OPEN GOVERNMENT GERMANY
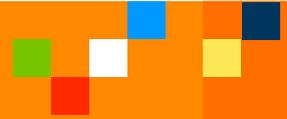
Second National
Action Plan
2019 – 2021

Interim Report
by the German Federal
Government

Open
Government
Partnership

Interim Report by the German Federal Government on the Implementation of the Second National Action Plan (NAP) for 2019 – 2021

in the Framework of Germany's Participation in the Open Government Partnership

Contents

"I'm addressing you in this unconventional way today because I want to tell you what guides me as Federal Chancellor and all my colleagues in the Federal Government in this situation. This is part of what open democracy is about: that we make political decisions transparent and explain them. That we justify and communicate our actions as best we can, so that people are able to understand them."

(Federal Chancellor Angela Merkel in a televised address of 18 March 2020, *https://www.bundesregierung.de/breg-en/search/statement-chancellor-1732302*)

1. Introduction

This interim report is part of the mandatory reporting on commitments in the framework of the participation in the Open Government Partnership (OGP). The present report provides an insight into the progress made on implementing the second National Action Plan (NAP) submitted in September 2019.

Open government during the coronavirus pandemic – more important and valuable than ever

Open government gives governments and administrations the opportunity to garner ideas for improving the way they operate and to build trust through transparency and dialogue. Openness about the operation of governments and administrations is not just important in times of pandemic, though; it is crucial at all times. The following descriptions provide a small insight into the developments beyond the specific commitments of the second NAP.

Recent additional developments of the past year

Meeting of the OGP steering committee in Berlin

The OGP steering committee met in Berlin from 25 to 27 February 2020. Germany has had a seat on that body since October 2019. During the three-day conference, the visiting delegations from governments and non-governmental organisations discussed a range of organisational and policy matters that had been prepared since the previous meeting, held at the OGP Global Summit in Ottawa in May 2019.

The group also toured the Stasi archives in Berlin (Federal Commissioner for the Records of the State Security Service of the former GDR), an experience which made an impression on many of the participants (report in German available at *https://www.bstu.de/ueber-uns/ aktuelles/detail/open-government-partnership-besucht-das-archiv*).

An open government success story: the coronavirus warning app

The coronavirus warning app, or "Corona-Warn-App", is a project commissioned by the German Government. The app assists in recognising chains of infection more quickly and extensively and effectively interrupting them. Thanks to the decision to take the open-source route, the entire source code not only for the app and its documentation but also for the back-end systems is freely available. The decentralised data storage ensures that the whole system is compliant with Germany and Europe's high data-protection standards. The app's users remain anonymous at all times. It was developed to be fully accessible as a matter of principle and uses the accessibility features of the smartphone operating systems supported.

"It was worthwhile insisting on absolute transparency, comprehensive data privacy and the most rigorous IT security standards. Today we can say that this app deserves your trust."

Extract from Federal Chancellor Angela Merkel's podcast on the coronavirus warning app, 20 June 2020
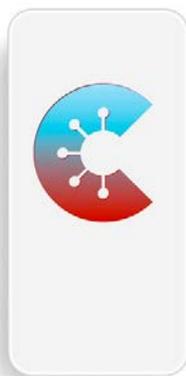
THE CORONA-WARN-APP:

HELPS US FIGHT THE CORONAVIRUS.

Download the Corona-Warn-App now and fight the coronavirus together.

Download on the App Store   GET IT ON Google Play

The Federal Government

Online participation – planning and permits in times of pandemic

In May 2020, the German Bundestag passed the Planning Assurance Act (*Planungssicher-stellungsgesetz*) to prevent numerous important projects being obstructed or even scuppered by the COVID 19 pandemic. Many planning and authorisation procedures require people to be physically present, for example to examine documents or attend public inquiries, and therefore cannot take place as normal. The Planning Assurance Act establishes alternatives to such procedures that accommodate the rights of members of the public to participate, chiefly making use of the potential of the internet.

Online consultation on the data strategy

The Federal Government is working on a data strategy. Its aim is to significantly increase responsible provision and use of data on the part of individuals and institutions in (civil) society, business, academia and the federal administration in Germany, to prevent the creation of new data monopolies, to ensure fair participation and to deal with data misuse consistently.

People had the opportunity between 28 February and 3 April 2020 to contribute ideas and assessments to support the process of developing a Federal Government data strategy. An online consultation was made available to that end which allowed interested members of the general public as well as specialists to give their input directly. A total of around 1300 questionnaires were completed and fed into the evaluation. One of the focus areas of the overarching data strategy will be open data. It will therefore be flanked by an open data strategy established for the federal administration (cf. Commitment #6).

2. The road to the second National Action Plan

The Federal Government co-created the second National Action Plan between March and August 2019. At the heart of the process was the approximately two-month consultation with civil society. This resulted not only in intensive dialogue on open government but also in the formulation of around 60 commitment proposals, which formed the basis of discussions among the various federal ministries.

The Federal Cabinet adopted the second NAP in September 2019. Nine commitments by the Federal Government, alongside, for the first time, five commitments by three different Länder, give an impression of the ongoing development of open government in Germany. The full text of the action plan and commitments is available at

→ ***www.open-government-deutschland.de***
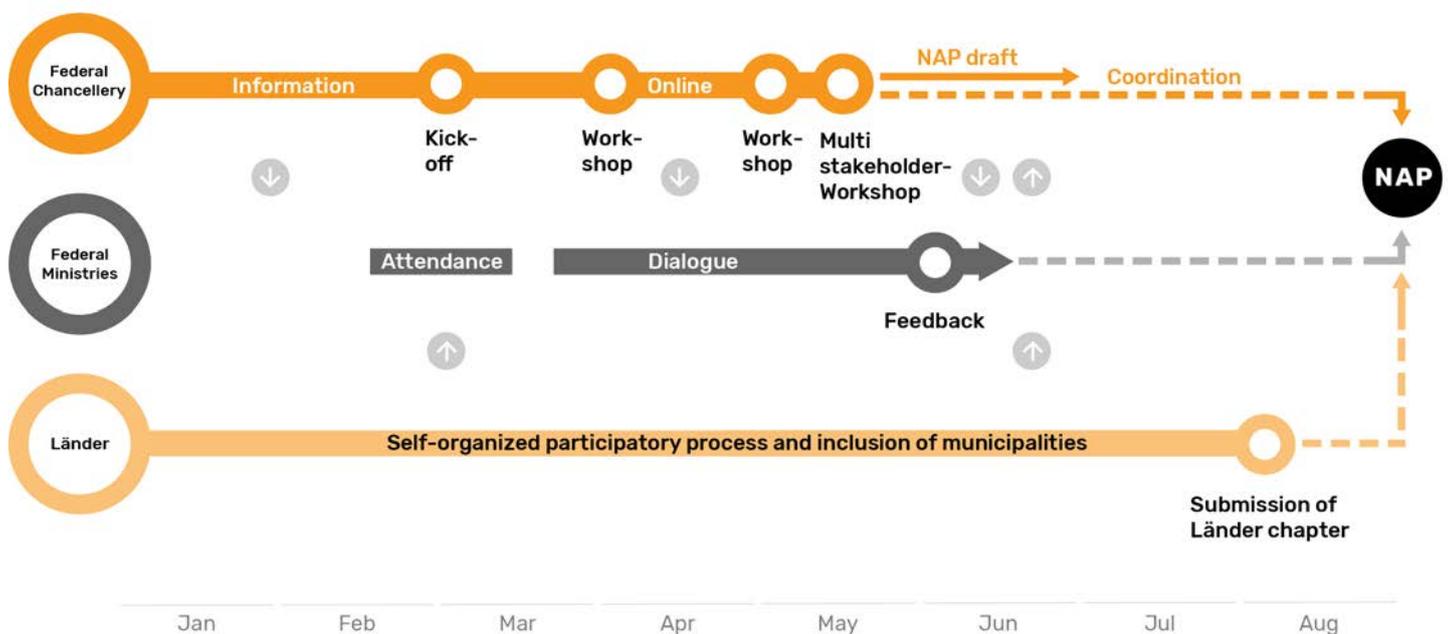
3. Implementation of the commitments – an overview

The Federal Chancellery enquires at the ministry responsible for each commitment as to the progress made on implementation, generally on a quarterly basis. The traffic-light-coded table below is kept updated at *www.open-government-deutschland.de*.

There is currently no indication that the coronavirus pandemic is causing substantial delays in the implementation of the second NAP which might jeopardise the timely fulfilment of the commitments. In the case of milestones where certain processes are not yet running according to plan, this is explained in the detailed descriptions below.

At the time of writing, the implementation of the commitments in the second NAP is well under way. A total of 16 out of 68 milestones have been achieved, a further 43 are on schedule and only nine have experienced delays. Chapter 4 below gives a detailed description of each commitment.

● implementation complete

● implementation begun or being prepared or partially complete

● delayed

● deadline no longer feasible or already passed (milestone not implemented on schedule at the time of enquiring)

The progress indicators relate exclusively to the milestones set out in the NAP. Some of the commitments here simply represent phases of multiannual projects.

Commitment	Milestones
1 Regional Open Government Labs	1 2 3 4 5
2 Civil-society dialogue on foreign policy	1 2 3
3 Youth participation in the Federal Government's joint youth strategy	1 2 3
4 Establishment of an e-government agency as a Digital Innovation Team of the federal administration	1 2 3 4
5 Promotion of transparency and participation in development cooperation	1 2 3 4 5
6 Further development and promotion of the open data environment	1 2 3 4 5 6 7 8
7 Participatory process to develop research and innovation policy further in the framework of the 2025 High-Tech Strategy	1 2 3 4
8 Better regulation through participation and testing	1 2 3 4 5 6
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10 Annex: Commitments by the Länder	
North Rhine-Westphalia I: Developing infra-structure and framework conditions for open government in North Rhine-Westphalia (NRW)	1 2 3 4 5 6 7 8 9
North Rhine-Westphalia II: Creating spaces for exchange and cooperation in NRW	1 2 3
North Rhine-Westphalia III: Strengthening data sovereignty	1 2 3
Saxony: Further developing and establishing the participation portal of the Free State of Saxony	1 2 3 4 5
Schleswig-Holstein: Open-source software in public administrations	1 2 3 4

4. Detailed reporting on the commitments

For more detail and the full text of the committments, see the second National Action Plan of September 2019, available at

→ *www.open-government-deutschland.de*

1 Regional Open Government Labs

The commitment in brief: The Federal Ministry of the Interior, Building and Community (BMI) promotes regional forms of cooperation between administrative entities and civil society in the interests of open government. Thirteen regional Open Government Labs were selected by means of a two-stage expression-of-interest procedure. A total of 2.7 million euro in funding is available. The BMI is further supporting the process through research assistance, events and public-relations activities. The objective of the labs' work is to facilitate the practical application of the principles of open government – particularly civil society involvement, transparency and accountability - in the day-to-day collaboration between a region's administration and society and in regional development.
Implementation status of commitment: Substantial progress
Additional information: Due to coronavirus restrictions, face-to-face events in the labs, particularly workshops, cannot take place. The people involved in the labs are endeavouring to collaborate more online.

Milestone activity with a verifiable deliverable	End date	Status
Application phase and selection of up to 16 regOGLs	January 2020	Thirteen regOGLs have been selected (see announcement).
Assignment of the following tasks to a research assistant: • Ensuring exchange among the regOGLs • Generalising the findings • Managing public relations work	March 2020	The tasks have been assigned.
Developing and establishing the labs' work	June 2020	First (digital) workshop held on 16 – 17 June 2020
Preparing interim conclusions for second NAP OGP and regional conference	March 2021	
Preparing deliverables and presenting at final conference	September 2022	

Implementing body: Federal Ministry of the Interior, Building and Community (BMI) **Contact:** Dr Kristina Schade (Division HII1) **Other stakeholders (ministries, agencies, divisions):** Municipal administrations as sponsors of the regOGLs (42 municipalities and municipal bodies) **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** Seven institutions of higher education as well as partners from civil society in the regOGLs (59 civil-society organisations)

2 Civil-society dialogue on foreign policy

The commitment in brief: The various opportunities for dialogue and participation offered by the Federal Foreign Office (FFO) are to be further expanded in order to keep the public better informed about foreign policy and more involved in consultative processes. This will mean intensifying dialogue processes on foreign policy, such as citizens' dialogues and various workshop formats as well as the PeaceLab blog on the implementation of the policy guidelines on preventing crises, resolving conflicts, building peace – or crisis guidelines, for short. The FFO is also digitising some of the holdings of its Political Archive, and will put these online for free, non-commercial use. This will generate a high degree of additional transparency.

Implementation status of commitment: Limited progress

Additional information: The focus has been on digital formats in 2020, because of COVID 19, but the element of dialogue and public involvement remains central. A decision as to whether the 2020 Citizens' Workshop will be held as a face-to-face event or an online seminar has yet to be made.

Milestone activity with a verifiable deliverable	End date	Status
Explaining and discussing German foreign policy: Informative formats with think tanks and citizens, online and offline. • Broad-ranging informational events on 150 years of the Foreign Office • Ongoing citizens' dialogues • Annual Citizens' Workshop on foreign policy • Regular Open Situation Rooms	2020 (citizens' dialogues) Ongoing (workshops)	Implementation / preparations under way
Having a say in German foreign policy: consultative formats. • An additional blog-based debate on peacelab. blog, the results of which will be taken into account in implementing the Federal Foreign Office's crisis guidelines • Organisation of a hackathon to improve models for early recognition of crises and early warning tools with academic experts	until 2021	Three PeaceLab debates held in 2019 on promoting the rule of law, security-sector reform and dealing with the past; additional debates on crisis communication in 2019 / 2020 as well as on the effects of COVID 19 on engagement in crisis areas; additional debates using the PeaceLab format initiated by civil society itself (e.g. by the Advisory Board to the Federal Government for Civilian Crisis Prevention and Peacebuilding) Hackathon "ORANGE", initially planned for the 2nd quarter of 2020, postponed until the 1st half of 2021 due to COVID-19 Additional projects still ongoing
Digitising and publishing selected parts of the FFO Political Archive: making files accessible online for everyone	2020	Implementation being prepared

Implementing body: Federal Foreign Office (FFO) **Contact:** Anke Schlimm, Citizens' Dialogue and Public Diplomacy (Germany) Division, Directorate-General 6, 611-RL@diplo.de **Other stakeholders (ministries, agencies, divisions):** Directorates-General 1, 4, 6 and S are involved, as are the Policy Planning Staff and the Press Division. **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** none

3   Youth participation in the Federal Government's joint youth strategy

The commitment in brief: Young people want to help shape our society, and they wish to be asked for input on the political course that will affect their future. They desire to have a say in projects and decisions in all areas of policy which may be relevant to young people. The Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) will use various formats to ensure the broadest and most well-founded possible involvement of young people in the development and implementation of the Federal Government's youth strategy. The intention is to enable young people to play a role in shaping "their" youth strategy. The results of the participatory process will be fed into the implementation of the Federal Government youth strategy via the interministerial working group on youth. Simultaneously, as part of the process of implementing the youth strategy, the BMFSFJ encourages projects from other minis-tries to involve people in youth-strategy measures.
Implementation status of commitment: Substantial progress
Additional information: none

Milestone activity with a verifiable deliverable	End date	Status
Adopting a **Cabinet decision** on the joint youth strategy of the Federal Government	December 2019	Implemented (see press release, in German: *https://www. bmfsfj.de/bmfsfj/aktuelles/ alle-meldungen/bundeskabinett- beschliesst-jugendstrategie- der-bundesregierung/141990*)
Conducting a **youth conference** as an interim review of how the youth strategy has taken shape and been implemented to date	September 2020	Implemented (see news update, in German: *https://www.bmfsfj.de/ bmfsfj/aktuelles/alle-meldungen/ die-bundesjugendkonferenz-2020- live-verfolgen/160496*) More details in German also available at *www.bundesjugendkonferenz.org*

Milestone activity with a verifiable deliverable	End date	Status
Holding the **JugendPolitikTage 2021** (Youth Politics Days; form is yet to be determined) to take stock of the youth strategy from the perspective of the younger generation and derive, among other things, additional prospects for effective youth participation formats at federal level	Spring 2021	On schedule

Implementing body: Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) **Contact:** BMFSFJ Division 501, Immanuel Benz, Immanuel.Benz@bmfsfj.bund.de; Division Z26, z26@bmfsfj.bund.de **Other stakeholders (ministries, agencies, divisions):** Interministerial working group on youth **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** Child and Youth Welfare Association (AGJ), German Federal Youth Council, Kooperationsverbund Jugendsozialarbeit, Federal Association of Non-Statutory Welfare, German Youth Institute, "jugendgerecht.de – the Independent Youth Policy Office" (co-organisation of youth conference), among others

4 Establishment of an e-government agency as a Digital Innovation Team of the federal administration

The commitment in brief: In order to keep pace with the digital transformation, the administration must be quicker, more agile and more open in trying out ideas with an eye for user-friendliness and in finding solutions to problems. Implementing digitalisation projects in the separate "silos" of the administration still often hinders that endeavour. The Federal Ministry of the Interior, Building and Community (BMI) is setting up a Digital Innovation Team. This will act as a "think & do tank", establishing structured innovation management in the federal administration and disseminating and embedding methods from design thinking, service design and agile working. It is also intended to connect stakeholders, communicate transparently about projects and help bring about lasting change in the mindset of the federal administration.
Implementation status of commitment: Limited progress
Additional information: none

Milestone activity with a verifiable deliverable	End date	Status
Setting up a workshop space for project partners from the federal administration to carry out workshops on innovation, design thinking and similar themes	March 2020	Workshop space delayed until the end of 2020; implementation under way in all other respects

Milestone activity with a verifiable deliverable	End date	Status
Carrying out transparent testing of the innovation process at two federal agencies	January 2020	Implementation of projects under way; transparent reporting on them delayed, now expected in October
Carrying out transparent testing of the – if necessary, redesigned – innovation process in at least four additional projects	December 2020	Implementation under way
Conducting at least three training events (workshops, lunch lectures, etc.) for federal administrative agencies per year	December 2020	Implementation under way

Implementing body: Federal Ministry of the Interior, Building and Community (BMI) **Contact**: Project Group on Designing and Establishing a Digital Innovation Team/an E-Government Agency (PG DIT) pgdit@bmi.bund.de, http://dit.bund.de **Other stakeholders (ministries, agencies, divisions):** none **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** none

5   Promotion of transparency and participation in development cooperation

The commitment in brief: In the interests of evidence-based decision-making and partici-pation in the partner countries of Germany's development cooperation, it is important for current and detailed project information and data to be made public in keeping with open data principles. The IATI Standard, set by the International Aid Transparency Initiative and agreed internationally to that end, is only partially implemented within the Federal Govern-ment. The aim of this commitment is to propagate the publication of data in accordance with international transparency standards and to promote the use of those data, especially to promote participation in politics. The Federal Ministry for Economic Cooperation and De-velopment (BMZ) will continue the dialogue between state and non-state actors regarding transparent development cooperation.
Implementation status of commitment: Limited progress
Additional information: The name of the division has changed.

Milestone activity with a verifiable deliverable	End date	Status
• Utilisation concept: specifying potential for use and obstacles to use regarding IATI data • Conceptualising and implementing support measures	September 2020 June 2021	Consulting specialist NGOs on possible priorities of the utilisation concept Developing the terms of reference and approaching potential assessors, delayed
Coordinating strategic steps with ministries and civil society to implement principles of open data (especially from the G8 Open Data Charter) and open government in the context of development cooperation as well as to expand IATI data reporting (regarding current data reporters and potentially additional ones)	Strategy by December 2020 June 2021	Conducting annual planning for content of 2020 interministerial meetings Holding a meeting of the Interministerial Steering Group on 20 January
Developing a continued-training format and carrying out training events on the IATI Standard and IATI data for development-policy players from German civil society	July 2020 June 2021	Delayed
Introducing an IATI data QA system (especially a feedback mechanism) and expanding the BMZ's IATI data (project reports, impact data, etc.)	QA System: December 2020 June 2021	Identifying priority measures to implement the milestone Revising the BMZ's organisational data to expand IATI reporting Liaising with implementing organisations about the next steps in expanding IATI reporting (in respect of co-financing arrangements, relevance to SDGs, impact data)
Developing a BMZ visualisation portal to improve the presentation of IATI data	Concept by September 2020 June 2021	Implementation under way

Implementing body: Federal Ministry for Economic Cooperation and Development (BMZ) **Contact:** Division GS21, rlgs21@bmz.bund.de **Other stakeholders (ministries, agencies, divisions):** Federal implementing organisations (GIZ, KfW, BGR, PTB, Engagement Global); Federal Foreign Office; additional ministries **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** German development cooperation NGOs, Transparency International, Open Knowledge Foundation

6 Further development and promotion of the open data environment

The commitment in brief: The Open Data Law (Section 12a of the E-Government Act) established a foundation for the active provision of open data by the agencies of the direct federal administration. The success of this law hinges largely on its effective and comprehensive implementation. The intention behind this commitment is to strengthen the shared knowledge base and develop coherent criteria for the implementation of open data in the federal administration.

Implementation status of commitment: Limited progress

Additional information: Open data strategy of the federal administration: implementation is directly tied to the adoption of a Federal Government data strategy and is therefore expected to be delayed until the second half of 2020.

Milestone activity with a verifiable deliverable	End date	Status
Adopting a federal administration open data strategy	May 2020	Implementation under way – adoption in autumn 2020 together with data strategy
Organising or participating in a workshop on exchange with stakeholders in the context of creating an open data strategy	February 2020	Implemented: Participated in session 2 of the BarCamp "Offene Kommunen.NRW" on 16 November 2019
Issuing a declaration on the implementation of the International Open Data Charter principles	August 2021	
Involving civil-society organisations, associations, journalists, start-ups and academics in regular federal administration events on the topic of open data	Ongoing / once per quarter	Implementation under way, events on 1 October 2019 17 December 2019
Holding or participating in international events, including in the framework of the 2020 – 2021 Presidency of the Council of the EU	Ongoing / at least twice per year	Implementation under way, events on 22 October 2019 (conference involving Germany, Austria, Switzerland and Liechtenstein)
Holding an open data conference with federal and Land participation to bolster the coordinated and standardised provision of open data at the federal, Land and local levels	4th quarter of 2020	Planning under way

Milestone activity with a verifiable deliverable	End date	Status
Expanding knowledge management through the creation of a central open data information website	June 2020	Implemented at *https://www.bva.bund.de/DE/ Services/Behoerden/Beratung/ Beratungszentrum/OpenData/ opendata_node.html* (accessible in future via opendata.bund.de)
Creating a central directory for open data applications	June 2020	Implemented. The collection of links to examples of open data in use is continually added to at *https://www.bva.bund. de/DE/Services/Behoerden/ Beratung/Beratungszentrum/ OpenData/Use_Cases/use_ cases_node.html*.

Implementing body: Federal Ministry of the Interior, Building and Community (BMI) **Contact:** Division DG I 1, dgi1@bmi.bund.de **Other stakeholders (ministries, agencies, divisions):** Federal ministries; Competence Centre Open Data (CCOD, Federal Office of Administration) Division VM II 8, opendata@bva.bund.de **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** none

7 Participatory process to develop research and innovation policy further in the framework of the 2025 High-Tech Strategy

The commitment in brief: The 2025 High-Tech Strategy is the current research and in-novation strategy of the Federal Government. It encompasses three fields of action: social challenges, future-oriented skills and an open culture of innovation and risk-taking. Voca-tional and continuing training, promotion of research and technology, and an interested, involved public are all closely interrelated. The goal of the participatory process is to initiate a dialogue between the participants from academia, business, civil society and the Federal Government on the future of research and innovation. The Federal Ministry of Education and Research (BMBF) will hold regional dialogue events to that end.
Implementation status of commitment: Substantial progress
Additional information: *www.mitmachen-hts.de*

Milestone activity with a verifiable deliverable	End date	Status
Six to eight dialogue events supplemented by online participation	Spring 2020	Implementation concluded
Discussing and categorising the results on the High-Tech Forum panel of experts	Autumn 2020	On schedule
Submitting the results to the Federal Government Deciding on implementation in the state secretaries working group on HTS 2025	Autumn 2020	On schedule
Providing feedback to participants	Winter 2020	On schedule

Implementing body: Federal Ministry of Education and Research (BMBF) **Contact:** Division 113, 113@bmbf.bund.de **Other stakeholders (ministries, agencies, divisions):** none **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** High-Tech Forum (advisory group on the High-Tech Strategy comprising 20 academic, business and civil-society experts chaired by Prof. Reimund Neugebauer, President of the Fraunhofer-Gesellschaft, and Christian Luft, State Secretary at the BMBF)

8 Better regulation through participation and testing

The commitment in brief: To preserve the high quality of our law, we need to further develop it systematically and cautiously, with an eye for the requirements of the future. In some cases, provisions are not perceived as feasible in practice. The Federal Chancellery and the relevant ministries will intensify early involvement of the public and trial regulatory initiatives. The Unit for Legal Drafting Support at the Federal Ministry of Justice and Consumer Protection (BMJV) will be strengthened, and electronic promulgation will be introduced.
Implementation status of commitment: Limited progress
Additional information: none

Milestone activity with a verifiable deliverable	End date	Status
Developing a strategy to **strengthen early participation** in policy initiatives and legislation on the basis of positive practical examples, such as establishing central consulting hours to advise ministries on participation projects and setting up an interministerial experience-sharing network on participation in the legislative process	March 2021	Implementation begun (two workshops with federal ministries; debate in the State Secretaries Committee on Better Regulation; consulting hours established and communicated to ministries)
Testing regulatory alternatives in practice in suitable cases, in collaboration with affected individuals, companies and the participating agencies or bodies entrusted with devolved tasks Conducting at least five practical trials or pilot projects (e.g. to make laws comprehensible in cooperation with the BMJV's Unit for Legal Drafting Support)	March 2021	Implementation begun (information-sharing and training measures for ministries, design-thinking seminars at the Federal Chancellery)
Holding at least eight **training courses** for employees on early participation and trialling (including on *"Understanding, Developing, Testing"* – Division 612, Citizen-Centred Government – and on early participation)	Current (including two cycles of the Citizen-Centred Government Division training series *"Understanding, Developing, Testing"* by 2021)	First cycle of *"Understanding, Developing, Testing"* successfully concluded in 2020; second cycle to begin in autumn 2020
Evaluating the results of the 3rd Life Situation Survey run by the Federal Statistical Office on behalf of the Federal Government and deriving suggestions for improvement together with experts, practitioners and affected people; publication of the results (online and offline)	March 2021	Implementation begun (results available since autumn 2019, published at *https://www. amtlich-einfach.de/DE/Ergebnisse/ Ergebnisse_gesamt_node.html*; preparation of workshops under way and first (online) workshop held)
Completing the establishment of electronic promulgation of laws and free digital access to the Federal Law Gazette	January 2022	Implementation begun (Federal Government decision of 12 December 2018, see also *https://www.bundesregierung.de/ breg-de/themen/einfuehrung- der-elektronischen-verkuendung- von-gesetzen-und-verordnungen- des-bundes-1587586*)
Improving **information about participation processes** at federal level via an online presence and preparations for a Federal Government participation platform that facilitates the transparent participation of citizens and associations	2nd quarter of 2020	Implementation begun (launch of website imminent)

Implementing body: Federal Chancellery and relevant ministries **Contact:** Federal Chancellery, Division 613, bürokratieabbau@bk.bund.de and Division 612, wirksam.regieren@bk.bund.de **Other stakeholders (ministries, agencies, divisions):** All federal ministries; Federal Chancellery (Citizen-Centred Government and Digital State Divisions) Federal Government Commissioner for Culture and the Media, Federal Office of Justice (Promulgation Division) **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** none

9 Smarte.Land.Regionen – a pilot project for smart rural regions

The commitment in brief: The specific challenge facing rural regions is that they are sparsely populated, with infrastructure and services in many areas seeing reduced demand and proving increasingly uneconomical. Over the course of four years, the Federal Ministry of Food and Agriculture (BMEL) will provide funds to seven districts, which will cooperate with a research institute to develop and trial digital solutions seeking to improve everyday life in rural areas in response to real needs. The outcome will be the development and exploration of a digital ecosystem (digital services of general interest operated and innovated via a networking platform and a complementary participation/open-innovation platform) including digital services.

Implementation status of commitment: Limited progress

Additional information: The official title has been changed from "Smarte LandRegion" to "Smarte.Land.Regionen". The expected implementation date for the milestones is the end of 2024.

Additional measure: Accompanying academic research project (implementation from the first half of 2020 to the end of 2024 (TBC); status: started – preparations for tendering process under way)

New project elements: Developing a participation/open-innovation platform to integrate the districts as well as the 15 districts from the second selection phase which were not chosen (implementation from the first half of 2021 to the end of 2024 (TBC); status: preparations under way)

Milestone activity with a verifiable deliverable	End date	Status
Securing approval of the research project	end of 2023 (TBC)	Approval secured at the end of 2019 Implementation until the end of 2024 (TBC)
Issuing a call for bids to districts	2019	Call for bids published at the end of 2019

Milestone activity with a verifiable deliverable	End date	Status
Selecting and funding seven districts (pilot regions)	end of 2023 (TBC)	Selection process under way Selection expected in the 2nd half of 2020, funding approval expected within the 2nd half of 2020 (funding for 48 months for up to seven districts / pilot regions until the end of 2024 (TBC)
Launching the digital platform; developing and trialling digital services (four central services and 21 additional, less complex services)	2023 (TBC)	Preparations begun; implementation expected by 2024; preparations under way for addi-tional services, their number as yet undecided
Funding digital projects run by regional players (e.g. businesses, associations, etc.) in the seven districts	2023 (TBC)	Selection and funding postponed until 2021–2024 (preparations under way)
At least once a year: publishing the project outcomes	2023 / 24	First publication planned for around the end of 2020 (preparations under way); implementation by 2024

Implementing body: Federal Ministry of Food and Agriculture (BMEL) **Contact:** Dr Michael Heut (Division 812); Division 824 **Other stakeholders (ministries, agencies, divisions):** Federal Office for Agriculture and Food with its Centre of Excellence for Rural Development (KomLE, Division 423) **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** Fraunhofer Institute for Experimental Software Engineering (IESE), Association of German Counties
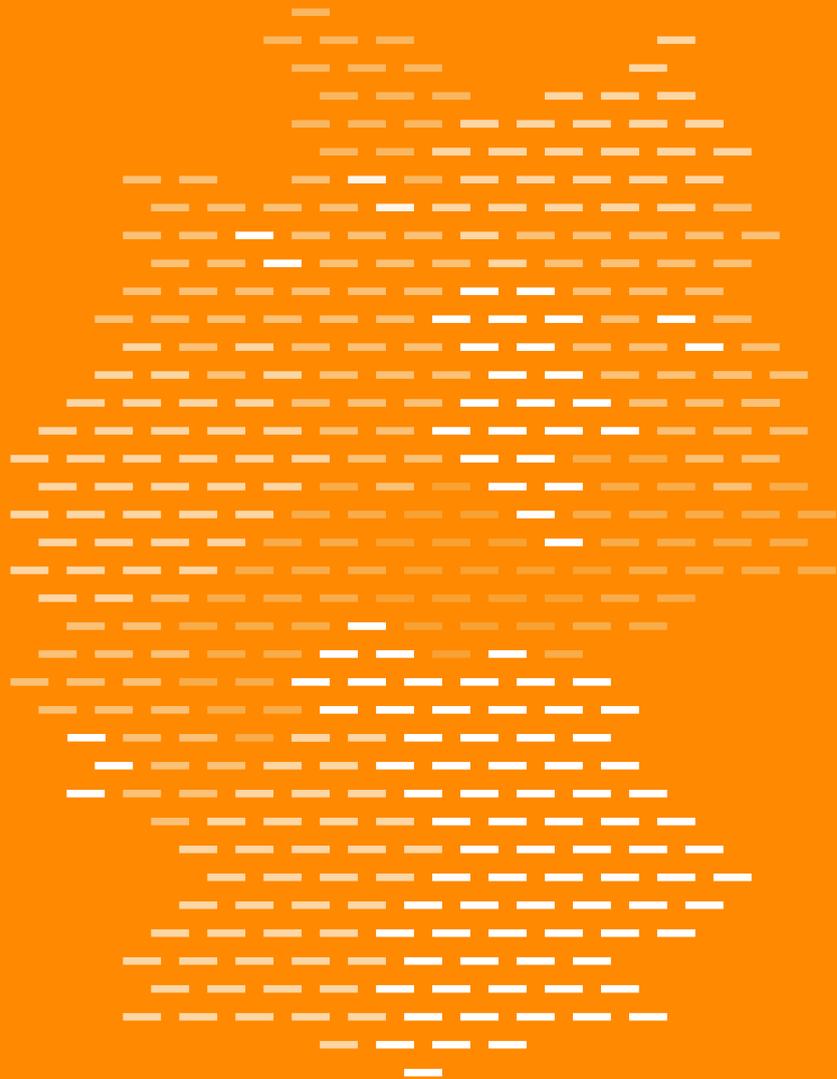
10 Annex: Commitments by the Länder

The second NAP is the first to include commitments made by three Länder. All decisions about entering into these commitments and about how they should be implemented were made by the Länder themselves. For constitutional reasons, these commitments are not covered by the Federal Government decision underpinning the other chapters of the second NAP. Nonetheless, the second NAP would not be truly complete without these contributions by the Länder. The same holds true for the present interim report.

North Rhine-Westphalia I: Developing infrastructure and framework conditions for open government in North Rhine-Westphalia

The commitment in brief: There are a variety of good open government projects and initiatives in North Rhine-Westphalia. The goal of this commitment is to help anchor open government in all areas and for the long term in North Rhine-Westphalia. Priorities here include avoiding redundant effort, boosting synergies and signposting the onward evolution of open government.

Primarily, the commitment is to provide access to technological means of simplifying open government. This will involve creating open standards for APIs and making open data easier to provide and to find. The introduction of an open government label is intended to create an incentive for more administrations to join open government initiatives.

Implementation status of commitment: Substantial progress

Additional information: none

Milestone activity with a verifiable deliverable	End date	Status
Recommending the OParl standard for use across North Rhine-Westphalia (NRW) • Concept development • Implementation	January 2021 June 2020 November 2020	Implementation begun
Recommending the OffenerHaushalt standard for use across NRW • Concept development • Testing and release of the platform • Implementation	August 2021 June 2020 June 2021 August 2021 (TBC)	Implementation begun
Recommending the Open311 standard for use across NRW	August 2021	Implementation begun
Recommending the XErleben standard	August 2021	Implementation begun
Creating easier options for Land authorities to make data available via central Land metadata portal Open.NRW	December 2019	Implemented *(https://www. wirtschaft.nrw/pressemitteilung/ neustart-des-opennrw-portals- alle-open-government-aktivitaeten- auf-einen-blick)*
Creating easier options for municipal authorities to make data available via central Land metadata portal Open.NRW	June 2020	Implemented: *https://open.nrw/ unabhaengig-kommunale- verwaltungsdaten-veroeffentlichen*
Enhancing accessibility of data via search engine	June 2020	Implementation begun, to be finalised in autumn 2020

Milestone activity with a verifiable deliverable	End date	Status
Expanding the model data catalogue for North Rhine-Westphalia	June 2020	Implemented: *https://open.nrw/ musterdatenkatalog*
Developing and testing a prototype open government label	August 2021	Preparations under way

Implementing body: North Rhine-Westphalia Ministry of Economic Affairs, Innovation, Digitization and Energy and Open Government Working Group **Contact:** North Rhine-Westphalia Ministry of Economic Affairs, Innovation, Digitization and Energy, Division II A 2 (Open.NRW office): kontakt@open.nrw.de **Other stakeholders (ministries, agencies, divisions):** OParl, OffenerHaushalt: kdvz Rhein-Erft-Rur (municipal data-processing centre), City of Bonn, XErleben: County of Warendorf, City of Duisburg, City of Solingen, City of Dortmund, Cologne Regional Commission **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** OParl: Open Knowledge Foundation Deutschland e. V. (OKF), Düsseldorf University, producers of information systems for municipal administrations, OffenerHaushalt: Fraunhofer Fokus, XErleben: EFTAS Fernerkundung Technologietransfer GmbH, con terra GmbH, model data catalogue: Rhineland Open Data Region, GovData, Bertelsmann Stiftung

North Rhine-Westphalia II: Creating spaces for exchange and cooperation in North Rhine-Westphalia

The commitment in brief: Spaces for innovation and experimentation have been created in many Länder in recent years, in both the public and private sectors. In North Rhine-Westphalia too, the first good examples are in evidence, including on the municipal level. For these innovative forms of cooperation to become established, physical as well as digital spaces to accommodate dialogue and interaction are increasingly needed. This commitment is intended to create such spaces in North Rhine-Westphalia for exchange and cooperation with the public administration. Providing central physical spaces fosters regular exchange among the Land and municipal administrations, start-ups and civil society and encourages goal-oriented collaboration.
Implementation status of commitment: Limited progress
Additional information: none

Milestone activity with a verifiable deliverable	End date	Status
Creating Land Government space for exchange and agile cooperation	August 2021	Preparations under way

Milestone activity with a verifiable deliverable	End date	Status
Developing a plan for a GovTech initiative and testing in a pilot project	August 2021	Preparations under way
Holding start-up pitches at administrative offices	August 2021	Preparations under way

Implementing body: North Rhine-Westphalia Ministry of Economic Affairs, Innovation, Digitization and Energy and Open Government Working Group **Contact:** North Rhine-Westphalia Ministry of Economic Affairs, Innovation, Digitization and Energy, Division II A 2 (Open.NRW office): kontakt@open.nrw.de **Other stakeholders (ministries, agencies, divisions):** none **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** Bertelsmann Stiftung, Offene Kommunen.NRW Institut e. V. (OKNRW), Open Knowledge Foundation Deutschland e. V. (OKF)

North Rhine-Westphalia III: Strengthening data sovereignty

The commitment in brief: North Rhine-Westphalia adopted legislation for open data in 2019. The goal is for the administration's data to be made available, comprehensively and free of charge, for unlimited re-use. If data are to be made available in their entirety, it is crucial for the administrative authorities themselves to be the sovereign and authoritative instance when it comes to their data. Not all administrative bodies have the requisite knowledge and information at their disposal to ensure that they are. North Rhine-Westphalia will therefore draw up recommendations and guidelines to be made available to the administrations.
Implementation status of commitment: Limited progress
Additional information: none

Milestone activity with a verifiable deliverable	End date	Status
Taking stock of data sovereignty in municipalities	December 2019	Implemented, *https://www.pd-g. de/presse/pressemitteilungen/ meldung/datensouveraenitaet-in- der-smart-city-pd-veroeffentlicht- handlungsempfehlungen/*

Milestone activity with a verifiable deliverable	End date	Status
Writing guidelines on ensuring public administrations' sovereignty and authority regarding data	December 2020	Preparations under way
Publishing and recommending guidelines	August 2021	Preparations under way

Implementing body: North Rhine-Westphalia Ministry of Economic Affairs, Innovation, Digitization and Energy and Open Government Working Group **Contact:** North Rhine-Westphalia Ministry of Economic Affairs, Innovation, Digitization and Energy, Division II A 2 (Open.NRW office): kontakt@open.nrw.de **Other stakeholders (ministries, agencies, divisions):** City of Bonn, Rhineland Open Data Region, Association of German Cities, German Association of Towns and Municipalities **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** Consulting agency PD – Berater der öffentlichen Hand GmbH

Saxony: Further developing and establishing the participation portal of the Free State of Saxony

The commitment in brief: The people of the Free State of Saxony have a growing need for a sense of ownership and a voice within a modern, vibrant democracy. They expect their representatives and their administrative institutions to come up with innovative and effective solutions. Correspondingly, people's desire for transparency and involvement in decision-making processes is continuously increasing. The Free State of Saxony's Beteiligungsportal, or participation portal, is just the kind of instrument required. The Free State of Saxony is committed to strengthening public participation by continuing to develop the portal in terms of both content and technology.
Implementation status of commitment: Substantial progress
Additional information: none

Milestone activity with a verifiable deliverable	End date	Status
General ongoing evolution	Continuous	
Urban land-use planning 2.0	31 December 2019	Concept again adapted and expanded in response to amendment of legal framework (Federal Building Code) Implementation begun New date: 3rd quarter of 2020

Milestone activity with a verifiable deliverable	End date	Status
App for specialised reporting procedures	31 December 2019	App available for beta testing; full launch to follow after successful testing and piloting
Assuring interoperability in planning procedures by means of the XPlanung standard	30 April 2020	Implementation running as planned; launch dependent for content on urban land-use planning 2.0 (see above)
Repeating BITV test to check accessibility	31 March 2020	Task assigned; certification provided by the German Centre for Accessible Reading (dzb lesen)

Implementing body: Chancellery of the Free State of Saxony **Contact:** Chancellery of the Free State of Saxony; Division 43, Ralf Pietsch, Telephone: +49 351 564 14320, Email: ralf.pietsch@sk.sachsen.de **Other stakeholders (ministries, agencies, divisions):** none O**ther stakeholders (NGOs, private business, multilateral organisations, working groups):** none

Schleswig-Holstein: Open-source software in public administrations

The commitment in brief: The digital services proffered and used by public administrations constitute critical infrastructure for our democracy. Public bodies in particular should avoid the high costs of commercial software being compounded by undesirable side-effects – such as loss of confidentiality and/or integrity of data processing, lack of control with respect to the onward development of solutions, or insufficient implementation of new or amended legal provisions – caused by software providers having exclusive rights over the development of their products. In the context of software development, Schleswig-Holstein will therefore be pursuing the goal of open-source development in the interests of more vendor independence as well as greater IT security and data protection.
Implementation status of commitment: Limited progress
Additional information: The plans to use LibreOffice in the Schleswig-Holstein administration enjoyed widespread media coverage in June and July 2020.

Milestone activity with a verifiable deliverable	End date	Status
Launching a platform for publishing and collaborating	April 2020	Only internal tests with own GitLab instance run to date Next stage delayed by COVID-related change of priorities
Piloting use of the Open Document format and LibreOffice as standard in administrative posts		Feasibility study successful, preparations under way for testing specialist connections with approx. 150 posts See also the Schleswig-Holstein Government's Report on the use of open-source software (in German, PDF)
Releasing source code for five administrative applications	June 2020	Delayed because platform not yet ready
Releasing source code for another five administrative applications	December 2020	

Implementing body: Schleswig-Holstein Ministry of Energy, Agriculture, the Environment, Nature and Digitalization **Contact:** Dr Jesper Zedlitz, Division 30, Digitalization and Central IT Management of the Land Government, Ministry of Energy, Agriculture, the Environment, Nature and Digitalization, Email: jesper.zedlitz@melund.landsh.de, Telephone: +49 431 988 7884 **Other stakeholders (ministries, agencies, divisions):** none **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** Dataport A. ö. R.

5. Outlook

The outlook is difficult to define in these times of uncertainty. It is hard to predict what additional consequences the COVID-19 pandemic may have for the world and thus for Germany in the coming months. Although there are as yet no signs of substantial delays to the implementation of this action plan, it must be said that broad-based commitment to open government thrives on exchange between various stakeholders – which is particularly challenging to bring about in the current situation.

Add to this the fact that Germany has six elections due in 2021: Land elections in Saxony-Anhalt, Baden-Württemberg and Rhineland-Westphalia in spring and in Mecklenburg-Western Pomerania and Berlin come the autumn, when parliamentary elections for the German Bundestag will also be held.

Germany's Presidency of the Council of the EU until the end of 2020

Germany holds the Presidency of the Council of the European Union for the second half of 2020. Germany's Presidency will go differently to the way it was originally planned. The agenda is now dominated by one topic, namely the COVID-19 pandemic and its medical, economic and social fallout. The overarching goal is to overcome this pandemic by working together and with our eyes on the long term. Germany has a special responsibility in this endeavour. It will put everything into ensuring that Europe comes out of the crisis stronger than it was before.

The Federal Ministry of Transport and Digital Infrastructure (BMVI) is planning an event entitled Open Data for Smart Mobility in Europe, to be held on 17 November 2020 under the aegis of the Presidency of the Council, as a contribution to the development and promotion of the open data environment as specified in Commitment 6 (see *https://www.eu2020.de/eu2020-en/events/-/2345222*).

Third National Action Plan for 2021–2023

In line with the OGP cycle, the third National Action Plan (NAP) for 2021–2023 is due to be adopted in summer 2021. Information-sharing, networking and preparatory conceptual work are to begin before the end of this autumn. What is needed in this pandemic situation, with social-distancing rules and limited personal contact, is to find and establish new ways of collaborating. The Federal Government hopes that civil society and the Länder will get actively involved in the process of drawing up the third NAP.

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"In a democracy there must be truth and transparency"

Federal Chancellor Angela Merkel in her speech of 8 July 2020 to the European Parliament *(https://www.bundesregierung.de/ breg-en/issues/europe/rede-ep- ratsprasidentschaft-1767412)*

6. Index of abbreviations

BK-Amt   Federal Chancellery

BMBF   Federal Ministry of Education and Research

BMEL   Federal Ministry of Food and Agriculture

BMFSFJ   Federal Ministry for Family Affairs, Senior Citizens, Women and Youth

BMI   Federal Ministry of the Interior, Building and Community

BMVI   Federal Ministry of Transport and Digital Infrastructure

BMZ   Federal Ministry for Economic Cooperation and Development

EU   European Union

FFO   Federal Foreign Office

IATI   International Aid Transparency Initiative

NAP   National Action Plan

NRW   North Rhine-Westphalia

OGP   Open Government Partnership

regOGL   Regional Open Government Lab

SDG   Sustainable Development Goals

SH   Schleswig-Holstein

SN   Saxony