



Norwegian Ministry
of Local Government and Modernisation

Action Plan

Norway's National Action Plan 4B

2021–2022, Open Government Partnership (OGP)





Open
Government
Partnership



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been prepared by the Government Agency for Financial Management (DFØ). In addition, the Ministry of Local Government and Modernisation's commitment on e-access and potential expansion of e-access in the municipal sector has also been reformulated. This commitment has been prepared by the Norwegian Digitalisation Agency (DigDir).

Several of the commitments have been updated since the Fourth Action Plan, such as the Ministry of Finance's commitment on a register of beneficial ownership and the Ministry of Local Government and Modernisation's commitment regarding work on digital spatial planning processes.

Since one commitment has been fulfilled and two new ones have been added in Action Plan 4B, the numbering of the commitments has also changed in Action Plan 4B.

4. Commitments in Action Plan 4B

National Action Plan 4B contains a total of nine commitments, one more than the Fourth Action Plan. The commitments are:

A. Integrity and openness in public administration

1. Easier access to energy statistics
2. E-access and potential expansion of e-access in the municipal sector
3. Youth panel on rural development

B. 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
6. Openness on artificial intelligence and algorithms

C. Openness on public procurement, beneficial ownership and anti-corruption

7. Streamlining and improving public procurement by fully digitalising the procurement process
8. Preventing corruption
9. Establishment of a public register of beneficial ownership



5. Follow-up of National Action Plan 4B

National Action Plan 4 B enters into force from 1 September 2021 and will run until 31 August 2022. The Ministry of Local Government and Modernisation aims to follow up the progress of the plan through reporting from the public administration and by holding regular meetings in the stakeholder forum where civil society organisations, the ministries, the OGP Council and Norway's IRM representative are invited to participate. The notice of meeting, agenda and case documents will be published on the website <https://open.regjeringa.no/> and can be sent by e-mail on request.

6. The IRM report and how it has been followed up

The IRM (Independent Reporting Mechanism) is the OGP's accountability body and tracks the individual countries' progress in their work on national action plans; not least the opportunity civil society has to influence this work.

The IRM has some critical comments on Norway's compliance with the OGP principles in its development and implementation of the Fourth National Action Plan. Among other things, the IRM highlights shortcomings in the feedback to civil society organisations. The IRM's criticism of Norway focuses on three main areas:

- *Lack of regularity*, in that only one start-up meeting was held to discuss the commitments in the Fourth Action Plan.
- *No follow-up stakeholder meetings were held during the remainder of the work on the plan.*
- *Lack of explanation and feedback:* The government "pushed the plan through" without the stakeholders receiving any explanation for why some of the proposed commitments were adopted, while others were not, and why some were subsequently modified by the ministries.

Among other things, the IRM advised Norway to:

- provide stakeholders with feedback throughout the whole process from the first consultation until the final plan is completed, ideally with detailed explanations of the reasoning behind the decisions.
- consider modifying the OGP Council so that it can fulfil the role of the stakeholder forum, in which case it would have to include the ministries that have commitments in the plan.

The Ministry of Local Government and Modernisation (KMD) has taken note of the IRM's suggestions and will take them into account in the further work on Action Plan 4B.

A. Integrity and openness in public administration

Commitment 1: Ministry of Petroleum and Energy

Easier access to energy statistics		
This commitment started on 1 July 2021 and ends on 31 July 2022		
Responsible body	Ministry of Petroleum and Energy	
What problem for the general public does the commitment address?	Norway is a major energy nation, and energy production is important to revenues and workplaces. Energy statistics are often technical, and not always user-friendly and readily available.	
What is the commitment?	Making energy statistics more readily 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.	
Milestones	Start date	End date
Continuous process without any milestones		
Contact information:		
Person responsible from the implementing body		
Entity	Ministry of Petroleum and Energy	
E-mail / telephone		
Other public participants		
Collaborating civil society organisations, cross-sectoral working groups, etc.	.	
	<i>This is an ongoing process where it is not natural to set milestones</i>	



Commitment 2: Ministry of Local Government and Modernisation

Improve the e-access system “elnnsyn” to make the public administration more open and accessible to the public

This commitment started on 1 July 2021 and ends on 31 July 2022

Responsible body	Norwegian Digitalisation Agency (DigDir)
<p>What problem for the general public does the commitment address?</p>	<p>The freedom of information principle, i.e. the public’s right to access to the government’s case documents, sometimes referred to as the public’s right to know, is one of the pillars of democracy and is enshrined in Norwegian law and practice. The public administration shall ensure that everyone has the right to scrutinise the public decision-making and participate in democratic processes.</p> <p>The elnnsyn platform has been developed to help ensure compliance with the principle of the public’s right to know, i.e. access to public records. Historically, only state entities have published documents in the elnnsyn platform. However, the freedom of information regulations apply to all levels of government: state, municipal and county. It will be in the public interest that documentation of all public case processing, across all levels of government (state, municipal and county), is gathered in a single, common, searchable portal.</p> <p>The way public records are currently made available is extremely fragmented. The various municipal and county authorities each publish information in their own individual portals, which have very varying functionalities and search options. Many authorities remove their public records journals after a relatively short period of time. Consequently, it has been very unclear to the public where to look and how to find documentation of the public administration’s work.</p>
<p>What is the commitment?</p>	<ol style="list-style-type: none"> 1. Expand the use of the elnnsyn e-access platform to the municipal and county authorities. 2. Document the work of political bodies at the municipal and county levels. 3. Ensure transparency about the work of the elnnsyn management committee. 4. Increase the proportion of full-text documents published.



<p>How will the commitment contribute to solving the problem?</p>	<p>The elnnsyn public records publication solution makes it easier and quicker to access the public administration's processing of cases and documents. The elnnsyn platform contains journals of public records and communications of public officials from state, municipal and county bodies and information about meetings and committees in county and municipal bodies in a single, common search portal for all administrative levels.</p> <p>By collecting all publication of public administration documentation and meeting documents from municipal and county political bodies, and increasing the proportion of documents that are published in full text, it will be easier for citizens to access public information. They will then experience the public administration as more open and accessible in line with the principle of transparency and openness.</p>	
<p>How is this commitment relevant to the OGP's fundamental values?</p>	<p>The purpose of this commitment is to make more information publicly available, to improve the quality of the available information, and to improve ease of access to the information, so that it is more accessible to citizens and businesses.</p>	
<p>Additional information</p>	<p>The e-access system "elnnsyn" is an efficient tool for ensuring effective compliance with the purpose of the Freedom of Information Act. The elnnsyn platform is funded through budget allocations from the Ministry of Local Government and Modernisation (KMD).</p> <p>The Ministry of Local Government and Modernisation has informed the Norwegian Digitalisation Agency (Dig-Dir) about the wish that municipal and county authorities also adopt the elnnsyn platform, for publication of both public records journals and meeting documents, and that the Ministry also wants more documents to be published in full text. Full-text publication simplifies the process for the public and the government, as access no longer needs to be requested.</p>	
<p>Milestones (with specific targets and dates)</p>	<p>Start date</p>	<p>End date</p>
<p>Milestone 1) All relevant state organisations have adopted the elnnsyn platform</p>	<p>1 July 2021</p>	<p>31 July 2022</p>



Milestone 2) Date for when 5% of municipal authorities and 50% of county authorities are included in elnnsyn and the corresponding date for 10% of municipal authorities and 75% of county authorities	1 July 2021	5% mun. auth.: 31 July 2022 50% county auth.: 31 July 2022 10% mun. auth.: 31 July 2023 75% county auth.: 31 July 2023
Milestone 3) Percentage of municipal and county authorities that publish documents for political meetings, municipal council meetings and county council meetings, and the date by which this is to have occurred		Same as for milestone 2.
Milestone 4) Meetings of the elnnsyn management committee. Commitment concerning documentation that recommendations from the user forum have been considered and/or followed up. Date for when this is standard practice.	1 July 2021	1 July 2022
Milestone 5) Publication of full-text documents. Date for when 50% of the state organisations in the elnnsyn platform and the municipal and county authorities that use elnnsyn have published full-text documents.		50% of municipal & county authorities: 31 July 2022 50% of state organisations: 1 January 2024
Contact information:		
Person responsible from the implementing body	Stein Magnar Os, Director General, Norwegian Digitalisation Agency (DigDir)	
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Other public participants		
Collaborating civil society organisations, cross-sectoral working groups, etc.	The elnnsyn management committee (see attachment).	



Commitment 3: Ministry of Local Government and Modernisation

Youth panel on rural development

Youth panel on rural development		
Responsible body	Ministry of Local Government and Modernisation (and the Centre of Competence on Rural Development – Distriktssenteret)	
What problem does the commitment address?	Young people often have little opportunity to voice their opinions and influence their own situation and tomorrow's rural regional development policy	
What is the commitment?	<p>Through co-creation processes, gatherings, research and questionnaire surveys, the panel will deliver ten recommendations to the government on rural regional development policy in the future in spring 2021. The aim is to ensure broad participation throughout the entire process, including the use of statutory youth councils; cf. section 5-12 of the Local Government Act.</p> <p>The participants will gather knowledge about young people's needs in their region.</p>	
How will the commitment contribute to solving the problem?	Potential to have a huge impact for young people in rural areas.	
How is this commitment relevant to the OGP's fundamental values?	Strengthening democracy by ensuring the local populations the opportunity to influence the development of government policy.	
Milestones	Start date	End date
Milestone 1: Council created – completed	18 October 2019	17 January 2020
Milestone 2: First gathering hosted by the Prime Minister in Oslo – completed		17 January 2020
Milestone 3: Second gathering 24–26 April 2020 on the knowledge base – completed	17 January 2020	26 April 2020
Milestone 4: Third gathering 16–18 October 2020 on insight and hypotheses – completed	26 April 2020	18 October 2020



Milestone 5: Fourth gathering 12–14 March 2021 on testing and validation – completed	18 October 2020	14 March 2021
Milestone 6: Deliver ten recommendations and a final report to the government in spring 2021 – completed		26 April 2021
Milestone 7: The Ministry of Local Government and Modernisation (KMD) has sent the recommendations to all the ministries and the subordinate agencies in KMD, all the municipal and county authorities, and the Norwegian Association of Local and Regional Authorities (KS) to assess further follow-up.	July 2021 (?)	
Milestone 8: The Ministry of Local Government and Modernisation follows up the responses from the ministries, municipal authorities and county authorities		
Contact information		
Person responsible from the implementing body	Bente Boye Lund (and Anne Irene Myhr)	
Entity	Ministry of Local Government and Modernisation (and the Centre of Competence on Rural Development – Distriktssenteret)	
E-mail / telephone	<i>Bente-Boye.Lund@kmd.dep.no</i> + 47 22 24 70 40 / 99 74 22 05	
Other public participants		
Collaborating civil society organisations, cross-sectoral working groups, etc.		



B. Open data and reuse of public data

Commitment 4: Ministry of Culture

Implementing a strategy for open cultural data	
Responsible body	Ministry of Culture
What problem does the commitment address?	Open cultural data will be able to contribute to better services, richer experiences, greater efficiency and increased value creation. In this context, it is a prerequisite 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 the opportunity to make data containing more recent cultural content, such as digital photos, digital books, etc., publicly available. Data protection considerations also set limits for the opportunity to make data publicly available, especially 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 – to enable development of services, richer experiences and increased value creation and efficiency.
How is this commitment relevant to the OGP's fundamental values?	The value of open data and access to information.



Milestones	Start date	End date
Milestone 1): Relevant standards have been surveyed and identified	1 March 2018	31 December 2019
Milestone 2): Recommendations for making cultural data publicly available have been formulated and published.	1 March 2018	31 December 2019
Milestone 3): 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	e-mail: Inger-Lise.Kurseth@kud.dep.no telephone: +47 22 24 78 31	
Other public participants	The National Archival Services of Norway, the National Library of Norway and the Norwegian Council for Cultural Affairs	
Collaborating civil society organisations, cross-sectoral working groups, etc.		



Commitment 5: Ministry of Local Government and Modernisation

Digital spatial planning processes with adapted guidance and area statistics profiles

Responsible body	Ministry of Local Government and Modernisation
What problem does the commitment address?	<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 for 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?	Prepare standards, specifications, guidance and examples of digitalised and transparent spatial planning 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 map data, spatial planning data, building and property information
How will the commitment contribute to solving the problem?	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.
How is this commitment relevant to the OGP's fundamental values?	Better basis for participation and transparent processes. Better basis for increased value creation.
Additional information	Earmarked funds will be allocated during a priority period, contributing to compliance with Sustainable Development Goal 11, but also relevant to Sustainable Development Goals 6, 8, 9, 14 and 15



Milestones	Start date	End date
Milestone 1: Digital spatial planning registers, increased coverage in the municipalities	1 June 2015	31 December 2019
Milestone 2: Template and model for digital decisions in spatial planning applications	1 February 2017	31 December 2019
Milestone 3: Area statistics profiles – adapted statistics for municipal spatial planning	1 March 2018	31 December 2022
Milestone 4: Digitally adapted guidance for land-use planning	1 August 2018	31 December 2022
Contact information		
Person responsible from the implementing body	Kari Strande	
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Other public participants	The Norwegian Association of Local and Regional Authorities (KS), pilot municipalities, the Directorate of Building Quality, the Norwegian Mapping Authority, Statistics Norway (SSB)	
Collaborating civil society organisations, cross-sectoral working groups, etc.	The construction industry, consulting companies, system suppliers, etc.	



Commitment 6: Ministry of Local Government and Modernisation

Openness on artificial intelligence and algorithms

This commitment started on 1 January 2018 and ends on 31 December 2024

Responsible body	Ministry of Local Government and Modernisation
What problem for the general public does the commitment address?	In the future, the public sector will use artificial intelligence to deliver more targeted and user-adapted services, enhance the social benefit of its own activities, rationalise operations and work processes, and reduce risk.
What is the commitment?	<ul style="list-style-type: none">a. Develop guidance on responsible use of artificial intelligence in the public administration.b. Establish a regulatory sandbox for data protection under the Data Protection Authority to improve the entities' understanding of the regulatory requirements for data protection and reduce the time from development and testing to roll-out of AI solutions in the market.c. Stipulate that new solutions in the public administration that use artificial intelligence must be transparent and verifiable.d. Amend the Public Administration Act and other relevant regulations to also cover use of automated case processing and artificial intelligence. <p>Develop an analytical platform that can provide better opportunities for analysis of data from Norwegian health registers, whilst still ensuring protection of personal data.</p>



<p>How will the commitment contribute to solving the problem?</p>	<p>The use of artificial intelligence in public administration may seem demanding, especially if the organisation does not have adequate in-house expertise. Agencies may be reticent to start using AI systems due to inadequate knowledge among caseworkers about the regulatory frameworks and how to handle personal data, coordination with the Public Administration Act, and assessing when it is acceptable to use artificial intelligence. This can undermine the public sector's ability to improve its services or rationalise its case processing.</p> <p>Guidance on responsible use of artificial intelligence will make public agencies aware of ethical dilemmas; for example, linked to when it is right and reasonable to use artificial intelligence for verification purposes.</p> <p>The process can be made transparent and verifiable through the development of regulations; for example, by amending the Public Administration Act, which regulates case processing in the public sector, including automated case processing, ensuring compliance with important public administration principles such as data protection and rule of law</p> <p>A regulatory sandbox on artificial intelligence and data protection will provide both public and private organisations with an understanding of the regulatory requirements that apply in respect of data protection, and provide the authorities with greater understanding of new technological solutions and the risks associated with them. Society will benefit from the responsible development of new and innovative solutions.</p>
<p>How is this commitment relevant to the OGP's fundamental values?</p>	<p>Guidance on and regulation of the use of artificial intelligence in the public sector shall ensure transparency in public solutions and decision-making processes that use artificial intelligence.</p> <p>The work on guidance and development of regulations builds on practice and guidelines that ensure the involvement of relevant stakeholders and the general public throughout the entire process. The work on legislation follows the standard rules on public consultation.</p>



Milestones	Start date	End date
Milestone 1) Develop guides	Not set	
Milestone 2) Regulatory sandbox	1 December 2020	. >
Milestone 3) Development of regulations, including the Public Administration Act	March 2019 – Official Norwegian Report (NOU) delivered	. >
Milestone 4) Health analysis platform	August 2020 (start-up of development project)	. >
Contact information		
Person responsible from the implementing body		
Entity	Milestones 1 and 2 – The Ministry of Local Government and Modernisation / the Norwegian Digitalisation Agency (DigDir). Milestone 3 – Various ministries, including the Ministry of Justice and Public Security (JD), the Ministry of Health and Care Services (HOD), the Ministry of Labour and Social Affairs (ASD). Milestone 4 – The Ministry of Health and Care Services (HOD) / the Norwegian Directorate of eHealth.	
E-mail / telephone		
Other public participants		
Collaborating civil society organisations, cross-sectoral working groups, etc.		



C. Openness on public procurement, beneficial ownership and anti-corruption

Commitment 7: Ministry of Trade, Industry and Fisheries

Streamlining and improving public procurement by fully digitalising the procurement process	
This commitment started on 1 January 2018 and ends on 31 December 2024	
Responsible body	Ministry of Trade, Industry and Fisheries
What problem does the commitment address?	Public procurement processes are currently only partially digitalised – the potential gains have not been fully realised
What is the commitment?	Enable 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 and enabling public access to data.
How is this commitment relevant to the OGP's fundamental values?	Promotes openness in connection with public procurement.



Milestones	Start date	End date
Milestone 1) Testing of how the use of data lakes, machine learning and new technologies can enable the development of new knowledge about public procurements at the individual organisation level and at the national level and through open data at the public level.	1 August 2018	31 December 2020
Milestone 2) Use of the eBevis (eDocumentation) service in connection with procurements – improving access to public registers necessary to qualify suppliers for public assignments	1 November 2019	31 December 2021
Milestone 3) Updated version of Doffin with new functionality enabling better access to the tendering data is established, including a register of public contracts	1 November 2019	31 December 2023
Contact information		
Person responsible from the implementing body	André Hoddevik	
Entity	The Norwegian Agency for Public and Financial Management (DFØ)	
E-mail / telephone	andre.hoddevik@dfo.no 913 97 587	
Other public participants	The Brønnøysund Register Centre, other public register owners	
Collaborating civil society organisations, cross-sectoral working groups, etc.	Industrial organisations, suppliers, system suppliers, the Norwegian Association of Local and Regional Authorities (KS) / KS's procurement forum (KSI)	



Commitment 8: Ministry of Justice and Public Security

Preventing corruption	
January 2019 – -----	
Responsible body	Ministry of Justice and Public Security
What problem does the commitment address?	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 public 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 regarding 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 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.



Milestones	Start date	End date
Start-up	2019	
<p>Milestone 1) In spring 2019, the Ministry of Justice and Public Security (JD) established a Cooperation Forum on Anti-Corruption with participants from other ministries and the underlying agencies that are involved, in varying ways, and in a broad sense, in work to prevent and combat corruption. In addition to the Ministry of Justice and Public Security (JD), the Ministry of Local Government and Modernisation (KMD), the Ministry of Trade, Industry and Fisheries (NFD), the Ministry of Finance (FIN), the Ministry of Foreign Affairs (UD), the Ministry of Climate and Environment (KLD), the National Police Directorate, and the National Authority for Investigation and Prosecution of Economic and Environmental Crime (ØKOKRIM) took part in this forum. The aim is to create a meeting point for the involved parties in order to ensure a better overall overview of various activities and measures that contribute to the prevention and combating of corruption, among other things. In the meetings that have been held so far, information has been gathered on how the various parties contribute to the anti-corruption work. The next step will be to create a platform for sharing this information, and other relevant information, with the public. This work will continue in spring 2020.</p>	Spring 2020	
<p>Milestone 2) The work to establish a website has been delayed due to the prioritisation of other matters during the COVID-19 pandemic. The Ministry of Justice and Public Security (JD) will continue its work on establishing the Anti-Corruption Cooperation Forum as a body for gathering and sharing relevant information. The Ministry of Justice and Public Security is also working on clarifying the establishment of a website for information on the government's overall anti-corruption measures.</p>	Spring 2021.	
<p>Milestone 3) Collect information and launch the website</p>	Autumn 2021	



Contact information	
Person responsible from the implementing body	Mona Ransedokken
Entity	Ministry of Justice and Public Security
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Other public participants	This commitment entails necessary dialogue with other government bodies involved in work to prevent and combat corruption.
Collaborating civil society organisations, cross-sectoral working groups, etc.	



Commitment 9: Ministry of Finance

Establishment of a public register of beneficial ownership	
Responsible body	Ministry of Finance
What problem does the commitment address?	Lack of knowledge and the scarcity of available information about 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 tax evasion and money laundering.
What is the commitment?	Establish a publicly available register of beneficial ownership.
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?	<p>Release of more information</p> <p>Improves the quality of the available information</p> <p>Improves the availability of information, which makes it easier for the general public to access it</p>
Additional information	The initiative is relevant to the UN Sustainable Development Goal 16, Section 4.



Milestones	Start date	End date
Milestone 1) Public consultation – Draft regulation circulated for consultation from June to October 2020	June 2020	October 2020
Milestone 2) Adopt the Regulation	October 2020	June 2021
Milestone 3) Entry into force of the Regulation	June 2021	November 2021 for parts of the Regulation – other parts will enter into force at a later date
Milestone 4) Completion of the technical solution – The Brønnøysund Register Centre is working on a technical solution		
Milestone 5) Populate the register with information – Once the rules are in force and the technical solution is ready, the register must be filled with information from entities subject to the registration obligation		
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: <i>cgl@nfd.dep.no</i> , tel. 22 24 65 56	
Collaborating civil society organisations, cross-sectoral working groups, etc.		



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