Sweden

Open Government Partnership National Action Plan 2014-2016: End-of-Term Self-Assessment Report

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Introduction

Since the publishing of the Mid-term Self-Assessment Report Sweden has continued its work on the five commitments: 1) Putting citizens at the centre of government administration reforms (eGovernment), 2) A step further on the reuse of public administration documents, 3) Increased access to Swedish aid information, 4) Improved opportunities for dialogue and transparency in aid management and implementation, and 5) Increased aid transparency at global level. Several milestones have already been implemented during the previous reporting period. Since then, further progress has been made and two of the five commitments have been finalised in 2016.

Background

Sweden has a long tradition of transparency, citizen engagement and measures to build an effective and accountable government. Confidence and trust are among the most important pillars of Swedish democracy. The Swedish principle of public access to official documents guarantees the general public and the media an open and transparent view of activities pursued by the Government and local authorities. An efficient and accessible administration, together with well-managed public finances, forms the basis of the Swedish model.

For a long time, Sweden has been using ICT as an enabler for good governance. Many of its agencies are doing excellent work on creating eServices for its citizens, using social media to achieve interactive communication channels or explore front line technologies. However, there is still work to be done when it comes to common enablers such as secure messaging and next generation electronic identification.

Implementation of National Action Plan Commitments

To put citizens at the centre of the eGovernment reform agenda

The responsibility for the first commitment, 'Putting the citizens at the centre of the eGovernment reform agenda', was recently transferred from the Ministry of Enterprise and Innovation to the Ministry of Finance. Since September 2016, a unit called 'Digital government' is responsibility for the implementation of this strategy. The implementation programme that runs until 2018 is called 'Digital first!' and has three areas of intervention:

- *Digital renewal for better governance*

- *A smarter Sweden with more innovative digital solutions*

- *A stable base with a national digital infrastructure.*

Progress has been made in all of these areas and each area is described in the corresponding matrix below.

A step further on the reuse of public administration documents

In June 2016, the Swedish National Archives were assigned to be the expert agency for open data. The authority is responsible for promoting open data and managing the national portal for open data. It will give special support to users who wish to access particular data-sets. It will also manage the common guidelines on reuse of public information.

Commitments within aid transparency

In the implementation of the second National Action Plan (NAP) Sweden has, in light of the Busan commitments, continued its work with the Open Aid initiative that was launched in 2009. An important part of Open Aid is the work concerning the www.openaid.se platform – Sweden's web-based platform that allows users to browse large amounts of Swedish aid data and documents in a user-friendly way. Substantial improvements have been made to the platform. Recognising that users in partner countries will need tools tailored to their needs, Sweden has released the software of Openaid.se as open source and conducted a pilot project where the software was adapted to show all IATI data from a partner country perspective.

As a result of the above mentioned improvements, Sweden maintains its position as one of the strongest advocates of transparency in the area of development cooperation. For example, Sweden is one of the highest ranked donors in the 2016 transparency indicator assessment by 'Publish What You Fund' (PWYF) and in the proposed Global Partnership Transparency Indicator (http://dashboard.iatistandard.org/transparencyindicator.html).

Sweden participated at the second High-Level Meeting of the Global Partnership for Effective Development Cooperation (GPEDC HLM2) on 28 November–1 December 2016 in Nairobi, Kenya. The Nairobi Outcome Document confirms the parties' commitment to strengthen transparency on development resources and to publish aid data according to the OECD reporting standards, and the International Aid Transparency Initiative (IATI) standard. Sweden also advocated that the EU and its Member States call on all providers of development finance and implementing partners to make comprehensive information publicly available on their activities in developing countries. Sweden contributed to the EU Council Conclusions on the EU Common position for GPEDC HLM2, stating that civil society organisations have to play their full role as independent development actors in their own right and that the EU and its Member States have to support an enabling environment for civil society organisations and engage with them in a structured way to ensure that their voices are heard throughout the policy, planning and implementation cycle.

Swedish civil society organisations are important for strengthening development cooperation and its contribution to sustainable global development. To create a framework for dialogue and to highlight the value of Swedish civil society in development issues, the Government adopted a set of joint commitments between the Government and Swedish civil society organisations in 2015. These joint commitments provide a basis for the relation between the Ministry for Foreign Affairs and Swedish civil society organisations and for the implementation of Sweden's Aid Transparency Commitment. During 2016, discussions took place on how to take forward the dialogue within the joint commitments between the Government and CSO.

Consultation with civil society

Throughout the implementing period of the National Action Plan 2014–2016, Sweden continued the dialogue with various government agencies and representatives of various professional organisations. The Government has also encouraged input from civil society, citizens and other actors. Civil society and other relevant actors have been invited to meetings within the framework of several policy processes, such as bilateral and thematic strategies and the work with elaboration a new policy framework for Swedish development cooperation and humanitarian aid. The feedback from these consultations supports continuous efforts on aid transparency. The need for further development of the Openaid.se

platform and improved dialogue mechanisms have also been pointed out in more fora than the OGP consultations alone.

In preparation for the end of term self-assessment report, the Swedish Government has consulted with representatives of civil society, via the CSO platform CONCORD Sweden. The feedback focused on commitments within aid transparency. CONCORDs comments have been taken on board partially and are mainly reflected in the last chapter of this report. Suggestions that imply new potential commitments will be assessed as part of the possible elaboration of the following action plan.

Commitment matrices

Commitment 1. Digital First! To put citizens at the centre of the eGovernment reform agenda. The objectives are to make everyday life easier, open up administration in order to support innovation and participation, and increase operational quality and effectiveness.		
Lead implementing agency		Ministry of Finance.
Name of responsible person from implementing agency		Magnus Enzell, Ministry of Finance
Title, Department		Senior adviser, Department for Digital Government
Email		magnus.enzell@gov.se
Phone		+46 70 28 86 258
Other actors involved	Government agencies	• Since 1 September 2016 The Ministry of Finance has had lead responsibility. A unit for Digital Government which focuses on promoting Digital Government and implements the programme 'Digital first!' has been established at the Ministry of Finance. • The programme is currently about half-way. • The government has formed a new board for Digital Government with a representation by directors-general of central government agencies, municipalities, chaired by the Minister for Public Administration. • The Swedish National Financial Management Authority has been tasked to be the staff agency for eGovernment. • The Swedish E-identification Board consists of both public and private sector representatives. • A number of government agencies are collaborating in a joint programme for Digital Collaboration – *E-samverkansprogrammet*. • The Swedish Agency for Innovation Systems finances various activities supporting digital government. • The Swedish National Archives has the task of promoting open data in the public sector. • The Government sponsors 'Hack for Sweden', which is the biggest government hack in Sweden. 30 government agencies and 10 municipalities open up data around two societal challenges, one IoT-theme and one open theme.
	CSO, private sector	The board for digital government arranges an 'open council' once a year in order to get advice from a broader set of actors, including the private sector. The first open council was arranged during Digigov: Top-Leader Forum for a Smarter Sweden on 29–30 November 2017 with great success. The Swedish e-Identification Board holds an annual conference on electronic identification, inviting stakeholders from both the public and private sector. VINNOVA (see above) promotes users of open data and gives grants to open data projects. Users of open data and different open data projects.
Main Objective		The objective of the current eGovernment strategy is to put citizens at the centre of government administration reform. The objectives are to make everyday life easier, open up administration in order to support innovation and participation, and increase operational quality and effectiveness. The four-year implementation programme presented in the Budget Bill for 2015 is called 'Digital first!' and states that digital channels should be the prime alternative for communication with citizens and businesses.
1. Brief Description of Commitment		1. Digital reform for better governance 2. A smarter Sweden with more innovative digital solutions 3. A stable base with a national digital infrastructure
2. Relevance:		This programme will increase the effective management of public resources, simplify people's everyday life in the relationship to the public sector as well as create a more digitally open government that supports innovation and engagement.
3. Ambition		While Sweden is globally ranked as number 1 in the 2015 WJP Open Government Index, it still faces challenges when it comes to being digitally open due to legacy problems. By implementing a shared and open digital infrastructure as well as by promoting open innovation, the end result should be

	a more open government that supports innovation and participation.			
4. Completion level	Not started	Limited	Substantial	Completed
			X	
5. Description of the results	The Government has issued an overall Digital Agenda for Sweden and a subsidiary eGovernment strategy: 'Bringing the citizen to the heart of government'. In 2015 the government decided on a four-year implementation programme leading to the objectives decided in the strategy: Digital first! It is currently under way. Since 1 September 2016, The Ministry of Finance has had lead responsibility for the strategy and the programme. They have created a unit for Digital Government which focuses on promoting Digital Government. The government has formed a new board for Digital Government with a representation by directors-general from central government agencies, municipalities, chaired by the Minister for Public Administration. The Swedish National Financial Management Authority has been tasked to be the staff agency for e-government. **Digital renewal for better governance** The Swedish National Financial Management Authority has started measuring the digital maturity of national agencies, the overall IT costs of agencies and certain high risk projects. A government commission has been tasked with proposing how common enablers' best should be administered and how a support function for digital government can be instituted in the Swedish administration. Yet another government commission will investigate necessary legal changes enabling a faster digital transformation for the public sector. An overarching strategy for the digitalisation of Sweden is under way. An agreement has been reached with the Swedish Association of Local Authorities and Regions to improve collaboration on issues of digital government. The first open council was held in November 2016. A number of external actors were invited to consult around a number of life events and possibilities of improvements. The results were then directly discussed in the ordinary council for the digitalisation of the public sector under the chairmanship of the minister of public affairs. **A smarter Sweden with more innovative digital solutions** The government has pinpointed four value-chains where data-driven innovation and open data can accelerate the digital transformation. A smarter building and planning-process, a smarter food-chain, smarter use of environmental information and smarter business. Each value-chain has a responsible agency that will analyse available data-assets and promote open data and open innovation. The government decided during 2016 to finance this year's 'Hack for Sweden' and let two of the responsible agencies define the themes of the hackathon. In conjunction with the open council, a larger meeting between top managers in the public sector was arranged called 'Digigov – Top-level meeting for a Smarter Sweden'. The meeting sought to inspire to more innovative approach to digital government. **A stable base with a national digital infrastructure** Work is under way to specify the national digital infrastructure. Individual projects are currently investigating or developing eArchiving, secure messaging, eID and other common enablers. A reform of base-data was announced in the Budget Bill for 2017, which means that most basic datasets will be free of charge between all agencies.			
6. End date	2018			
7. Next steps				
8. Additional information				

Commitment 2. A step further on the reuse of public administration documents				
Lead implementing agency		Swedish Ministry of Finance Swedish National Archives		
Name of responsible person from implementing agency		Fi/DF at the Government Offices		
Title, Department		Magnus Enzell, Ministry of Finance		
Email		magnus.enzell@gov.se		
Phone		+46 70 28 86 258		
Other actors involved	**Government agencies**	All Swedish authorities and municipalities are covered by the law of reuse of public information. Some authorities, such as the National Archives, the Swedish National Financial Management Authority and the Swedish Competition Authority have responsibility for regulations on coordinating measures.		
	CSO, private sector	Companies, businesses and individuals.		
Main Objective		**Transparency, legitimacy and participation:** A more open government increases its legitimacy among citizens and increases their willingness to participate in the development of the service level, efficiency and quality of public services. In addition, combining different kinds of information and the use of information technology enables the creation of entirely new products and services that are in demand in the market. This in turn contributes to the growth of new industries and businesses, which leads to increased employment.		
1. Brief Description of Commitment		1. In order to promote the reuse of public information, the Swedish PSI Act has been strengthened. The amendments aimed, for example, to achieve lower and clearer pricing practices when the charging information is necessary. Also, culture institutions such as museums, archives and libraries are now covered by the act. 2. The Swedish National Archives has the task of promoting open data in the public sector. 3. The Government sponsors 'Hack for Sweden', which is the biggest government hack in Sweden. 30 government agencies and 10 municipalities open up data around two societal challenges, one IoT-theme and one open theme.		
2. Relevance:		Better possibilities to reuse public information are an important factor in innovative solutions and companies to grow and provide jobs and tax revenue. Action in this area is therefore considered to be good investments for the future.		
3. Ambition		In addition to the PSI Act implying certain demands on the authorities, the act is also an important control signal to drive development of the area. Many agencies and municipalities themselves have taken initiatives for activities and actions in the area. A good example of this is the National Land Survey which, on 1 July, released some map databases free to developers and the public.		
4. Completion level		Not started	Limited	Substantial	Completed
				X	
5. Description of the results		There has not yet been any measure of results. The Agency for Public Management has the governments mandate (S2014/3536/SFÖ) to monitor the effects of how the national and local authorities are working to make information available. The result will be presented in January 2018. A follow up will be sent to the European Commission according to the PSI Directive.		
6. End date		2018		
7. Next steps		Additional assignments to the authorities. Follow the Commission's work on the PSI Directive		
8. Additional information				

Commitment 3. Increased access to Swedish aid information	
Lead implementing agency	Ministry for Foreign Affairs
Name of responsible person from implementing agency	Frank Svensson
Title, Department	Desk Officer, Department for International Development Cooperation
Email	frank.svensson@gov.se
Phone	+46 8 405 10 00

Other actors involved	**Government agencies**	The Swedish aid transparency guarantee applies to all public actors who have been allocated development assistance funds. These are primarily the Ministry for Foreign Affairs and Sida, but also include other government agencies and civil society organisations. Sida is responsible for the Openaid.se platform and for coordination and support to other agencies' activities regarding the transparency guarantee.
	CSO, private sector	National and international CSOs. Private sector actors.
Main Objective		Increased access to aid information is an important contribution to the overarching objective for Sweden's international aid: to create preconditions for better living conditions for people living in poverty and under oppression.
1. Brief Description of Commitment		1. Full implementation of the Swedish aid transparency guarantee. 2. Full implementation of the Common Standard on the Swedish development cooperation. 3. Technical improvements made in the Openaid.se platform. 4. Anti-corruption reports published in an IATI format on Openaid.se.
2. Relevance:		This commitment aims to increase access to aid information which is relevant to furthering OGP values, especially of access to information and public accountability. The way it is implemented, mainly through Openaid.se, also contributes to technology development for openness and accountability.
3. Ambition		To contribute to openness and accessibility, leading to increased efficiency in various processes managed by the government.

4. Completion level	Not started	Limited	Substantial	Completed
				X

5. Description of the results	1. All Swedish government agencies affected by the transparency guarantee are able to publish their data and documents to Openaid.se. 2. Sida's internal systems have been developed to better fulfil the IATI standard. New and improved types of data include geographic location and information to help match aid activities to partner country budgets. 3. Improvements to the Openaid.se platform have been made continuously with e.g. strengthened search possibilities and adaptation for mobile devices. 4. Anti-corruption reports are continuously published on Openaid.se.
6. End date	2016
7. Next steps	The work will focus on supporting and maintaining Openaid.se, the monthly publication of Swedish aid data according to the IATI standard and adding humanitarian data to fulfil commitments from the World Humanitarian Summit.
8. Additional information	

Commitment 4. Improved opportunities for dialogue and transparency in aid management and implementation		
Lead implementing agency		Ministry for Foreign Affairs
Name of responsible person from implementing agency		Frank Svensson
Title, Department		Desk Officer, Department for International Development Cooperation
Email		frank.svensson@gov.se
Phone		+46 8 405 00 00
Other actors involved	Government agencies	Swedish International Development Agency (Sida)
	CSO, private sector	National CSOs and private sector actors.
Main Objective		Increase mutual knowledge and participation to create better conditions for accountability and innovative thinking
1. Brief Description of Commitment		1. Develop and implement an updated government strategy for aid information and communication activities. 2. Negotiate and implement a compact between the Government and Swedish civil society organisations that enhance dialogue and outline these organisations' role in Swedish aid. 3. Support initiatives related to ICT that create opportunities for increased participation from a broader spectrum of the population. 4. Further develop procedures for management of reports by the public, organisations and employees of misuse, suspected corruption and other complaints with an impact on Swedish aid funds.
2. Relevance:		This commitment relates to the importance of information, public accountability and civic participation in policy processes.
3. Ambition		To contribute to more efficient management of public resources and increase corporate accountability.

4. Completion level	Not started	Limited	Substantial	Completed
			X	

5. Description of the results		1. The government strategy for aid information and communication was adopted on 2 June 2016. 2. The user-friendliness and reliability of Openaid.se has been further enhanced including a more powerful search function and better access for mobile devices. 3. A global goals data summit was held in Stockholm that gathered experts from different disciplines to discuss how the Global Goals can be measured in innovative ways. The work has continued in a project that among other things aims to involve anyone willing to "donate their data" for the purpose of tracking the SDGs. The summit was hosted by the organisation Quantified Planet and funded by Sida. 4. Sweden has taken active part in meetings to harmonise donor requirements from CSO partners to publish to the IATI standard as part or replacing their traditional reporting. 5. The government conducted consultations with Swedish civil society organisations on preparations for the GPEDC HLM2 in Nairobi, and included CSO representation in the delegation. 6. Sweden successfully advocated strong commitments for civil society organisations in the Nairobi outcome document from GPEDC HLM2.
6. End date		2017
7. Next steps		The focus on an improved dialogue between the Government and civil society organisations will continue as stated in *the Government's and Swedish civil society organisations' joint commitments to strengthen dialogue and collaboration in the area of development cooperation.*
8. Additional information This commitment will continue in the third National Action Plan.		

Commitment 5. Increased aid transparency at global level	
Lead implementing agency	Ministry for Foreign Affairs
Name of responsible person from implementing agency	Frank Svensson
Title, Department	Desk Officer, Department for International Development Cooperation
Email	frank.svensson@gov.se
Phone	+46 8 405 00 00
Other actors involved	**Government agencies**	Sida, multilateral development organisations, the EU, likeminded countries, partner countries
	CSO, private sector	All providers and recipients of aid, including CSOs and private sector. IATI: a voluntary, multi-stakeholder initiative that seeks to improve aid transparency in order to increase its effectiveness in tackling poverty. Other international initiatives for enhanced transparency.
Main Objective	Accelerate international efforts on publishing aid information in accordance with the Busan commitment on a Common Standard.
1. Brief Description of Commitment	1. Promote IATI reporting among other development actors and the use of IATI data at country level through dialogue and development of methodology and capacity. 2. Promote transparency and anti-corruption work in the EU and multilateral development organisations, including IATI reporting. 3. Support initiatives related to ICT that facilitate aid transparency. 4. Promote transparency including budget transparency in partner countries as a part of Swedish development cooperation.
2. Relevance:	Contribute to public openness and accountability
3. Ambition	1. Increase the number of multilateral development organisations with Swedish development assistance funds that publish aid data to IATI. 2. Provide support to other bilateral donors aiming to start publishing to IATI or to improve their publication. 3. Encourage multilateral development organisations to publish aid data to IATI contributes to the openness of Swedish foreign aid. 4. Share experiences and tools to make it easier for other bilateral donors to publish to IATI.

4. Completion level	Not started	Limited	Substantial	Completed
				x

5. Description of the results	1. Swedish experts participated in EU expert group meeting in April on reporting through the IATI-standard. 2. Co-hosted a session at European Development Days 2016 on benefits and challenges of IATI publishing for different types of organisations. 3. Swedish experts have ongoing contacts on both technical and policy level with mainly other EU members to increase use and production of IATI data. 4. The Openaid.se platform has been adjusted to be able to show global IATI data from a partner country perspective. 5. Active preparation for the GPEDC HLM2 in Nairobi, contributing to the Nairobi outcome document reaffirming strong commitments to transparency.
6. End date	2016
7. Next steps	Continued work through the IATI secretariat and bilateral meetings to increase IATI data use, quantity and quality. Further work on using the Openaid.se platform from a partner country perspective.
8. Additional information	

Conclusion and next steps

Since the publishing of the Mid Term Self-Assessment Report further improvements within the scope of the five commitments have been made. However, due to the relatively short reporting period, most of the work is continued in the third National Action Plan.

During the last year of the second National Action Plan, Sweden has managed to complete two of its five commitments, 'Increased access to Swedish aid information' and 'Increased aid transparency at global level'.

The programme 'Digital first!' was in December 2016 about half-way through its implementation-phase and is scheduled to end in 2018. Since 1 January 2017, the commitment 'A step further on the reuse of public administration documents' will gradually be integrated in 'Digital first!' as part of the overall implementation programme. There has been an increased political ambition in the field of open data and there are currently many activities forming.

In the Budget Bill for 2017, the Swedish Government announced a major reform of basic data, basically freeing a significant part of the basic registers from fees. This reform is under implementation and an investigation concerning a similar reform for municipalities is under way. A major investigation concerning governance of shared services will present their proposals to the Government in spring 2017, which in turn will spur a number of activities. One specific task of the investigation is to suggest a new agency dedicated to the digitalisation of the public sector.

The work of raising the digital maturity of government agencies continues. The Swedish National Financial Management Authority is currently building the relevant benchmarking frameworks to be able to follow the development.

The National Archives will start its work with promoting publication of government data as open data. They will take part in the yearly 'Hack for Sweden' contest and develop the national portal for open data. All in all, there is currently good momentum in the digital issues, but some of the major results cannot be accounted for until 2018.

The impact of Swedish efforts for aid transparency at a global level has also been positive. The IATI standard has continued to evolve and has been established as the de facto standard for aid transparency data during the time that Sweden has been a member of the IATI secretariat. Sweden will now continue to be part the ongoing movement to replace traditional reporting with publication of open data from our partners and strive to harmonise the requirements and guidelines with other donors to reduce the burden for international civil society organisations. If open data is to play its vital role, there must be tools and services that bridge the gap between the raw data and its potential users. It is crucial to raise awareness and data use in partner countries to be able to create the needed tools and services in collaborative processes.

Sweden is continuously working on the Openaid.se platform in order to further improve the visualization on Swedish aid information. New parameters, such as geographical positioning, will enhance the transparency and accuracy of the presented data.

In the coming years, the tools developed for sharing open data should be adapted to allow tracking of the Global Goals (UN Sustainable Development Goals). The Nairobi outcome document from GPEDC HLM2 reaffirms strong commitments to transparency, and Sweden will push for its global implementation.

In the third National Action Plan, that was officially launched autumn 2016, Sweden continues to focus on the commitment on improved opportunities for dialogue and

transparency in aid management. The aim is to create a long-term approach based on joint principles and commitments. *The Government's and Swedish civil society organisations' joint commitments to strengthen dialogue and collaboration in the area of development cooperation*, decided by the Government in 2015, provide the basis for the MFA's relationship with Swedish civil society organisations. The Government and Swedish civil society organisations are now implementing the joint commitments and follow up is taking place. The joint commitments will be incorporated in a more structured and systematic dialogue through regular meetings with the civil society and through monitoring and follow up by the appointed working group. As a joint undertaking, the Government and civil society will also disseminate information about the joint commitments and ensure their compliance. The Government foresees to evaluate, and if deemed necessary, revise the joint commitments in 2018.