating in policy-making
Content and schedule	<p>The harmonisation of the strategic partnership forms in relations between the ministries and the associations of citizens, as well as increasing the participating capability of CSOs in the policy-making process.</p> <p>Schedule:</p> <ul style="list-style-type: none"> - The conceptualisation, harmonisation, and introduction of the definition of strategic partnership. The leader of this concept, the Ministry of the Interior, will also guide other ministries in defining such an instrument in the future. - The launching of the strand of the capability of NGOs to participate in policy-making (April 2015). - The implementation of the projects concerning the strand of the capability of NGOs to participate in policy-making (June 2016). - The implementation of the development programme for the heads of NGOs (November 2015)
Results and impact	More thoughtful partnership between government authorities and NGOs, more effective cooperation forms, and improved capability of NGOs to contribute to policy-making.
Additional expected results and their implementation plans	
Risks	
Challenges	
Lessons learned	

II PRIORITY AREA:

Transparent state budget and financial management

Commitment 4: Increase the transparency and intelligibility of the use of public funds

In order to increase the transparency of the state budget and the financial management it is necessary to disclose financial information in an aggregate form and it should be presented in a way that supports the understanding of the data. The Government collects accounting data from the public sector units. Since 2004, there are about 40 million entries in the database. Currently, there is an overview of the accounting data by the units belonging under the central government only through reports submitted by these units, which does neither enable access to detailed information nor facilitate their substantial intelligibility (including carrying out analyses). The data of the local governments has been published in the amount of 20 million entries in 2014, however, the accounting data that the local governments submit to the government and publish does not show the transaction data regarding the company, non-profit organisation or foundation that does not belong into the public sector. Therefore, important information in transparency terms is currently undisclosed. Furthermore, there is no overview of NGOs that receive financial support from the state budget, nor information about the transactions made by local governments and their beneficiaries.

The objective of the commitment is to make the usage of public funds more transparent and enable to use the accounting data as open data both by the public and the public sector. The financial data of the entire government sector will be disclosed in the application of public funds similarly to the local governments' data. The goal is also to prevent corruption by increasing public control through the disclosure of the transaction partners of the local governments and the central government and persons related to the transactions, as well as through the disclosure of NGOs receiving support from the state budget and the volumes of the financing allocated to them.

4. Increase the transparency and intelligibility of the use of

4.1. Develop further the application of public funds: adding the accounting data of the central government, legal persons in public law, and other units belonging to the government sector, to the greatest extent possible, in such a detailed way as required by the chart of accounts.

In process according to the schedule

4.2. Disclose local governments' transaction partners from the private sector and third sector, and link this information with the Business Register in order to disclose the

In process according to the schedule

public funds

persons linked to the transaction	
4.3. Adding to the public funds application CSOs that have received support from the state budget.	In process according to the updated schedule
4.4. Providing guidance to the local governments on compile a brief overview of the local budget that is understandable for citizens and in a similar form as the state budget strategy and the state budget	Implemented

This is a new commitment that has been targeted to the OGP core values – the promotion of transparency and accountability.

Activity 4.1. <i>Develop further the application of public funds: adding the accounting data of the central government, legal persons in public law, and other units belonging to the government sector to the greatest extent as possible in such a detailed way as required by the chart of accounts</i>	
Status	In process according to the schedule
Objective	To make the use of public funds of the units belonging to the government sector more transparent and enable to use the accounting data as open data by the public and the public sector.
Responsible body	Ministry of Finance Cooperation partners: Praxis, citizens' associations
Deadline	December 2015
Expected result	The accounting data of the units belonging to the government sector in such a detailed way as required by the chart of accounts has been disclosed in the application Public Funds.
Content and schedule	The initial task of the public procurement has been prepared, the public procurement has been carried out (agreement to be concluded).
Results and impact	Socio-economic benefit: increase in effectiveness in the government sector; decrease in corruption; increase in transparency; increase in public awareness and confidence.
Additional expected results and their implementation plans	
Risks	Development takes more time than expected, but the project has funds for this year. This is complex data, the use of which may not be accomplishable for all parties, therefore, wrong conclusions may be drawn while using the data.
Challenges	To make the use of the application of public funds easier.
Lessons learned	Little feedback is given on the use of the application or there are few proposals on what and how should be done in a better way.

Activity 4.2. Disclose local governments' transaction partners from the private sector and third sector, and link this information to the Business Register in order to identify the persons who are related to the transaction	
Status	In process according to the schedule
Objective	To prevent corruption, increase public control through the disclosure of the transaction partners of local governments and persons related to them, and enable to get an overview of the beneficiaries.
Responsible body	The Ministry of Finance Cooperation partners: the Ministry of Justice, the State Audit Office
Deadline	June 2016
Expected result	Legal person transaction partners can be identified in the application of public funds in terms of the entries of the local governments.
Content and schedule	<ul style="list-style-type: none"> - The terms of reference have been discussed with the partners and the draft plan has been prepared on the basis of this. The objective is to submit it to the official approval in October 2015. - Local governments have been informed about the request to collect more detailed data in 2016. - The exchange of data on the members of the board has been agreed with the Commercial Register.
Results and impact	Increase in transparency; increase in public awareness and confidence, decrease in corruption, increase in efficiency in the public sector.
Additional expected results and their implementation plans	The availability of the information on transaction partners enables to create additional links to other data. In addition to the commercial register, it is planned to link the database to the public procurement register, for example.
Risks	The accounting information systems of some local governments are not able to separately identify transaction partners in terms of all entries without intensive restructuring. We enable them to get an extension in the necessary amount. Therefore, it takes time before transaction partners acting as legal persons can be identified in terms of all entries.
Challenges	To collect the data in its entirety.
Lessons learned	It is complicated to disclose data as open data, since transparency and openness have not very strongly rooted in society as a principle. The supervisory board of the transaction partners and the circle of founders/owners cannot be highlighted in the implementation of public funds.

Activity 4.3. Adding CSOs that have received support from the state budget to the public funds application	
Status	In process according to the updated schedule
Objective	To make the use of public funds more transparent and enable to get an overview of NGOs receiving funds from the national budget and the financial volumes allocated to them.

Responsible body	The Ministry of Finance Cooperation partners: the Ministry of the Interior, the Network of Estonian Non-profit Organisations
Deadline	December 2015
Expected result	The compatibility of the SAP and the public fund application, as well as the need and scope of the development activities have been identified.
Content and schedule	The content and structure of the overview is to be determined by target groups in cooperation with the parties, and according to this, the options and development needs of the SAP. Three meetings have taken place (April, June, and July) and a new meeting has been scheduled for September.
Results and impact	The donors and the persons responsible for the development of the field of NGOs, as well as the public have an overview of the volume of support for each field.
Additional expected results and their implementation plans	The overview provides basic information and therefore, contributes to carry out a detailed analysis on the performance and impact of investments, as well as direct and plan further funding according to the national priorities and the objectives established in sectoral strategies.
Risks	The activity may not be realised in its initial wording (in the form of adding it to the public fund application), however, the NGOs and the persons responsible for the area are also content with making the information available once a year, which is then processed as necessary.
Challenges	Receiving quality data from the SAP requires the accountants’/ the data entry clerks’ knowledge and skills in using additional classifications. Carrying out an analysis according to basic information requires the skill and capability of processing data. The whole project requires cooperation between different agencies – the Network of Estonian Non-profit Organisations, the National Foundation of Civil Society, the Ministry of the Interior, the Ministry of Finance, and other relevant parties.
Lessons learned	Prior to the formulation of the overall objective, it should have been necessary to exactly agree with the parties why, what, and for whom is to be disclosed. In reality, the granting of support needs to be harmonised and simplified on the national level, and it is necessary to transfer the responsibility of the content and accuracy of data from the accountants to the so-called content persons. The data in the wrong light may bring more harm than good. There is the need for a composite overview on the financing of the CSOs by all the public sector institutions.

Activity 4.4.

Providing guidance for the local governments on preparing a brief overview of the local budget that is understandable for citizens and in a similar form as the state budget strategy and the state budget

Status	Implemented
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Objective	To increase the transparency and intelligibility of the use of public funds at a community level, and therefore, improve involvement.
Responsible body	The Ministry of Finance Cooperation partners: e-Governance Academy, local government associations, the Government Office
Deadline	March 2015
Expected result	Instructions and samples of the short overview have been prepared, added to the website of the Ministry of Finance, and introduced to the local governments.
Content and schedule	The work was carried out in January 2015.
Results and impact	Brief overviews increase the circle of citizens who understand the financial activities of the local government and hence, their desire to participate in decision-making. This should result in a local government corresponding to the citizen needs in a better way.
Additional expected results and their implementation plans	
Risks	Many local governments lack the resources to prepare an additional report, therefore, the project may not have any tangible results.
Challenges	To persuade local governments on why the additional resource costs in carrying it out are necessary in the long-term perspective.
Lessons learned	The interest of the partners in the substantial realisation of this project is passive.

III PRIORITY AREA:

Citizen-centered public services

The priority axis is focused on the development of the public services by the co-creation principle in order to make the services more convenient for citizens, and make the data available in the form of open data. Open data contributes to boosting the co-creation processes.

Commitment 5: Increase the quality of developing and providing public services

The objective of the commitment is to increase the user-friendliness of the public services by changing the perspective of the official into the perspective of the consumer, and to test cooperation in shaping the services. In order to facilitate the development of institutions, a clear overview of offered public services and related information and service channels will be established. In order to support the development of public services, various guidelines will be drawn together into a single solution to facilitate the development of the services.

Current experience on launching the concept of issuing Estonian digital certificate of identity to non-residents that was approved at a cabinet meeting in April 2014 shows that interest in becoming an e-resident and by that interest in Estonia and particularly in establishing companies here is exceptionally high – including among the individuals who have not had a link to Estonia so far. The initial plan to primarily focus on the establishment and development of the option of issuing identity cards with some further development of e-services is currently being replaced by the increase in the development of innovative services and business environment.

5. Increase the quality of developing and providing public services	5.1. Establishing an interactive web-based toolbox for the development of the public services that provides the developers from the public, private and third sector with instructions, methodology, manuals and best practices for developing new services or reshaping the existing ones	In process according to the updated schedule
	5.2. Providing an overview of the public services in such a way that all public services have been described in a single machine- and human-readable language, and citizens know at which quality level	In process according to the schedule

is a service being promised to be delivered to them	
5.3. Implementing pilot projects under which selected public services have been prepared according to the user-friendly e-service design instructions	In process according to the schedule
5.4. Start issuing the non-residents digital certificates of identity	In process according to the updated schedule

This is a new commitment that contributes to the promotion of accountability and inclusive decision-making serving as the OGP main values.

<i>Activity 5.1. Establishing such an interactive web-based toolbox for the development of the public services that provides the developers from the public, private and third sector with instructions, methodology, manuals and best practices for developing new services or reshaping the existing ones</i>	
Status	In process according to the updated schedule
Objective	The objective of the activity is to solve a situation in which the developers of the public services would have a so-called toolbox from which they would get information on the development and management of the public services in a quick, interactive, and suitable manner. There is currently no such a central solution
Responsible body	The Ministry of Economic Affairs and Communications Cooperation partners: the Information System Authority (RIHA), the Ministry of Finance, other public sector institutions
Deadline	September 2016
Expected result	There are some handbooks (Green Paper on public services, handbook on the public sector business processes, handbook on the design of a user-friendly e-service) and documents establishing more general national directions (for example, the interoperability framework, the development plan of information society). The above-mentioned materials have been published on the website of the Ministry of Economic Affairs and Communications, however, the files have no reciprocal links, and it is difficult for the developer to obtain a coherent overview. These materials should be made available in a simple form for the public service developers and other cooperation partners in such a way that according to the maturity of a specific service, the participants have been provided with an access to the most suitable tools and comparable experience of the development of the public services.
Content and schedule	Searching for financing. Currently, there is no time to discuss the topic this year, however, we plan to begin from 2016. Also, to the list of services as an input. Under “Horizon 2020”, cooperation is

	ongoing with the Estonian Design Centre with regard to the realisation of the project. The Estonian Design Centre submitted an application under the Digitally Enhanced Public Service Innovation (DEPSI) in May 2015. A reply on whether the decision is positive is expected to get by September 2015.
Results and impact	
Additional expected results and their implementation plans	
Risks	
Challenges	
Lessons learned	

<i>Activity 5.2.</i>	
<i>Providing an overview of the public services in such a way that all public services have been described in a single machine- and human-readable language, and citizens know which quality service they are promised to be offered</i>	
Status	In process according to the schedule
Objective	The activity aims to solve a situation in which the Government lacks a specific and accurate overview about the facts, where, which, and what kind of quality services the government and local government authorities provide and what kind of information and service channels are used in the provision of the services
Responsible body	The Ministry of Economic Affairs and Communications Cooperation partner: the Information System Authority (RIHA)
Deadline	December 2015
Expected result	The introduction of the quality management of the administrative services of the Ministry of Economic Affairs and Communications
Content and schedule	<p>I stage:</p> <ul style="list-style-type: none"> • 26 February – Introductory seminar for officials; we learn (internal involvement of the administration area of the Ministry of Economic Affairs and Communications; Ministry of Economic Affairs and Communications + 6 agencies): <ul style="list-style-type: none"> o who is ready to participate in the role of the service owner in the project o which areas/institutions have not been represented • 9 March – an introductory overview for the managers of the institutions (for example, meeting on Monday) and a request to designate the service owners and the responsible persons at the management level • 20 March – the service owners have been designated (general responsible persons (members of the steering group) and the owners of specific services (members of the working group)) • 26 April – the initial mapping of services (in Excel) has been reviewed and modified by the institutions • 31 May – it has been mapped, which metrics the institutions use to manage the services. • 15 June – The description of the administrative field services

	<p>of the Ministry of Economic Affairs and Communications has been provided in the service description application on the website of the Ministry of Economic Affairs and Communications</p> <ul style="list-style-type: none"> • 15 June – An overview of the modification needs of the description language of the services • End: 19 June 2015 <p>The schedule for the supporting IT project (web-based service catalogue, which can be reused in other administrative fields; managed by the IT department of the Ministry of Economic Affairs and Communications in cooperation with the Department of Information Society Services Development):</p> <ul style="list-style-type: none"> • The beginning of the analysis of the source task 23 March 2015 • The beginning of the development work 2 April 2015 • Final testing (frontend development and backend development completed) 8 May 2015 • Delivery of work (ready for live) 14 May 2015 <p>Additionally, the following takes place:</p> <ul style="list-style-type: none"> • the meetings of the working group (the owners of specific services) with a frequency of about two to three times a month • the meetings of the steering group (persons responsible for the services at the management level) with a frequency of once a month <p>Outputs:</p> <ul style="list-style-type: none"> • 1 July – The administrative field services of the Ministry of Economic Affairs and Communications have been described on a uniform basis and published on the website of the Ministry of Economic Affairs and Communications <ul style="list-style-type: none"> o Link to the search of the services: https://www.mkm.ee/et/teenuste-otsing o Link to the statistics of the services: https://www.mkm.ee/et/statistika/ministeerium • The administrative field services of the Ministry of Economic Affairs and Communications have general responsible persons (heads of institutions) and the owners (of a specific service) <p>II stage (analysis of third and fourth quarter; supply of the first quarter of 2015):</p> <ul style="list-style-type: none"> • Based on available information (service descriptions, statistical data collected on the services), necessary information sources will be agreed for the service quality management. Linking available statistical indicators to the operative management of the institution. • Further development of the administrative burdens calculator (IT solution on the website of Ministry of Economic Affairs and Communications) managed by the Department of Economic Development. The objective is to provide the owners of the services and lawyers with technical aid in order to calculate service-related
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	<p>indicators (the perspectives of the institutions and the channel of service provision are currently missing in the solution).</p> <p>III stage (end of I quarter of 2015; extensive involvement project):</p> <ul style="list-style-type: none"> • The introduction of the quality management of the administrative services of the Ministry of Economic Affairs and Communications to the representative of other administrative field • Analysis and introduction in other areas of administration (2016) • Minimum programme – all e-services will be described by 1 March 2016
Results and impact	The services have been uniformly described and the information about the services has been collected and centrally published. It is possible to compare the services and institutions providing the services.
Additional expected results and their implementation plans	
Risks	
Challenges	
Lessons learned	

Activity 5.3.	
<i>Implementing such pilot projects under which selected public services have been prepared according to the user-friendly e-service design instructions</i>	
Status	In process according to the schedule
Objective	The activity aims to solve a situation in which the public services are developed according to common principles
Responsible body	The Ministry of Economic Affairs and Communications Cooperation partners: all public sector institutions that develop public services
Deadline	June 2016
Expected result	The implementation of such pilot projects under which the selected public services have been prepared according to the instructions on the design of a user-friendly e-service
Content and schedule	<p>As an output of the project of 20 e-services, a total of four services have received funding for IT solution.</p> <ol style="list-style-type: none"> 1) The project of the Estonian Tax and Customs Board “E-rescheduling service”, amounting to 200,000 euros, 2) Project of the Estonian Road Administration: “Traffic register rights and privileges” with a total amount of 20,280 euros; 3) Project of the Estonian Road Administration: “Sample number logbook” with a total amount of 34,910 euros; 4) Project of the Estonian Road Administration: “The ordering and maintenance of vehicle registration plates” amounting to 148,640 euros. <p>All projects must be completed by the end of 2015.</p>
Results and impact	

Additional expected results and their implementation plans	
Risks	
Challenges	
Lessons learned	

<i>Activity 5.4.</i>	
<i>Start issuing non-resident digital certificates of identity</i>	
Status	In process according to the updated schedule
Objective	To improve the options of non-residents to use e-services and participate in public affairs and business.
Responsible body	Initially: the Ministry of the Interior Currently: the Government Office Cooperation partners: the initial launching of e-residency has taken place under the joint leadership of the Ministry of the Interior, the Ministry of Economic Affairs and Communications and the Government Office. The implementation of the so-called programme of 10 million e-Estonians will be further managed by the Ministry of Economic Affairs and Communications; the programme council includes the representatives of the related governmental authorities (Ministry of the Interior, Government Office, EAS, Ministry of Justice, and Ministry of Finance) and the public sector. A wide circle of public and private parties have been involved in the establishment of the services targeted at the development of the base conception and necessary legislation, as all as e-residents on an ongoing basis.
Deadline	II quarter of 2016
Expected result	The main useful (public and private sector) services have been opened or created for the non-residents who have received their e-resident digital personal certificate – and these are convenient to use.
Content and schedule	Completed work: <ul style="list-style-type: none"> • The issuing of e-residency was launched on 1 December 2014 and from May 2015 also in Estonian foreign representations. • The application process has been updated and simplified on an ongoing and constant basis, including making the application process web-based. • The development of e-residency as the programme “10 million e-Estonians” (including the development of services) has been launched – from April 2015, there is a seven-membered team working at Enterprise Estonia and in July 2015, the Government approved the Action Plan for 2015–2016 • In order to facilitate the process of establishing a company and to digitally open bank accounts, legal analyses have been completed; the corresponding draft amendments to the Act are under preparation – likely to be completed a bit later, in the fourth quarter of 2015 • In order to plan the services targeted at the new e-residents,

	<p>notification events and direct meetings have been organised for the parties of public and private sectors, foreign key partners have been searched for; Garage48 Hackathon takes place from August–September, etc. Work continues with this regard; this is the main focus from the second half-year of 2015 to 2016.</p> <ul style="list-style-type: none"> • The communication activities have been planned according to the schedule; the implementation of the so-called second phase marketing and communications plan is still ongoing. <p>Planned activities that last longer or have a new deadline compared to original schedule:</p> <ul style="list-style-type: none"> • Adding the issuing of mobile ID • Development of the e-residency web environment (including simplifying access and information needed to find services)
Results and impact	<p>According to the programme action plan approved in the Government cabinet in July 2015, the following results act as objectives:</p> <ul style="list-style-type: none"> • A total of 5,000 e-residents by the end of 2015 (achieved with an excess); a total of 10,000 e-residents by the end of 2016 • By 2016, the e-residents have established 1,000 new companies <p>As a result, Estonian economic space expands (number of e-service users, which brings export opportunities, additional income for the companies, and additional tax return for the Government. At the same time, non-residents gain access to the e-services of Estonia from all over the world – particularly with regard to participating in business.</p>
Additional expected results and their implementation plans	<p>To involve e-residents in the issues of Estonia – for example, in the social life of Estonia and the improvement of economic interests. To this end, activities targeted at the creation of the so-called e-resident community will be also planned in the future.</p>
Risks	<p>Ability to act sufficiently quickly and flexibly – updating legislation, creating new services, etc. Sufficient involvement of the private sector – sufficiently active creation of new services by them The other countries’ coming on the market with a similar offer</p>
Challenges	<p>Ensuring sufficient and sufficiently flexible budgetary funding</p>
Lessons learned	<p>Interest is higher than we could expect – this has resulted in the fact that we have had to act in a quicker manner, which has created challenges in finding necessary resources (people + money)</p>

Commitment 6: Use widely open data

This commitment aims to promote innovation through wider use of open data, boost joint creative processes, revive the economy, and increase the transparency of the public sector.

6. Use open data widely	6.1. Full implementation of the open data portal opendata.riik.ee: transfer from test version to the so-called real version while ensuring the primary organisational support	Implemented
	6.2. Organisation of calls for proposal in order to open data and implement pilot projects of the link-data	Implemented
	6.3. Organisation of the events promoting the reuse of open data (the idea of hacking days, or hackathon, information days, seminars, etc.)	In process according to the schedule

This is an ongoing commitment that contributed to the promotion of accountability and transparency serving as the OGP main values.

Activity 6.1.	
<i>Full implementation of the open data portal opendata.riik.ee: transfer from test version to the so-called real version while ensuring the primary organisational support</i>	
Status	Implemented.
Objective	This activity aims to develop the central component of the open data infrastructure – the open data portal at opendata.riik.ee. An access to public sector data without unrestricted access, their reuse and redistribution for commercial and non-commercial purposes will be ensured for all through a central portal.
Responsible body	The Ministry of Economic Affairs and Communications. Cooperation partners: the Estonian Association of Information Technology and Telecommunications, the open data community, the information holders.
Deadline	January 2015.
Expected result	The portal functions and open data are uploaded there.
Content and schedule	Preparation of the initial task of the portal, carrying out

	<p>procurement, testing, and implementation. The project starts in September 2014 and ends in February 2015.</p> <p>The portal has been created, tested, and opened (January 2015). The managing organisation has been launched; the administration of the portal takes place (from February 2015).</p>
Results and impact	<p>The project resulted in a portal, which brings together the open data of the public sector. The users of the portal are public sector institutions</p> <ul style="list-style-type: none"> - Information holders can register and upload open data to the portal. Anyone can download the data and reuse it. - It is possible to give feedback in the portal on what kind of open data is expected and then a corresponding institution can response to the query, if possible - Instructions have been prepared for the information holders - The portal is developed and administered by the Ministry of Economic Affairs and Communications
Additional expected results and their implementation plans	It is further planned to collect feedback from the portal users, carry out additional developments, and more precisely measure the use of open data.
Risks	The greatest risk factor is the lack of open data. Another important risk factor is insufficient interest in open data.
Challenges	The biggest challenge is to motivate the holders of data to open data.
Lessons learned	The topic of open data is unknown for the data holders. Training is extremely important in order to ensure that people even start to think about opening data.

Activity 6.2.	
<i>Organisation of calls for proposal to open data, and implement pilot projects of the link-data</i>	
Status	Implemented.
Objective	This activity aims to assist data holders in submitting their data as open data, increase the quality and maturity of data.
Responsible body	The Ministry of Economic Affairs and Communications.
Deadline	February 2014
Expected result	Money has been allocated to all applicants whose project was approved.
Content and schedule	Application rounds were created to fund the opening of data. The calls for proposals were opened in February 2014 and financing decisions were made in May 2014.
Results and impact	<p>The calls for proposals have resulted in a situation in which a large amount of data and content (such as statistics, space data, economic data, environmental data, archival material, books, museum collections) prepared, collected, and preserved by the public sector institutions can be accessed and used as open data through the portal.</p> <p>Additionally, as a result of the application round, the information</p>

	holders have organised operation processes around their information systems in order to ensure the availability of public information in a reproducible manner through the information portal of open data according to the requirements of the Public Information Act, the EU Directive on the re-use of public sector information (2003/98/EC), and the Green Paper on the machine-readable publication of the Estonian public data, which is in the consultation process.
Additional expected results and their implementation plans	Additionally, we offer the holders of data an opportunity to apply for support on the development activities related to the opening of data.
Risks	It is a great risk factor that the money received from the calls for proposals is not enough to completely develop the institutions' own open data infrastructure.
Challenges	It is a major challenge to motivate the applicants to request funding precisely for open data.
Lessons learned	The call for proposal must be very clear and easily practicable, otherwise, the applicants show no great interest in applying for it.

Activity 6.3. <i>Organising events promoting the reuse of open data (hacking days or hackathon, information days, seminars etc.)</i>	
Status	In process according to the schedule.
Objective	The activity aims to facilitate the reuse of data and increase the awareness of data holders, data re-users, and general public in the field of the establishment and reuse of open data.
Responsible body	The Ministry of Economic Affairs and Communications. Cooperation partners: the Estonian Association of Information Technology and Telecommunications, the open data community, the information holders.
Deadline	Spring 2016
Expected result	Open data will be used more and the awareness concerning the use of data will increase.
Content and schedule	Completed work: <ul style="list-style-type: none"> - The information day took place in spring 2015. The information day was targeted at all data holders and those who were interested in open data. An overview was given on the essence of open data, what is their purpose, and why this topic is essential. Further work: <ul style="list-style-type: none"> - Carrying out training sessions (autumn 2015). The training sessions have been meant for data holders, who want to start to open data and this already provides a more technical picture about the problems concerning data opening. Hackaton (spring 2016). The aim of the Hackaton is to find applicability and usefulness in open data. The Hackaton should reveal what can be done with open data, and what kind of benefit and value the data entails.
Results and impact	The introduction of the open data theme to a wider circle showed that a large number of parties are interested in this topic, generates

	<p>conflicting opinions, and makes people think differently. The most important direct impact is the acceleration of the opening of data and the increase in the amount of open data.</p>
Additional expected results and their implementation plans	It is planned to continue with the organisation of topical events.
Risks	It is a risk that the topic is over-emphasised compared to more important areas and problems.
Challenges	In addition to informing, the biggest challenge is to actually influence the opening of data.
Lessons learned	It is necessary to start from the beginning. The definition of open data is an unknown term for the majority of the public sector.