



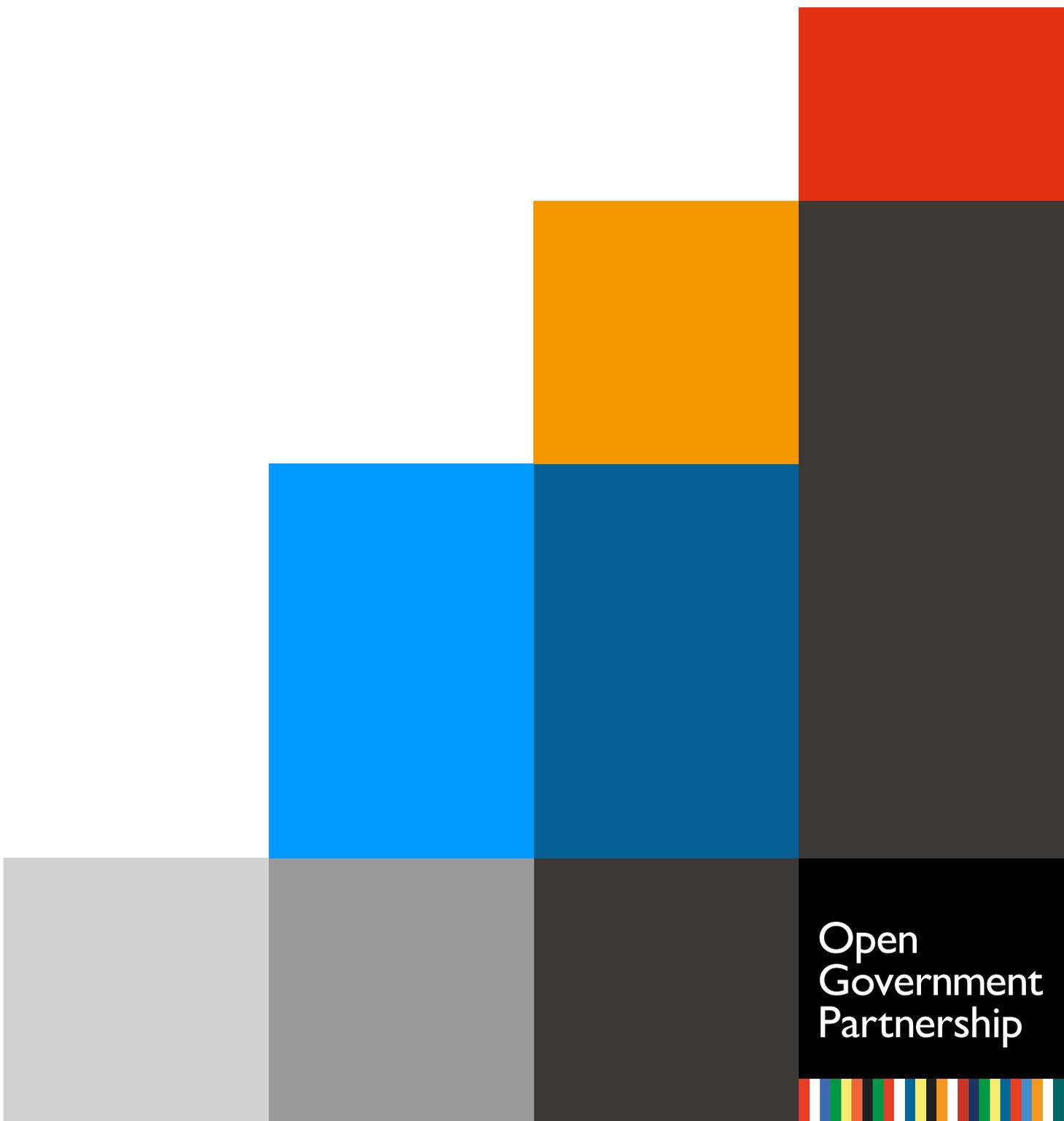
Norwegian Ministry
of Local Government and Modernisation

Action Plan

Fourth Norwegian Action Plan Open Government Partnership (OGP)

2019–2021





Open
Government
Partnership



*"Public administration in Norway
shall be efficient, open, coordinated and enjoy
a high level of trust among the population"*



Monica Mæland
Minister of Local Government and Modernisation



Photo: Torbjørn Tandberg



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Main pillars in the Norwegian Action Plan

Integrity and openness in public administration

1. Guidance for the fulfilment of the duty to journalling and archiving documents
2. Making energy statistics available
3. E-access and potential expansion of e-access in the municipal sector

Open data and reuse of public data

4. Implementing a strategy for open cultural data
5. Digital Spatial planning processes with adapted guidance and Area statistics Profiles

Public procurement, information on the beneficial owners and anticorruption

6. Streamline and improve public procurement by full digitalisation of the procurement process
7. Preventing corruption
8. Establish public register of the beneficial owners



Openness in Norwegian public administration

1. An open public administration which enjoys a high level of trust among the population

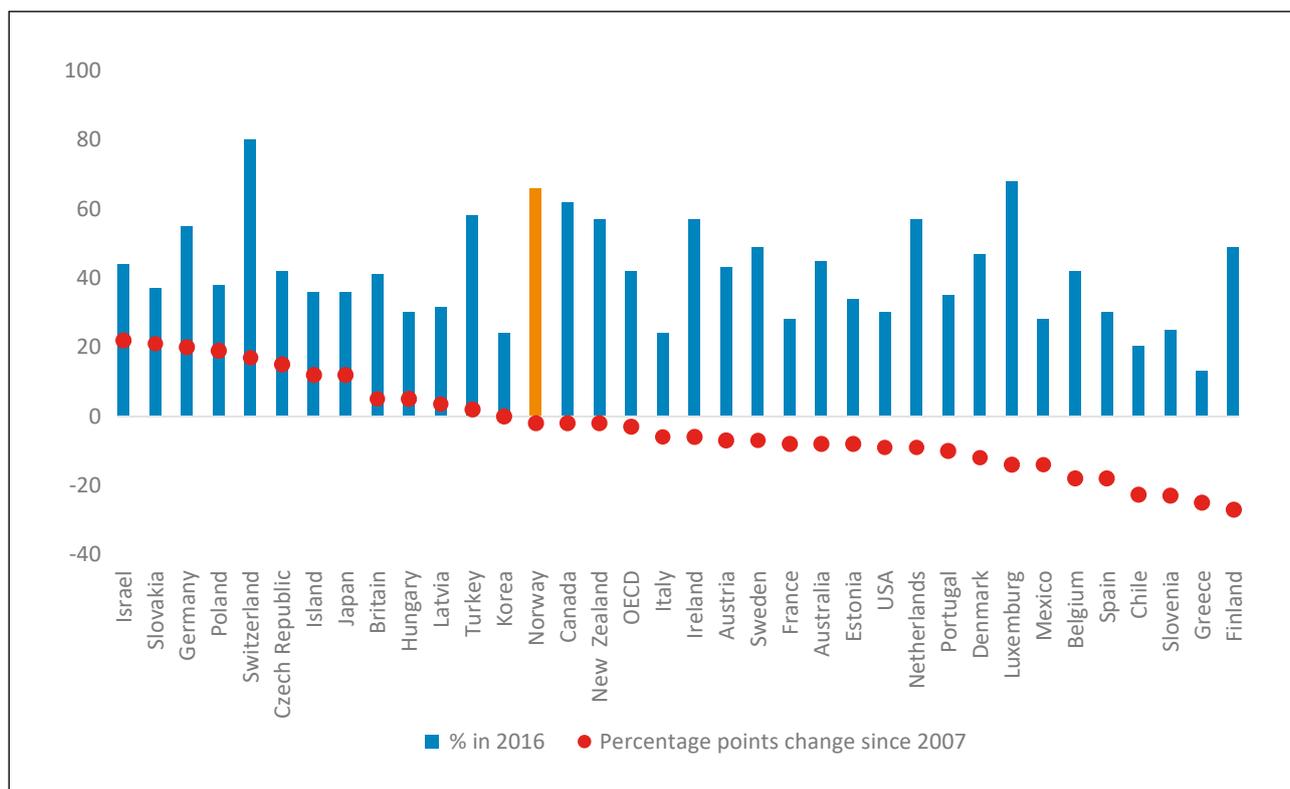
Norway is a centrally governed country, traditionally characterised by common values. At the same time, Norwegian society is founded on a culture of openness, with a long tradition of civil society participating in policy formulation. The principles of an open public administration are firmly rooted in the traditions of Norwegian public administration. The OGP principles therefore correspond well with the principles upon which the Norwegian public administration is built.

One of the goals of public administration in Norway is that it shall be efficient, open, co-ordinated and enjoy a high level of trust among the population.

The Government also states that it will:

"..... facilitate that civil society and the population can control that public resources are used efficiently, and that rule of law is maintained. This also requires that civil society has an opportunity to participate in policy formulation at an early stage and that public administration is open about who is involved in influencing public decision making processes." (Proposition no. 1 to the Storting) p. 106

Today, Norway ranks among the countries in the world where the population has the highest level of trust in public administration.



Source: OECD Government at Glance, 2017/World Gallup Poll



2.6 Public consultations

Public consultations are important so that the affected parties and the general public can be involved in the decision-making process before a decision is made. Citizens, organisations and businesses should be able to state their opinion and control what the public administration does and how it performs its duties.

Matters are circulated for consultation because:

- It is a democratic right for everyone to be able to participate in the formulation of public policy,
- The views of the affected stakeholders shall be made known to those who will be making decisions,
- Matters shall be illuminated as well as possible before any decisions are made (ref. Public Administration Act),
- Participation creates a better foundation and facilitates the implementation of initiatives.

2.7 E-access

To make it easier to gain access to public documents, thereby contributing to greater openness in public administration, the Agency for Public Management and eGovernment (Difi) has developed the new access solution e-access. E-access replaces the Public Electronic Mail Journal (OEP). The solution is used to publish the mail journals of public agencies on the Internet. The mail journals are then placed in a common database and made searchable for the users. 120 central government entities and the City of Oslo are now using e-access. As of 1 August 2018, e-access contains 27 million journal records from the public sector. In 2017, 294,752 access requests were made through e-access (the Public Electronic Mail Journal at the time). (Proposition no. 1 to the Storting).

E-access makes it possible to follow political decision-making processes across organisational boundaries. Everyone can search for documents and matters from the central government and the City of Oslo. In addition, you can search political meetings in the City of Oslo. Anyone can register as a user and save their searches and subscribe to new hits. E-access can also be used anonymously by providing only an e-mail address to which the documents are to be sent. E-access has been developed by the Agency for Public Management and eGovernment (Difi) and the City of Oslo.



3. Cooperation between public administration and civil society

Norway has a substantial voluntary sector where a large part of the population participates in some form of volunteer work.

The Government attaches importance to improving the conditions for non-profit organisations (NGOs) and social entrepreneurs, so that they can contribute to solving social challenges in society.

Like the other Nordic countries, Norway has a long tradition of civil society actively participating in decision-making processes. This makes it possible for the population to influence the public sector. This may occur through being a premise provider for reports, taking part in consultation rounds or engaging in social media to influence the political agenda.

Civil society also possesses expertise that the public administration will often depend on in order to make good decisions. Co-creation and user involvement are firmly incorporated into public administration in Norway. Cooperation between public administration and civil society often occurs in specific subject areas. Civil society organisations are often invited to participate in work on reports, such as public reports.

User orientation and user involvement are established as an individual right by law in certain instances. The responsible authorities may also be instructed to ensure that various forms of user orientation and user involvement initiatives are implemented.

In 2016, a joint task (common instructions) was assigned to all central government entities to survey how their users experience the organisation and to report on this in their annual reports. An evaluation of this guidance showed that there is extensive dialogue with the users. Many organisations report on development processes or the analysis of work processes in which the needs of the users are especially prominent.



All three of these plans have been assessed by the IRM¹. The IRM has generally described the first two plans in particular as not being ambitious enough and containing initiatives that were already in progress or would have been carried out in any case.

The Third Action Plan tried to deal with some of the criticism of the preceding plans. The number of commitments were reduced compared with the Second Action Plan, and the individual commitments were formulated so that they were easier to measure and more relevant. The OGP Council had outlined relevant topics for the action plan prior to the process.

IRM saw in the Norwegian AP-3 a profound change from earlier action plans. Norway got two so called Starred Commitments” being commitments with a clearly defined activity and which are relevant for openness in public administration. The two commitments were “Disclosure of financial data” and “Register for ultimate beneficial ownership”.

7. Cooperation with civil society

The IRM has sought involvement from civil society in the preparation and follow-up of the plans. The IRM report for the Third Action Plan explains the lack of civil society involvement by:

- The way the Ministry of Local Government and Modernisation has organised the work and invited civil society to participate. The cooperation has been viewed as irrelevant and non-inclusive.
- Many civil society organisations have difficulty prioritising this type of work.
- Civil society organisations are more concerned about keeping in touch with agencies outside of the OGP that are perceived as more relevant to them.

The Ministry of Local Government and Modernisation has therefore attached more importance to the inclusion of civil society in the preparations for the Fourth Action Plan. Civil society has been invited to participate by proposing commitments and by commenting on the proposals made by the public administration. The Ministry of Local Government and Modernisation has created a website where information on the work of the OGP has been published. The site has also been used to provide information about work with the Fourth Action Plan. The other ministries have also been encouraged to cooperate to a greater degree with the relevant civil society organisations.

¹ Independent Reporting Mechanism



dering are of key importance to this work. This work has been followed up by Norway's participation at the IACC (International Anti-corruption Conference) in Copenhagen in October 2018.

Norway is also engaged in international cooperation to combat corruption. Among other things, the Government prioritises work with the Knowledge Bank, in which a number of programmes relevant to combating corruption become a focus area for our development policy. "Oil for Development" aims to transfer Norwegian experiences in managing revenue streams from oil and gas operations and reducing the risk of corruption.

In addition, Norway will continue its support for the Anti-Corruption Centre in Bergen and for EITI, the Extractive Industries Transparency Initiative, which is headquartered in Oslo.

The Ministry of Local Government and Modernisation has prepared a special code of ethics for employees in the public administration, which, among other things, deals with questions about corruption. The Ministry also supports general work on ethics in the municipal sector.

The Government has instructed all central government agencies to combat work-related crime in public procurement through common government instructions addressed all central government entities in 2018. The Government has decided that these common instructions will continue in 2019.

10.3. Reuse of Data

On the basis of the "Digital Agenda" (Report no. 27 to the Storting), the Ministry of Education and Research, Ministry of Transport and Communications, Ministry of Culture, Ministry of Local Government and Modernisation and the Ministry of Finance have developed their own strategies for the reuse of data in their respective areas.

Norway is now considering whether there are new areas in which one should establish strategies/ action plans with regard to making publicly available and sharing data.

In addition, the Government will look at policy instruments and regulations regarding how access to open public data for use within and outside the public sector can be organised.



Work on the Fourth Action Plan – work method and process

11. Follow-up of the IRM report

The IRM has previously criticised the Norwegian action plan for not being ambitious enough, with too little “stretch” and having commitments that would have been implemented in any case. The IRM has also found that civil society has been too little involved in the development and follow-up of action plans.

The Fourth Action Plan has therefore been developed in closer cooperation with civil society than has been the case with previous action plans.

12. Cooperation with the ministries – the input

In 2017, the Ministry of Local Government and Modernisation requested that all ministries give input to the OGP Fourth Action Plan. The Ministry of Local Government and Modernisation subsequently followed up the ministries that had given input with special meetings. In addition, an initiative was taken on the part of the Ministry of Local Government and Modernisation in relation to the ministries that had not originally given any input for commitments. Special meetings were subsequently held with the ministries in question.

13. Cooperation with civil society organisations and ministries – co-creation

On 16 May 2018, the Ministry of Local Government and Modernisation sent out invitations to a large number of civil society organisations together with the ministries. The meeting was held on 19 June.

The meeting was held to discuss the proposed commitments prepared by the ministries and civil society. The discussion was divided into groups based on the three focus areas of openness in public administration, anti-corruption and reuse of data as the topics. The aim of the discussion was to develop good descriptions of the goals, improvement and concretisation of draft text, milestones, etc. without the goal in this meeting necessarily being to make final conclusions.

The co-creation meeting resulted in a draft of possible commitments that the ministries would work on further. The adapted drafts were sent to the Ministry of Local Government and Modernisation, which published them on the website (openregjeringa.no) for open consultation. No further proposals were received during this round.



14. Active use of the openness website

The Ministry of Local Government and Modernisation has used the website to develop the action plan. All the invitations, background information, draft plan, comments, etc., have been published on the pages. The technical solution has not supported use of the website for communication between public administration and civil society.

15. Comments on the process

Compared with the previous action plans, Norway has placed considerably more emphasis on co-creation between public administration and civil society in the preparation of the current plan.

Some civil society organisations have expressed dissatisfaction with the process and stated that they have not been able to present their proposals adequately during the process. Some ministries have endorsed the criticism of the work methods that have been used. The Ministry of Local Government and Modernisation will take this feedback into account in its continuing work.





One step in the work on the Fourth Action Plan was the meeting between the ministries and civil society on 19 June 2018. (Photo: Ministry of Local Government and Modernisation)



The individual commitments

Integrity and openness in public administration

1. Ministry of Culture

Guidance for the fulfilment of the duty to journalling and archiving documents

1 February 2018 to 1 June 2019

Responsible body	Ministry of Culture
<i>Description</i>	
What problem for the general public is the commitment aimed to solve?	The central government shall give everyone the opportunity to both control the administrative procedures in public agencies and to participate in democratic processes. Access to public agency documents requires that the agencies record and archive case documents and give the population access to the records. With the increasing production of digital case documents and the increasing communication of these via e-mail, there is a risk that digital case documents are not journaled or archived.
What is the commitment?	Produce guides and educational materials for government agencies on the duty to journalling and archiving documents.
How will the commitment contribute to solving the problem?	The risk that documents for which journalling and archiving are required are not recorded and archived will be reduced.
How is this commitment relevant to the OGP's fundamental values?	The commitment opens up the possibility of releasing more information, improving the quality of the information available and/or improving the availability of the information, so that it is more accessible to the general public.
Additional information	



<i>Milestones</i>	<i>Start date</i>	<i>End date</i>
Survey the current guides, and survey the needs and problem areas.	1 February 2018	30 June 2018
Prepare requirements for new guidance materials	30 June 2018	30 September 2018
Produce new guides and educational materials. Test these out.	1 October 2018	31 March 2019
Finalise the guidance materials.	1 April 2019	1 June 2019
Contact information		
Person responsible from the implementing body	Magnar Nordtug	
Entity	Ministry of Culture	
E-mail/Telephone	Magnar.Nordtug@kud.dep.no / +47 22 24 80 69	
Other public participants	The National Archives of Norway	
Collaborative civil society organisations, cross-sectoral working groups, etc.		



2. Ministry of Petroleum and Energy

Making energy statistics available		
<i>Ongoing</i>		
Responsible body	Ministry of Petroleum and Energy	
What problem for the general public is the commitment aimed to solve?	Norway is a major energy nation, and energy production is important to revenues and workplaces. Energy statistics are often technical, and they are not always user-friendly and readily available.	
What is the commitment?	Making energy statistics more available to the general public	
How will the commitment contribute to solving the problem?	A new website has been created, with an easy-to-understand and user-friendly overview of Norwegian energy production, for both renewable energy and petroleum.	
How is this commitment relevant to the OGP's fundamental values?	The value of open data and access to information.	
Additional information	An effort is being made to explain difficult processes using graphics and other pedagogical instruments. The material should also be adapted to young students.	
<i>Milestones</i>	<i>Start date</i>	<i>End date</i>
	In progress	No end date
Contact information		
Person responsible from the implementing body	Trude Nagell, Communications Unit, Ministry of Petroleum and Energy	
Entity	Ministry of Petroleum and Energy	
E-mail/Telephone	tcn@oed.dep.no / +47 22 24 62 73	
Other public participants		
Collaborative civil society organisations, cross-sectoral working groups, etc.		



3. Ministry of Local Government and Modernisation

E-access and potential expansion of e-access in the municipal sector

The commitment has been included in supplementary letter of award no. 5, 2018 for Difi. No time limit has been defined for the work. Reporting will follow the ordinary reporting routines for tasks assigned in a letter of award.

Responsible body	Agency for Public Management and eGovernment (Difi)
	<p>The Ministry of Local Government and Modernisation is requesting Difi to conduct a survey of the potential for expansion of the e-access solution in the municipal sector.</p> <p>Many municipalities already use online solutions for publication of their electronic journals.</p> <p>The survey should be able to provide an overview of which municipalities currently have alternative solutions for publication and access and those which do not have any such solutions at all. The survey should be able to comment on the prerequisites of the municipalities to implement the common solution and the administrative and economic consequences of such use, both for the owners of the solution and for the individual municipalities.</p>
<p>What problem for the general public is the commitment aimed to solve?</p>	<p>We have no overview of how the right of access is safeguarded in the municipal sector. There is no requirement either for the publication of public journals in the municipal sector. Difi and the City of Oslo have, through the new access solution, e-access, made provisions so that the municipalities who would like to facilitate access can adopt the solution if they wish.</p> <p>Many municipalities have their own online solutions for the publication of electronic journals. Some of them do not have any digital access solutions at all. We do not currently know the number of municipalities that fall into each category. We do not know what administrative processing and archiving system is being used. Knowledge of this would provide a better basis for clarifying the prerequisites for municipalities that do not have access solutions being able to adopt e-access.</p>



What is the commitment?	Survey the potential for expansion of the e-access solution in the municipal sector.
How will the commitment contribute to solving the problem?	The survey results will not contribute to solving the problem, but they will give the Ministry a better basis for determining how expansion of e-access in the municipal sector should be organised, with a view to increasing the number of municipalities that have access solutions.
How is this commitment relevant to the OGP's fundamental values?	The commitment can contribute to improving the availability of public documents.
Additional information	<p>Currently, the only binding regulations governing the publication of public journals on the Internet (i.e. e-access) are Section 6, first paragraph of the Freedom of Information Regulations, which are aimed at a number of central government entities.</p> <p>This is limited by Section 6, third paragraph of the Freedom of Information Regulations, which lists specific exemptions from such publication. There are no legal grounds/authority to instruct municipal entities to publish a public journal on the Internet.</p> <p>Surveying the need for e-access in the municipalities is necessary.</p> <p>Cost assessments must be made before the e-access solution is adopted by the municipalities. A business model must be prepared for how the costs will be shared for the implementation and use of e-access in the municipalities.</p>

<i>Milestones</i>	<i>Start date</i>	<i>End date</i>
Survey	2019	2019
Contact information		
Person responsible from the implementing body	Ministry of Local Government and Modernisation/ITPOL/Live Heltberg	
Entity	Difi	
E-mail/Telephone		
Other public participants		
Collaborative civil society organisations, cross-sectoral working groups, etc.	Organisations of the press	



Open data and reuse of public data

1. Ministry of Culture

Implementing a strategy for open cultural data	
1 March 2018 to 31 December 2019	
Responsible body	Ministry of Culture
<i>Description</i>	
What problem for the general public is the commitment aimed to solve?	Open cultural data will be able to contribute to better services, richer experiences and greater efficiency and value creation. The prerequisite here is that the data exists, is readily available to both humans and machines, and that it can easily be reused and compiled with other data in new contexts. The most important contribution of cultural institutions would be to contribute more data and better data, i.e. more consistent and standardised data, and to make the data openly available. In the cultural area, intellectual property rights limit making data with more recent cultural content publicly available, such as digital photos, digital books, etc. Privacy protection considerations also set limits for making data publicly available, and this is particularly relevant in the archival area.
What is the commitment?	The cultural sector should have a culture of transparency and openness, in which data is generally actively made publicly available. Priority data sets in the cultural sector shall be identified, documented and made available as open data. Standards and authority registers shall be identified and implemented.
How will the commitment contribute to solving the problem?	Prioritised cultural data will be made available for use – both for developing services, providing richer experiences and increasing efficiency and value creation.
How is this commitment relevant to the OGP's fundamental values?	The value of open data and access to information.
Additional information	



<i>Milestones</i>	<i>Start date</i>	<i>End date</i>
Relevant standards have been surveyed and identified	1 March 2018	31 December 2019
Recommendations for making cultural data publicly available have been formulated and published.	1 March 2018	31 December 2019
Relevant authority registers have been surveyed and identified.	1 March 2018	31 December 2019
Contact information		
Person responsible from the implementing body	Inger Lise Kurseth	
Entity	Ministry of Culture	
E-mail/Telephone	Inger-Lise.Kurseth@kud.dep.no / +47 22 24 78 31	
Other public participants	National Archival Services of Norway, National Library of Norway and Norwegian Council for Cultural Affairs	
Collaborative civil society organisations, cross-sectoral working groups, etc.		



2. Ministry of Local Government and Modernisation

Digital Spatial planning processes with adapted guidance and Area statistics Profiles

1 January 2018 – 31 December 2019

Responsible body	Ministry of Local Government and Modernisation
<i>Description</i>	
What problem for the general public is the commitment aimed to solve?	<p>Lack of adapted statistics and analyses on the area situation and land use and development. Inadequate models, standards and interfaces between different systems and communications to different user groups.</p> <p>Inadequately adapted guidance as a basis for participation, early conflict resolution and good dialogue in digital spatial planning processes.</p>
What is the commitment?	<p>Prepare standards, specifications, guidance and examples of digitalised and transparent spatial planning on processes. Support R&D projects, piloting and demonstrators. Prepare relevant and detailed statistics for municipal and regional spatial planning. Prepare better self-service solutions for public spatial geographic information, spatial planning data, building and property information.</p>
How will the commitment contribute to solving the problem?	<p>A better knowledge base and clearer land-use plans, better basis for participation, better and more targeted guidance, early conflict resolution, more predictable processes for land use and development.</p>
How is this commitment relevant to the OGP's fundamental values?	<p>Better basis for participation and transparent processes. Better basis for increased value creation.</p>
Additional information	<p>Earmarked funds will be allocated to this during a priority period and contribute to Sustainable Development Goal 11, which will also have relevance to Sustainable Development Goals 6, 8, 9, 14 and 15.</p>



<i>Milestones</i>	<i>Start date</i>	<i>End date</i>
Digital spatial planning registers, increased income-to-cost ratio in the municipalities	1 June 2015	31 December 2019
Template and model for digital spatial planning regulations	1 February 2017	31 December 2019
Area statistics Profiles – adapted statistics for municipal spatial planning	1 March 2018	31 December 2022
Area statistics Profiles – adapted statistics for municipal spatial planning	1 August 2018	31 December 2022
Contact information		
Person responsible from the implementing body	Kari Strande	
Entity	Planning Department, Ministry of Local Government and Modernisation	
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Other public participants	Norwegian Association of Local and Regional Authorities (KS), local municipalities, Directorate of Building Quality, Norwegian Mapping Authority, Statistics Norway	
Collaborative civil society organisations, cross-sectoral working groups, etc.	Construction industry, consulting companies, system suppliers, etc.	

Public procurement, information on the beneficial owners and anti-corruption

1. Ministry of Trade, Industry and Fisheries

Streamline and improve public procurement by full digitalisation of the procurement process		
<i>2018–2024</i>		
Responsible body	Ministry of Trade, Industry and Fisheries	
	<i>Description</i>	
What problem for the general public is the commitment aimed to solve?	Public procurement processes are only partially digitalised – the potential gains have not been realised	
What is the commitment?	Create more efficient procurement and simpler processes, eliminate time thieves, provide better coverage of needs and better regulatory compliance.	
How will the commitment contribute to solving the problem?	Streamline and improve public procurement by fully digitalising the procurement process.	
How is this commitment relevant to the OGP's fundamental values?	The commitment opens up the possibility of releasing more information, improving the quality of the information available and/or improving the availability of the information, so that it is more accessible to the general public. Through increased transparency, full digitalisation of the procurement process can contribute to mitigating the risk of corruption in public procurement.	
Additional information	Full digitalisation of the procurement process will be described in more detail in the forthcoming white paper on public procurement.	
<i>Milestones</i>	<i>Start date</i>	<i>End date</i>
	2018	2024



Contact information	
Person responsible from the implementing body	André Hoddevik
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Other public participants	Brønnøysund Register Centre
Collaborative civil society organisations, cross-sectoral working groups, etc.	



2. Ministry of Justice

Preventing corruption	
<i>January 2019 to June 2020</i>	
Responsible body	Ministry of Justice
<i>Description</i>	
What problem for the general public is the commitment aimed to solve?	Need for better dialogue between the authorities and the population to prevent corruption
What is the commitment?	<p>1) Systematisation and support of more, and better, dialogue between the authorities and the general public to prevent corruption, by improving the coordination of information to the population on the authorities' initiatives to combat corruption, among other things</p> <p>2) Better access to information for the general public with regard to the requirements that apply to good work to combat corruption and the consequences of inadequate implementation or breach of the regulations. Strive to make risk and threat assessments in the area of anti-corruption better known to the general public.</p>
How will the commitment contribute to solving the problem?	An overall clarification of the authorities' attitudes towards corruption, various measures for the prevention and detection of corruption and the consequences of violations, are expected to have a preventive effect in relation to both the general public and the public authorities.
How is this commitment relevant to the OGP's fundamental values?	Open dialogue between the authorities and the population regarding work to combat corruption. This can also prevent corruption.
Additional information	<i>For example, costs, other government initiatives, strategies, sustainable development goals, etc.</i>



<i>Milestones</i>	<i>Start date</i>	<i>End date</i>
Start-up	2019	
Comment by the Ministry of Justice: It is difficult to set milestones for this work, because the start-up date has been set to January 2019. The first item on the agenda will likely be to establish an outline for further work, which will include milestones."		
Contact information		
Person responsible from the implementing body	Mona Ransedokken	
Entity	Ministry of Justice and Public Security	
E-mail/Telephone	mona.ransedokken@jd.dep.no / +47 22 24 51 77	
Other public participants	The commitment entails the necessary dialogue with other public actors who work to prevent and combat corruption.	
Collaborative civil society organisations, cross-sectoral working groups, etc.		



3. Ministry of Finance

Establish public register of the beneficial owners	
Responsible body	Ministry of Finance
<i>Description</i>	
What problem for the general public is the commitment aimed to solve?	Lack of knowledge and the scarcity of available information on the beneficial owners and ownership structures of companies and enterprises in Norway increases, among other things, the risk of misuse for the purpose of corruption and economic crime, including evasion and money laundering.
What is the commitment?	Establish a publicly available register of beneficial owners.
How will the commitment contribute to solving the problem?	Increased transparency regarding the ownership and control of companies and enterprises in Norway will counteract the risk of misuse of the companies etc. for the purpose of corruption and economic crime by weakening the companies' opportunity to conceal ownership and transactions.
How is this commitment relevant to the OGP's fundamental values?	Release of more information Improves the quality of the available information Improves the availability of information, which makes it easier for the general public to get a hold of it
Additional information	The initiative is relevant to the UN Sustainable Development Goal 16, Section 4.
<i>Milestones</i>	<i>Start date</i> <i>End date</i>
Contact information	
Person responsible from the implementing body	Tobias Brynildsen
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Other public participants	Ministry of Trade, Industry and Fisheries – Christian Gløersen: cgl@nfd.dep.no / +47 22 24 65 56
Collaborative civil society organisations, cross-sectoral working groups, etc.	

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