



18/05/2016

Norway's third action plan Open Government Partnership (OGP)

January 2016 – December 2017

Follow-up on the work with OGP commitments:

1. Introduction

Norway is a centrally controlled country, traditionally characterized 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 Norwegian public administration tradition. The OGP principles therefore correspond well with the principles upon which the Norwegian public administration was built.

Norway considers itself to be one of the world's most open countries. In many cases, Norway has been a leader in introducing new standards of transparency for how the government is accountable and responsive to its citizens. Examples of transparency include the "Pension Fund" and "Country-by-country reporting" and transparency in the use of natural resources.

Like other OGP countries, Norway has experienced the challenges of complying with the OGP principles for transparency and civil society participation. Norwegian media and civil society have emphasized several of these challenges in recent years, especially in terms of access to public information and the need for transparency towards the public.

This document is based on input from the OGP Council, and was edited after the meeting between the OGP Council, civil society and individual ministries on Tuesday, 30 June 2015.

2. The preparation of Action Plan 3

Action Plan 3 was prepared in 2015 and 2016. The plan has been based on input from the OGP Council to the Ministry of Local Government and Modernisation (KMD). This has later been amended in cooperation between KMD and the other ministries. The work on drafting the plan has been monitored by the OGP Council.

3. The OGP Council

The Ministry of Local Government and Modernisation established the OGP Council in the spring of 2015. The Council consists of three people, whose main task it is *"to assist the Government in its work with transparency in the public administration directed at OGP and be the link between the public administration and civil society."*¹

4. The priorities in Action Plan 3

The Action Plan has prioritized three of OGP's focus areas:

- A. Increasing Public Integrity
- B. More effectively Managing Public Resources
- C. Increasing Corporate Accountability

¹ From the mandate

The plan concentrates on these three priority areas. The OGP Council has proposed prioritizing three of the commitments highly, both because it has been documented that there are a number of challenges in these areas, but also because Norway could show the way in these areas. The Norwegian Government agrees with these assessments, and wishes to particularly prioritize:

- Openness and transparency
- Country-by-country reporting
- Transparency regarding ownership in Norwegian companies (beneficial ownership)

5. Requirements for the commitments

Norway has emphasized that the commitments in the action plan must:

- be relevant to the public debate on transparency
- contain specific deadline(s)
- be specific and change-oriented
- focus on areas where there is potential for improvement
- extend itself by going further than where we are today
- be measurable until 2018 i.e. it shall be possible to see the difference between the "before-and-now" situation.

6. Formulating the commitments

The formulations are prepared in cooperation between the various ministries, the Ministry of Local Government and Modernisation and the OGP Council.

7. Proposed commitments in the different areas

A. Increasing Public Integrity

1. User orientation

Background

Better knowledge of the user's situation and experience of public services can make the services more accurate, relevant and effective. The government therefore wants, as part of the [priority area "A simpler daily life for most people"](#), that the public administration shall work more user-oriented.

Commitment template	
A, B or C All state agencies shall map the users' experiences	
Lead implementing agency	Ministry of Local Government and Modernisation
Name of responsible person from implementing agency	Ola Grønning

Title, Department		Department of ICT and Renewal	
Email			
Phone		+47 22 24 48 47	
Other actors involved		1) The Ministries 2) All government enterprises	
Status quo or problem/issue to be addressed		The public administration shall be more user-oriented than today	
Main Objective		A simpler daily life for most people.	
Brief Description of Commitment (140 character limit)		Instructions (called "common routing") from the government to all ministries: In all award letters to government enterprises, the ministries shall include an instruction that the enterprise shall, among other things, survey the users' perception of the enterprise (refer also to "Ambition").	
Relevance		OGP Grand Challenge: Improving Public Services	
Ambition		<p>All state agencies shall:</p> <ol style="list-style-type: none"> a) Survey how the users perceive the enterprise b) Assess the results of the survey c) Optionally initiate actions to follow up on a) and b) d) Report on the outcome of a) - c) in the Annual Report for 2016 <p>The "Users" can be citizens, the voluntary sector, labour and business interests, local government, other government agencies or other sections of the enterprise, including politicians. Whoever is considered the "user" can therefore vary. Further details are provided in Circular no. H-14 / 2015.</p>	
Milestones	New or ongoing commitment	Start	End
Implementation (award letter)	New	01/01/2016	
Implementation	New	2016	
Reporting in the Annual Report	New	March – April 2017	

2. Electronic Public Records (OEP)

Background:

KMD is preparing a new publication of the OEP solution. This will reduce time consumption and provide easier access for those outside the public administration system (full text publication). A start-up grant has already been allocated.

Responsible person: Ministry of Local Government and Modernisation

Commitment template	
B. Increasing Public Integrity	Electronic Public Records
Lead implementing agency	Ministry of Local Government and Modernisation
Name of responsible person from implementing agency	Geir Leo Sedler
Title, Department	Department of ICT and Renewal
Email	
Phone	
Other actors involved	Ministry of Justice
Status quo or problem/issue to be addressed	The Electronic Public Records (OEP) has been a success since the ministry launched OEP in 2010 as a joint publishing solution for the public for public records on the internet for state enterprises.
Main Objective	A new OEP solution shall safeguard requirements for information security in a more satisfactory manner in the future and will be able to accommodate larger amounts of data. There will also be a goal that a new OEP solution will eventually streamline the work processes in the public administration connected to the work with transparency processing.
Brief Description of Commitment (140 character limit)	Develop a new system solution for OEP to improve the security in OEP, streamline work processes in the public administration and streamline the transparency work. A new solution with better capacity to accommodate larger amounts of data and with a new technical solution that will provide enhanced search features and improved user experiences.
OGP challenge addressed by the commitment	
Relevance	

Ambition			
Milestones	New or ongoing commitment	Start	End

3. Transparency regarding environmental information

Responsible person: Ministry of Climate and Environment

Commitment template	
A. Increasing public integrity	
Environmental information	
Lead implementing agency	Ministry of Climate and Environment
Name of responsible person from implementing agency	Beate Berglund Ekeberg & Hege Jordbakke
Title, Department	Ekeberg: Specialist Director, Department for Marine Management and Pollution Jordbakke: Senior Executive Officer, Department for Marine Management and Pollution
Email	be@kld.dep.no hej@kld.dep.no
Phone	Ekeberg: + 47 22 24 59 78/ Jordbakke: 22 24 58 82
Other actors involved	Public Authorities handling environmental information
Status quo or problem/issue to be addressed	Lack of knowledge about and use of the Environmental Information Act Act relating to the right to environmental information and participation in decision-making processes relating to the environment [Environmental Information Act] of 9 May 2013 no. 31.
Main Objective	Improved knowledge and use of the Environmental Information Act
Brief Description of Commitment (140 character limit)	Improved knowledge and use of the Environmental Information Act. Measure: <ul style="list-style-type: none"> • Prepare guides • Internal courses at the Ministry
OGP challenge addressed by the commitment	A. Increasing Public Integrity.
Relevance	Increased knowledge about and wider use of the Environmental Information Act, both by the public and by the public

		administration, will result in increased transparency and engagement and will help to improve legislation, policies, governance, and thereby also the environment	
Ambition		The Environmental Information Act is well known. It is used in accordance with its purpose: to ensure public access to environmental information and thereby make it easier for individuals to contribute to protecting the environment and to safeguard against health hazards and environmental degradation. This makes it easier to influence public and private decision-makers on environmental issues and it promotes public participation in decision-making processes that affect the environment.	
Milestones	New or ongoing commitment	Start	End
Improved information at regjeringen.no on the Act	Ongoing	2014	2017
Development of guidelines on the Act	New	2016	2017
Courses on the Act	Ongoing	2015	2017

4. Disclosure of financial data

Responsible person: Ministry of Finance

Background

Since 2010, the Government Agency for Financial Management (DFØ) has published government accounting data by chapter/item equivalent to the annual Report to the Storting 3 on government accounts. The publication has not been in machine-readable form until 2015. The Ministry of Finance has stated in the Yellow Book 2016 that the Ministry and the Government Agency for Financial Management will develop a publishing solution to make more financial information more easily accessible to more users. This is in line with fundamental values such as democratic participation, confidence in the public sector and public control of the public administration.

Commitment template	
Lead implementing agency	Ministry of Finance
Name of responsible person from implementing agency	Knut Klepsvik
Title, Department	Finance Department
Email	kkl@fin.dep.no
Phone	+47 22 24 43 71
Other actors involved	Government Agency for Financial Management (DFØ)
Status quo or problem/issue to be addressed	The Government Agency for Financial Management (DFØ) today publishes government accounting data by chapter/item equivalent to the annual Report to the Storting 3 on government accounts. St. 3 on government accounts. The data is difficult to use for analysis and is difficult to access. From January 2016, the publication will be supplemented with accounting data according to account type (standard chart of accounts) for gross budgeted administrative bodies that report accounting data to DFØ in machine-readable form as a data dump.
Main Objective	An overarching goal for the publication solution is to make more government financial information more accessible to both external and internal users in a user-friendly manner. The solution shall make it possible to search in published data, and provide a basis for analysis and comparison of resource consumption across enterprises and over time in open data format.
Brief Description of Commitment (140 character limit)	Facilitate a solution for publishing financial data on an aggregated, 3-digit level according to a standard chart of accounts, for each enterprise, to be published every month. The solution shall also accommodate future expansions of the basic data (state-owned enterprises that do not report expense data to the government accounts today).

OGP challenge addressed by the commitment			
Relevance		The publishing solution shall safeguard fundamental values such as democratic participation, confidence in the public sector and public control of the public administration.	
Ambition		The solution shall be intended for users inside and outside the state administration, and shall be operational from 01/10/2017.	
Milestones	New or ongoing commitment	Start	End
Phase 1. Functional and technical solution description.	New	Ongoing	01/05/2016
Phase 2. Requirement specifications, tender documentation and contract with software supplier.	New	01/05/2016	01/11/2016
Phase 3. New publishing solution in production.	New	01/11/2016	01/10/2017

5. Transparency regarding rainforest funds

Responsible person: Ministry of Climate and Environment

Commitment template	
Lead implementing agency	Ministry of Climate and Environment
Name of responsible person from implementing agency	Ane Broch Graver and Elisabeth Brinch Sand
Title, Department	Graver: Senior Advisor, Climate Department Sand: Senior Adviser, Organisation Department/ Communication Section
Email	abg@kld.dep.no/ ebs@kld.dep.no
Phone	Graver: 22 24 58 25/ Sand: 22 24 59 90
Other actors involved	No
Status quo or problem/issue to be addressed	Not enough information available about to whom the climate and forest funds have been disbursed and about the strategy of the initiative

Main Objective		More transparent external communication about where the funds are going and how the partner countries are selected	
Brief Description of Commitment (140 character limit)		Reader-friendly summaries on regjeringen.no about how the climate and forest funds are distributed and the underlying strategy of the initiative.	
OGP challenge addressed by the commitment		A. Increasing Public Integrity. Paragraph 6, u) Transparency regarding rainforest funds	
Relevance		Provides greater openness and transparency into the climate and forest funds. Easier for the public and the press to see where public funds are disbursed, to which countries and to which institutions.	
Ambition		The website of the climate and forest initiative shall provide summaries that are equally as good as those on Norad's web pages for other aid funds. This provides easily accessible information to the public.	
Milestones	New or ongoing commitment	Start	End
New information on regjeringen.no regarding the strategy for the climate and forest initiative	New	Autumn 2015	Autumn 2015
New planning tool (ICT) for the climate and forest initiative (provide the underlying figures)	New	Spring 2016	Autumn 2016
Enhanced preparation of disbursed climate and forest funding, interactive graphics. Based on new ICT tools	New	Spring 2016	Autumn 2016/Spring 2017

6. State employees' ownership of shares

Responsible person: Ministry of Local Government and Modernisation

Commitment template			
Title: Regulation for owning and trading in securities for government employees			
Lead implementing agency:		Ministry of Local Government and Modernisation	
Name of responsible person from implementing agency		Daniel Elias Quiñones Møgster	
Title, Department		Employer Policy Department	
Email		etn@kmd.dep.no	
Phone		+47 22 24 70 42	
Other actors involved			
Status quo or problem/issue to be addressed		There is no uniform regulation in the ministries' various policies regarding department employees' ownership and trading in securities	
Main Objective		Facilitate the ministries' efforts to prevent problematic conflicts of interest by clarifying the ethical and legal limits on the ownership and trading of securities	
Brief Description of Commitment (140 character limit)		Prepare a legal clarification and specify in the ethical guidelines, which duties can be imposed on government employees in each ministry in terms of ownership and trading of securities	
Relevance			
Ambition		Raise ethical awareness regarding the ownership and trading of securities, and clarify the legal issues that arise	
Milestones	New or ongoing commitment	Start	End
	Ongoing	Spring 2016	Autumn 2016

7. Measures in foreign and development policy to promote freedom of expression and independent media

Responsible person: Ministry of Foreign Affairs

Commitment template	
Title: Measures in foreign and development policy to promote freedom of expression and independent media	
Lead implementing agency:	Ministry of Foreign Affairs

Name of responsible person from implementing agency	Lajla Brandt Jakhelln
Title, Department	Department Director, Section for Human Rights and Democracy
Email	Seksjon.for.menneskerettigheter.og.demokrati@mfa.no
Phone	+47 23 95 00 00
Other actors involved	
Status quo or problem/issue to be addressed	<p>Information is an integral part of freedom of expression. Information is crucial for people to be able to make informed decisions about their own lives, and so that they are able to understand and exercise their rights.</p> <p>Freedom of expression is under pressure from both state and non-state actors. Some trends: Increase in the number of attacks against individuals who express themselves, e.g. journalists, bloggers and artists. Legislation is abused to prevent criticism and silence dissent. Public access to information is restricted. Internet censorship, filtering, blocking and monitoring. Increasing self-censorship. Concentration of ownership in media limits diversity.</p> <p>In September 2015, the UN member states adopted the new sustainable development goals (SDGs). Goal 16.10 deals with access to information and protection of fundamental freedoms.</p> <p>Access to information is one of three theme areas in the Ministry of Foreign Affairs' new strategy on freedom of expression.</p>
Main Objectives	<p>The Ministry of Foreign Affairs shall</p> <ul style="list-style-type: none"> - initiate the development of international standards for the right to information, - contribute to the development of and compliance with legislation at the national level concerning the right to access information,

		- advocate for more transparency and better access to information in the United Nations system and in other international organizations.	
Brief Description of Commitment (140 character limit)		Access to information as a priority area in foreign and development policy.	
Relevance			
Ambition			
Milestones	New or ongoing commitment	Start	End
Strategy launch	New	18 January 2016	
Consultations with civil society and selected states	New	2016	2016
Identify the scope, ambition and timetable	New	2016	2016
Present multilateral initiative on the right to information		2017	

B. More effectively Managing Public Resources

- 8. Study how relevant information related to country-by-country reporting from subsidiaries and support functions in third countries should be presented in the accounts, as well as possible supervisory schemes. (Country-by-country reporting)**

Responsible person: Ministry of Finance

Background

Only a few relevant Norwegian companies are covered by the current regulations.

Commitment template
A, B or C
<ol style="list-style-type: none"> 1. Start evaluating the Norwegian country-by-country regulations. 2. Investigate how relevant information related to country-by-country reporting from subsidiaries and support functions in third countries should be presented in the accounts. 3. Investigate how to establish supervision of entities with obligations to report according to the country-by-country regulations.

Lead implementing agency	Ministry of Finance
Name of responsible person from implementing agency	Eyvinn Rudjord Helgevold
Title, Department	The Financial Markets Department
Email	eyh@fin.dep.no
Phone	22 24 41 99
Other actors involved	Pending evaluation in the Ministry
Status quo or problem/issue to be addressed	The Norwegian Parliament adopted new rules in December 2013 on "country-by-country reporting" (LLR), as proposed by the Ministry of Finance, cf. Prop. 1 LS (2013-2014) Chap. 20. The proposition announced that the Ministry of Finance intends to evaluate the Norwegian country-by-country regulations after three years. In Resolution no. 792 ((2014-2015), the Norwegian parliament asked the government to review the effects of the regulation on LLR reporting, measured against the parliament's goal to highlight adverse tax planning and ensure that relevant information related to the country-by-country reporting from subsidiaries and support functions in third countries is presented in the accounts. Parliament also asked the government to investigate how to establish supervision of entities with obligations to report according to the country-by-country regulations.
Main Objective	The primary purpose of the country-by-country regulations is to contribute to greater transparency about the activities of companies that extract non-renewable natural resources in order to provide the population in the various countries where such activities are conducted, the possibility to hold the authorities accountable for the public administration of revenues from the country's natural resources. A further objective of the regulations is to help draw attention to adverse tax planning.

Brief Description of Commitment (140 character limit)		The government believes that the evaluation of the LLR regulations should be based on LLR reports from at least two financial years, i.e. for the financial years 2014 and 2015, and it should be possible to complete no later than spring 2017. The government will also examine how relevant information related to LLR reporting from subsidiaries and support functions in third countries shall be presented in the accounts, as well as possible supervisory schemes, with the intention to present the necessary regulatory amendments during 2016.	
OGP challenge addressed by the commitment			
Relevance		Preparation of the LLR regulations could enhance transparency with respect to capital flows from companies operating in the extractive industries. Increased transparency could provide greater access to information that can help ensure that civil society will be increasingly able to hold the authorities to account for the administration of the country's natural resources in the country where the companies operate. Access to more information about the companies/corporations could also contribute to increased transparency, thereby highlighting any tax planning.	
Ambition		Norway wants to evaluate and improve its LLR regulations and to contribute its experiences to the EU in connection with the evaluation that the EU plans to conduct on its own legislation in 2017/2018.	
Milestones	New or ongoing commitment	Start	End
Starting evaluation		Autumn 2016	Spring 2017
Give an account of relevant information about LLR reporting from subsidiary company and supporting		Spring 2016	December 2016

functions can come to light in the accounts			
Give an account of conceivable surveillance by the LLR regulations		May 2015	December 2016

C. Increasing Corporate Accountability

9. Register for ultimate beneficial ownership

Background

It is important to obtain knowledge about who has beneficial ownership in companies. Information about shareholders is currently publicly available, but there is not necessarily transparency about the underlying beneficial owners. It is important to clarify who should have access to information about beneficial owners and what kind of information should be provided.

Responsible ministry: Ministry of Finance and the Ministry of Trade, Industry and Fisheries in consultation with the Ministry of Foreign Affairs (re. Paragraph x)

Commitment template	
Investigate, send for consultation and promote proposals for a publicly accessible register with information about the beneficial owners in Norwegian companies.	
Lead implementing agency	Ministry of Finance
Name of responsible person from implementing agency	Ane Grenstad
Title, Department	The Financial Markets Department
Email	ane@fin.dep.no
Phone	22 24 41 55
Other actors involved	Administration, Ministry of Trade, Industry and Fisheries Civil society TJN (Tax and De Samarbeidende Organisasjoner (The Cooperating Organisations)) Working Groups Money Laundering Law Committee Others
Status quo or problem/issue to be addressed	Parliament has asked the government to bring a proposal for a Norwegian public ownership registry to ensure transparency of ownership in Norwegian businesses and to strengthen efforts against

	<p>tax crime, corruption and money laundering. It is understood that such a registry should follow the Financial Action Task Forces' recommendations from 2012 on international standards for combating money laundering and combating the financing of terrorism and the proliferation of WMD, as well as EU regulations in this area.</p> <p>Government has appointed a commission to consider changes to Norwegian legislation in order to follow the Financial Action Task Forces' recommendations and the EU's fourth Money Laundering Directive. The committee second interim report, which includes an assessment of how ultimate beneficial ownership shall be made public, will be presented in autumn 2016. The report will be sent for general consultation and input from civil society will be considered.</p> <p>In parallel with this work, the Ministry of Trade, Industry and Fisheries and the Ministry of Finance will work together to facilitate access to information on beneficial ownership in Norwegian limited liability companies. A consultative document with various solution proposals was sent for consultation in winter 2016.</p>
Main Objective	<p>The purpose is to increase access to information about who owns and who has a controlling interest in Norwegian companies, as well as to follow up on our international obligations through the Financial Action Task Forces and our EEA membership. Openness about who owns companies are an important tool to combat corruption, money laundering, tax evasion and other economic crimes, while also helping to promote economic efficiency.</p>
Brief Description of Commitment (140 character limit)	<p>Investigate, send for consultation and promote proposals for a publicly accessi-</p>

		ble register with information about the ultimate beneficial owners in Norwegian companies.	
OGP challenge addressed by the commitment			
Relevance		A publicly accessible register with information about (direct) shareholders and ultimate beneficial ownership will facilitate access to information that is relevant to combat economic crime, both for public bodies, private actors and civil society.	
Ambition		A publicly accessible register with information about direct shareholders and ultimate beneficial owners of Norwegian companies will strengthen the work of public authorities and civil society in their efforts to combat economic crime and will make it easier for banks and other actors who have reporting obligations under the money laundering legislation.	
Milestones	New or ongoing commitment	Start	End
Prepare and submit for consultation proposals to improve accessibility of information on the shareholders of Norwegian companies.	New	Ongoing	Dec. 2015
Bring forth proposals for registration of ultimate beneficial ownership in Norwegian companies in a publicly accessible registry.	New	Ongoing	November 2017