



REPUBLIC OF ESTONIA  
GOVERNMENT OFFICE

# Estonia's Open Government Partnership Action Plan 2025-2029

Open  
Government  
Partnership



# Introduction

**The Open Government Partnership (OGP)** is a global initiative aimed at promoting good governance. In an open government, governance is honest, transparent and in dialogue with citizens.

Estonia joined OGP in 2012. Members currently include 74 countries and 150 local governments. Estonia has been a member of OGP's steering committee since 2021, and in 2022, Estonia was the government co-chair for a year and hosted an OGP Global Summit in Tallinn. Currently, Estonia is the co-chair of the Criteria & Standards Subcommittee.

OGP activities are implemented according to two- or four-year action plans, using the budget of the responsible organisation. This is Estonia's seventh action plan, the implementation of which began in 2025 and will last until the end of 2029. OGP activities in Estonia are coordinated by the Open Government Committee on Development (ARVAK), led by the Secretary of State and including representatives of ministries and non-governmental organisations as members.

The action plan supports the strategic goals of the long-term development strategy Estonia 2035, particularly Estonia's aim to be an innovative, reliable and person-centred state. Estonia 2035 and the OGP action plan mainly overlap in the aims to provide innovative, high-quality public services; for governance to be implemented in ways that are honest, easy to understand and in the public interest; and for politics to be shaped collaboratively.

The focus of the action plan are activities that are carried out in collaboration between state institutions and non-governmental partners. These activities are based on ideas submitted to the public idea gathering, initiatives by ministries and co-creation seminar discussions<sup>1</sup>. The preparation and implementation of the action plan is coordinated by the Government Office.

## **The flagship projects of Estonia's seventh action plan are:**

- the **state co-creation workspace**: creating an environment that covers the full process of legislative drafting. This gives policymakers the opportunity to create and process legislative drafts, as well as organise domestic processing of EU cases;
- the **co-creation and communication support programme** for initiatives and drafts within the government programme that are societally significant, therefore allowing for better solutions to be developed.

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<sup>1</sup> More details on the preparation of the action plan on the Government Office's website (in Estonian).

# Estonia's Role in the Open Government Partnership So Far

Estonia's six previous OGP action plans included a total of 64 activities<sup>2</sup>. Previous flagship projects include:

- **the [rahvaalgatus.ee](https://rahvaalgatus.ee) platform**, which allows anyone to submit a societal issue or question, have a public discussion on it or initiate a collective proposal to the Estonian Parliament (Riigikogu) or local government;
- **the [minuomavalitsus.ee](https://minuomavalitsus.ee) website**, which provides a systematised overview of the state of local government services assessed against hundreds of criteria;
- **the [riigiraha.fin.ee](https://riigiraha.fin.ee) website**, which provides an overview of financial data of government sectors, and **the [mtyraha.heakodanik.ee](https://mtyraha.heakodanik.ee)**, which publishes data on payments made by the central government to non-governmental organisations.

The 2022-2024 action plan included five activities, which were largely implemented<sup>3</sup>. Two projects are carried over to the current action plan:

- state co-creation workspace (see the description in the flagship projects section);
- data-based decision-making: developing solutions that support data-based public decision making.

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<sup>2</sup> All previous OGP action plans, reports and assessments made by the independent reporting mechanism (IRM) have been published on the [Government Office's website](#).

<sup>3</sup> [Report on Estonia's Open Government Partnership Action Plan 2022-2024](#). (in Estonian).

# Action Plan

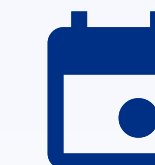
The process of preparing the action plan is given in Annex 1. A summary of all the activities and their phases is given in Annex 2.

The action plan has two main focuses. Firstly, we are developing skills that will help the public sector be more open, collaborative and involve citizens and interest groups. Secondly, we are creating an infrastructure that will support data-based decision-making, transparency and services that are high in quality and easy to use. This will allow us to move towards a state that is more open, reliable and person-centred.

**Table 1.**  
**Overview of Estonia's Open Government Partnership Action Plan 2025-2029.**

Activity	Short description
<b>Commitment 1: Developing the necessary skills for open governance</b>	
1.1. Developing the cooperation and inclusion skills of policymakers	We will increase the impact of the co-creation accelerator to facilitate discussions within society on topics relevant to the government action plan, as well as develop the cooperation and inclusion skills of leaders.
1.2. Increasing the role of the Open Government Comitee on Development in prompting open governance	ARVAK will become a cooperation platform for supporting the achievement of the OGP's goals, participating in the preparation, implementation and monitoring of action plans. The committee will also function as an innovation and testing platform that is used to test and spread innovative solutions in the public sector.
<b>Commitment 2: Creating the necessary infrastructure for open governance</b>	
2.1. Using data and new technologies for decision making	We will develop prototypes of environments, where data protection and privacy are priorities, for supporting decision-making, performing risk analysis of digital platforms and co-creation.
2.2. Increasing the transparency of public decision-making	We will develop prototypes of environments, where data protection and privacy are priorities, for supporting decision-making, performing risk analysis of digital platforms and co-creation.
2.3. Improving the quality of public digital services and developeing the GovTech ecosystem	We will create a framework based on the Guide for Choosing Digital Service Owners and Providers that will allow us to make decisions regarding delegating services to the private sector, create the necessary support mechanisms and develop the GovTech ecosystem with innovation-supporting procurements and boosting cooperation with entrepreneurs at an early stage.
2.4. Reducing bureaucracy in cooperation with the private sector	We will implement propositions made by entrepreneurs and discussed in the Council for Efficiency and Economic Growth on reducing regulations and bureaucracy. We will perform analyses and monitoring in order to support effective government decision-making and ensure transparent impact evaluation. We will make reporting fully data-based, so that entrepreneurs will only need to submit their data once and the state will manage their future processing.

# Commitment 1: Developing the necessary skills for open governance



July 2025 –  
December 2029

## Activity 1.1. Developing the cooperation and inclusion skills of policymakers

We will increase the impact of the co-creation accelerator to facilitate discussions within society on topics relevant to the government action plan, as well as develop the cooperation and inclusion skills of leaders.

**Commitment lead:** Government Office, Ministry of Finance, Ministry of Economic Affairs and Communications

**Supporting stakeholders:**

**Government**

ARVAK members (Ministry of Finance, Ministry of Justice and Digital Affairs, Ministry of the Interior, Ministry of Economic Affairs and Communications)

**Civil society**

ARVAK members (e-Governance Academy, Estonian Cooperation Assembly, Network of Estonian Nonprofit Organizations), SA Mõttekoda Praxis

**Other actors (parliament, private sector, etc.)**

Association of Estonian Cities and Municipalities, Tallinn University of Technology, Demos Helsinki, Akkadian OÜ, Nordic Council of Ministers' Office in Estonia

### Problem definition

According to a study by the OECD<sup>4</sup>, only 17% of residents in Estonia believe they are able to participate in policy shaping. 20% believe feedback is actually taken into account. In an era of fast reforms, it is important that ministries are able to prepare initiatives in limited time while also ensuring that they are inclusive and broadly accepted in society.

Open governance and inclusion depend primarily on the knowledge, skills and readiness of civil servants to cooperate with citizens. The 2025 leadership quality study<sup>5</sup> shows that the leadership culture in the Estonian public service sector is good, but there is room for improvement in including interest groups in decision-making and action plan preparation. Civil society organisations are included in policymaking, but most people are not members of an organisation. This means most feedback never reaches decision-makers. Surveys provide an overview of public opinion, but they don't foster deeper discussions.

### Causes of the problem

The problem is that ministries don't use inclusion methods enough. Well-organised inclusion takes time, but we lack the practice and experience to do it at a faster pace. The open government road map also emphasises that the time, activities and costs of cooperation are not accounted for enough. Fast decision-making cycles, lack of inclusion capacity and lack of transparency leave an impression that the involvement of citizens is not really important. This then decreases trust in the political system.

In 2020, the Government Office interviewed people who don't usually participate in inclusion events. The interviews showed that reasons for non-participation include not considering oneself a politically active person, even if they read about political news daily and frequently discuss them with friends and family, and not feeling like their participation would change anything.

### What has been done to solve the problem

What has been done so far to solve the problem? In 2023, the open government road map was prepared as a guide for improving inclusive decision-making and cooperation. In 2024, the co-creation accelerator was initiated, which supported eight initiatives by five ministries in order to implement them in smarter, cooperative ways. At the end of 2023, the leadership competence model was updated in order to improve readiness for innovation and new approaches. Mainly, the cooperation skills of leaders at the middle and highest level need to be improved. The planned reform of the Civil Service Act is also relevant, as it will set the service length and rotation of middle-ranking civil servants.

In November 2022, a series of discussions (arvamusrännak) was organised by the Government Office to collect proposals and input from people for complimenting the Estonia 2035 action plan. 140 discussions were held in different parts of Estonia. In the spring of 2024, the same format was used to collect proposals on the Climate Act and the Green Reform.

The arvamusrännak methodology and guidelines are published in the [Arvamusrännak web archive](#).



### Solution

We will continue developing the co-creation accelerator created within the framework of the previous action plan, which will become a co-creation and communication support tool for the preparation of ministry initiatives and drafts important to the government and society at large. Projects will be selected for the accelerator based on the government's action plan. The accelerator will facilitate gathering feedback and proposals and developing better solutions accordingly.

We will create the conditions for leaders to improve their inclusion and cooperation skills. We will create a training programme for middle-ranking civil servants supported by online studies and internal educators. For senior civil servants, development will be promoted through the Spinnaker leadership programme. This will reinforce efforts to support innovation and be based on current competency models.

Thirdly, we will test innovative forms of participation involving various groups in society, creating a clear output for the process of decision-making. We started working on this in July 2025, when the Government Office applied to the Data Protection Inspectorate for the right to use personal data in a study on the wider use of the mini-public method in policymaking. The result will be a repeatable and science-based discussion framework that increases participation, decreases political division and provides the government with better input for decision-making.



### Desired result

- The co-creation and communication support programme will change civil servants' stances on inclusion and cooperation and improve participating civil servants' skills in this.
- Bringing the attention of recruited and trained high- and mid-level leaders to the values of open governance ensures that the desire for inclusion will come from the leadership itself and will be valued.
- A developed and tested form of participation that can be used for decision-making along with a published description of the methodology.

# Commitment 1: Developing the necessary skills for open governance



July 2025 –  
December 2029

## Activity 1.1. Developing the cooperation and inclusion skills of policymakers

We will increase the impact of the co-creation accelerator to facilitate discussions within society on topics relevant to the government action plan, as well as develop the cooperation and inclusion skills of leaders.

**Commitment lead:** Government Office, Ministry of Finance, Ministry of Economic Affairs and Communications

**Supporting stakeholders:**

**Government**

ARVAK members (Ministry of Finance, Ministry of Justice and Digital Affairs, Ministry of the Interior, Ministry of Economic Affairs and Communications)

**Civil society**

ARVAK members (e-Governance Academy, Estonian Cooperation Assembly, Network of Estonian Nonprofit Organizations), SA Mõttekoda Praxis

**Other actors (parliament, private sector, etc.)**

Association of Estonian Cities and Municipalities, Tallinn University of Technology, Demos Helsinki, Akkadian OÜ, Nordic Council of Ministers' Office in Estonia

## How will the commitment promote



**transparency**

The co-creation and communication support programme will increase transparency, offering support for open description of initiatives and drafts of societal importance and spreading information meant to be understandable by citizens. This creates better opportunities for people to understand the content, reasoning and aims of politics. Considering the values of open governance when implementing change helps shape civil servants who value clear and honest communication with the public, thereby promoting transparent governance throughout the organisation.



**citizen participation  
and co-creation**

The co-creation and communication support programme is aimed at initiatives where the participation of interest groups is relevant and necessary. The programme creates a framework in which participation is planned, supported and consistent. A participation format that encourages people to join who don't usually take part in decision-making processes is created and implemented. This will probably increase the share of socially active people in the long run. This increases trust and makes participants feel like their contributions matter. In addition, a value-based implementation of changes ensures that public sector leaders facilitate dialogue, listening and co-creative leadership, which is the basis for inclusive governing.



**accountability**

Regular support for initiatives with clear communication goals and feedback mechanisms help people observe how politics and initiatives develop and what their actual state of implementation is. This creates the prerequisites for transparent monitoring and evaluation, allowing for a comparison of promises and results. Publishing the methodology and lessons learned creates standards and expectations for similar participatory processes in the future, strengthening the trustworthiness of the public sector and its accountability for its own actions and decisions. If accountability and public reporting are focused on when implementing changes in the public sector, it creates a stronger basis for a leadership culture in the public sector that supports strategic accountability and meeting people's expectations.

# Commitment 1: Developing the necessary skills for open governance



July 2025 –  
December 2029

## Activity 1.1. Developing the cooperation and inclusion skills of policymakers

Milestones	Expected outputs	Expected completion date	Lead	Supporting stakeholders
Co-creation and communication support programme for supporting societally significant initiatives and drafts	Development of the programme	01.2026	Government Office	Government: Ministry of Finance, Ministry of Justice and Digital Affairs, Ministry of the Interior, Ministry of Economic Affairs and Communications CSOs: e-Governance Academy, Estonian Cooperation Assembly, Network of Estonian Nonprofit Organization Others: Association of Estonian Cities and Municipalities
	An average of four government programme activities are supported each year	12.2029		
Developing cooperation and communication skills of senior civil servants	¾ of senior civil servants have participated in the Spinnaker leadership programme	12.2026	Government Office	Government: - CSOs: - Others: Tallinn University of Technology, Demos Helsinki, Akkadian OÜ
Creating a quick consult model with researchers for short-format cooperation, testing and implementation of the model	Development of the model	06.2027	Ministry of Economic Affairs and Communications	Government: - CSOs: - Others: Universities
Testing and gradually broadening a training programme for middle-ranking civil servants	Testing a training programme supported by online learning and internal educators and summaries of lessons learned	06.2026	Ministry of Finance	Government: Government Office CSOs: - Others: -
	Adding to the programme and gradually broadening it	12.2028		
Developing, testing and implementing the discussion format	Development of the methodology	06.2026	Government Office	Government: Ministry of Finance CSOs: Network of Estonian Nonprofit Organizations, Mõttekoda Praxis Others: Nordic Council of Ministers' Office in Estonia
	Implementation of the discussion format throughout Estonia	12.2026		
Description of good inclusion and co-creation norms and methods in the toolbox	Publishing at least eight descriptions of methodology with examples	12.2029	Government Office	Government: Ministries CSOs: Network of Estonian Nonprofit Organizations Others: -

# Commitment 1: Developing the necessary skills for open governance



January 2026 –  
December 2029

## Activity 1.2. Increasing the role of the Open Government Committee on Development in promoting open governance

ARVAK will become a cooperation platform for supporting the achievement of the OGP's goals, participating in the preparation, implementation and monitoring of action plans. The committee will also function as an innovation and testing platform that is used to test and spread innovative solutions in the public sector.

Commitment lead: Government Office

Supporting stakeholders:

Government Ministries

CSOs  
Journalists

Other actors(parliament, private sector, etc.)  
Universities

### Problem definition

The Open Government Committee on Development (ARVAK) has become a significant forum for supporting the preparation and implementation of the Open Government Partnership Action Plan. The changing times and expectations of society towards the public sector require new ways of working and broader inclusiveness. The current functioning model of the committee does not foster maximising the use of the knowledge and experiences of the participants.

### Causes of the problem

The committee's work so far has been focused on the coordination and reporting of the action plan, with testing innovative ideas being a low priority. The membership does not yet reflect the contributions of enough different societal groups – civil society, researchers, entrepreneurs and journalists – which is necessary for implementing the principles of open governing. There is no systematic approach to testing new solutions and the inclusion of new members has not been consistent enough. The visibility of the committee in public discourse has been limited, which has decreased its impact and importance.

### What has been done to solve the problem

ARVAK was created in its current form by a directive of the Secretary of the State in 2019, when the committee for the 2014-2020 structural funds measure on management capacity was joined with the group coordinating the OGP action plan. In the spring of 2024, ARVAK was given the task of making proposals to the Secretary of the State on the inclusion and co-creation activities implemented with the 2021-2027 European Union structural fund's technical assistance and evaluating their reports. A consistent cooperation format for promoting open governance, incl. inclusion and co-creation, is important to the Government Office as the lead and coordinator of the committee. This responsibility is also based on the OGP's minimum standards, which envision regular meetings of the cooperation group of government institutions and partner organisations (multi-stakeholder forum). Civil society organisations also see increasing the role of ARVAK as important.



### Solution

The aim of the reform is to increase the committee's influence in developing and implementing open governance. ARVAK will become an inclusive and innovative cooperation platform under the guidance of the Government Office. The committee will involve civil society, research, business sector, journalism and government representatives, ensuring a balanced and relevant discussion, while also keeping the membership of the committee optimal for productive discourse. Broader presentation of results will also be in focus, in order to strengthen the implementation of open governance principles in Estonia. The proposed solution accounts for OGP's Independent Reporting Mechanism's recommendation to include new interest groups in promoting open governance and to give representatives of civil society a greater role in leading such cooperation formats. We are also considering offering co-leadership positions to non-governmental partners.



### Desired results

- ARVAK will become a substantial and broad-based cooperation group that supports the implementation of OGP goals, participating in the preparation, implementation and monitoring of action plans. The committee will function as an innovation and testing platform, where innovative public sector solutions can be tested and spread.
- As a supporter of innovation and inclusivity, ARVAK facilitates the testing of new participation mechanisms and cooperation models that strengthen the dialogue between the state and civil society.

# Commitment 1: Developing the necessary skills for open governance



January 2026 –  
December 2029

## Activity 1.2. Increasing the role of the Open Government Committee on Development in promoting open governance

ARVAK will become a cooperation platform for supporting the achievement of the OGP's goals, participating in the preparation, implementation and monitoring of action plans. The committee will also function as an innovation and testing platform that is used to test and spread innovative solutions in the public sector.

Commitment lead: Government Office

Supporting stakeholders:

Government Ministries

CSOs  
Journalists

Other actors (parliament, private sector, etc.)  
Universities

### How will the commitment promote



transparency

The reshaping of ARVAK will result in increased transparency, as the committee will more actively present its activities and results, bringing innovative ideas and solutions to the public and enabling citizens to observe the impact of discussions and experiments on policymaking.



citizen participation  
and co-creation

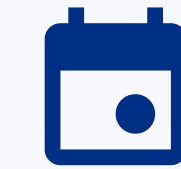
The new membership of the committee including civil society, research, entrepreneurship and journalism representatives supports balanced and relevant inclusivity and creates a cooperation platform where different participants can develop and test new public sector solutions together.



accountability

Giving ARVAK a stronger role as an innovation and testing platform along with a clearer goal creates mechanisms through which the contributions of the committee and its members to achieving the goals of open governance can be evaluated, thereby strengthening its institutional accountability.

# Commitment 1: Developing the necessary skills for open governance

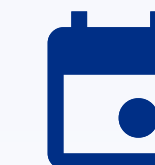


January 2026 –  
December 2029

## Activity 1.2. Increasing the role of the Open Government Committee on Development in promoting open governance

Milestones	Expected outputs	Expected completion date	Lead	Supporting stakeholders
Updated ARVAK membership and work organisation	Changes to the Secretary of the State's directive	02.2026	Government Office	Government: Ministries CSOs: Journalists Others: Universities
The functioning of ARVAK under the new membership	At least one meeting taking place	06.2026	Government Office	Government: Ministries CSOs: Journalists Others: Universities
	ARVAK meeting at least twice a year	12.2029		
The new membership of ARVAK taking part in renewing the OGP action plan	Renewal of the national action plan in accordance with the OGP co-creation standards	09.2027	Government Office	Government: Ministries CSOs: Journalists Others: Universities

# Commitment 2: Creating the necessary infrastructure for open governance



January 2026 –  
December 2029

## Activity 2.1. Using data and new technologies for decision-making

We will develop prototypes of environments, where data protection and privacy are priorities, for supporting decision-making, performing risk analysis of digital platforms and co-creation.

**Commitment lead:** Government Office and Ministry of Justice and Digital Affairs

**Supporting stakeholders:** **Government**  
Ministries, Institute of the Estonian Language, Consumer Protection and Technical Regulatory Authority, Police and Border Guard Board

**CSOs**  
Open Knowledge Estonia, Network of Estonian Nonprofit Organizations, Estonian Cooperation Assembly, e-Governance Academy

**Other actors (parliament, private sector, etc.)**  
Estonian Association of Media Companies, University of Tartu, Tallinn University of Technology and others

### Problem definition

The public sector needs to develop tools and privacy technologies that would allow policymakers, the private sector, citizens and civil society organisations to perform data-based decision analyses. The current challenges are inflexible regulations, the accessibility and format of existing data and limited data access due to the current security situation, which hinders their use in policymaking and in offering services. Data enables automatization and the directing of resources to where they are most needed.

Developing public sector services without reliable and accessible data is not feasible. A lot of the data currently available in the state information systems is incomplete, undefined and difficult to use, resulting in policymakers ordering expensive and time-consuming studies on questions that could be answered with usable data in minutes. The fragmentation of data and lack of cross-use limits possibilities to connect services in different fields, such as education, healthcare and social care. Without trustworthy and data-based decision-making, the state risks ineffective allocation of resources, which decreases the efficiency of the public sector as well as citizens' satisfaction with services

### Causes of the problem

What are the causes of the problem?  
A lot of the data currently available in the state information systems is incomplete and undefined, their use requires manual labour and they cannot be used in ways that are fast and flexible enough for policymaking. There is a lack of flexibility in data security and data sharing regulations, which would allow for data to be used securely and effectively. Institutions keep their data separately, which means analysing them often requires manual labour and duplication of data occurring. The processes of managing and using data are fragmented and there is a lack of cultural readiness and societal agreement on when and how data should be used. Therefore, the potential for using data in policymaking and developing services often goes unused.

### What has been done to solve the problem

Important steps have been made over the past few years towards better accessibility and use of data in Estonia. The open data portal combines over 5600 datasets and has grown by almost 4800 new datasets over the last three years. Additional tools like RIHAKE<sup>6</sup> have been developed to make data easier to manage. The first prototype for smart text searching was developed within the framework of the previous action plan and continues to be developed into a more complex solution that utilises language models. In addition, a co-creation environment has been developed, allowing for the monitoring of draft procedures and commenting on initiatives in a public cooperation circle. Creating a more connected and transparent digital state and increasing corruption risk identification capacity are also priorities in order to deal with the danger of misinformation.



### Solution



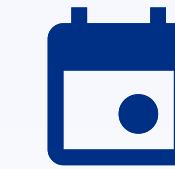
### Desired result

Developing prototypes for decision support, digital platform risk analysis and a co-creation environment, with special emphasis on secure use of data and ensuring privacy. All of these developments are supported by societal discussions on data innovation and privacy in order to design clear regulations and create services that save time for citizens and companies, have export potential and are trustworthy.

- The accessibility and use of Estonian public data has increased – you can find at least 10,000 datasets in the Estonian Data portal, the total volume of language datasets is at least 15 billion words and they have been used to train a large language model of Estonian language and culture, a long-term plan has been made for data spaces and has begun to be implemented, the first data spaces are being tested within the state and the necessary changes have been made in the legal space.
- Cleaning up data and data cross-use allow for the development of user-centric and cost-efficient services and reduce bureaucracy.
- A strong data innovation framework is developed as well as a societal agreement, supporting the trust of citizens as well as the international competitiveness of Estonia.
- By taking advantage of the opportunities given by the Digital Services Act, the state invests in developing academic capacity with the aim of analysing external influences that may have a negative impact on democratic processes and national security.
- The co-creation environment can be used to implement legislative draft proceedings up to proposition to the Government of the Republic. The environment includes preparation of Estonian legislative drafting as well as national proceedings related to EU initiatives.

<sup>6</sup> <https://www.ria.ee/en/state-information-system/data-based-governance-and-reuse-data/administration-system-riha-and-rihake>

# Commitment 2: Creating the necessary infrastructure for open governance



January 2026 –  
December 2029

## Activity 2.1. Using data and new technologies for decision-making

We will develop prototypes of environments, where data protection and privacy are priorities, for supporting decision-making, performing risk analysis of digital platforms and co-creation.

**Commitment lead:** Government Office and Ministry of Justice and Digital Affairs

**Supporting stakeholders:**

### Government

Ministries, Institute of the Estonian Language, Consumer Protection and Technical Regulatory Authority, Police and Border Guard Board

### CSOs

Open Knowledge Estonia, Network of Estonian Nonprofit Organizations, Estonian Cooperation Assembly, e-Governance Academy

### Other actors (parliament, private sector, etc.)

Estonian Association of Media Companies, University of Tartu, Tallinn University of Technology and others

## How will the commitment promote



### transparency

When the government makes decisions based on data and also allows others to analyse this data, transparency increases. Transparency is also supported by the development of the co-creation environment by offering a clear way to observe how proposals lead to decisions. In addition, the state offers transparent data processing with a data tracker, for the use of which all administrative areas will create a roadmap by the end of 2025. The processing of data is transparent and it is clear what data is gathered and for what purposes.



### citizen participation and co-creation

Co-creation is improved by the state's new platform allowing citizens and civil society organisations to easily participate in policymaking. Participation is aided by tools that make finding and understanding data easier – e.g. smart search and data-based decision support. Better use of open data will create a reliable information environment where citizens have more opportunities and motivation to take part in discussions and make fact-based proposals.



### accountability

The commitment fosters accountability of the public sector by tying decision-making to clear, data-based evidence. Risk identification and decision support tools help to justify decisions. Safe data environments enable the responsible analysis of sensitive data. The feedback mechanism of the co-creation environment shows that people's propositions are taken into account and have influence. This allows for the development of transparent monitoring and evaluation systems that make it possible to observe the implementation of reforms and the efficacy of the public sector.

# Commitment 2: Creating the necessary infrastructure for open governance



January 2026 –  
December 2029

## Activity 2.1. Using data and new technologies for decision-making

Milestones	Expected outputs	Expected completion date	Lead	Supporting stakeholders
Broadening the list of valuable open data and the use and possible creation of data processing environments	Guidelines and principles for making data public so that they can be used for developing language technology	06.2026	Ministry of Justice and Digital Affairs	Government: Ministry of Education and Research, Institute of the Estonian Language CSOs: Open Knowledge Estonia Others: Estonian Association of Media Companies, University of Tartu, Tallinn University of Technology and others
	Preparing legislative intent for valuable language data if needed	06.2026		
	Analysis of the language data space and performing a test project	12.2026		
Developing data-based decision support	Developing a prototype that answers questions based on the data in state information systems	12.2027	Government Office	Government: Ministries CSOs: According to the developed service Others: According to the developed service
	Each ministry has the prerequisites for developing data-based <sup>7</sup> services	09.2028		
	Creating at least two data services in at least four fields each year	12.2029		
Developing a tool for analysing systemic risks on digital platforms	Improving academic research capacity in Estonia, which will help the public sector decrease the negative impact of risks and external influences on democratic processes and national security	12.2027	Government Office	Government: Consumer Protection and Technical Regulatory Authority, Police and Border Guard Board CSOs: - Others: -
Developing a co-creation environment	Proceedings of different legislative drafts up to proposition to the Government of the Republic	12.2029	Government Office, Ministry of Justice and Digital Affairs	Government: - CSOs: Network of Estonian Nonprofit Organizations, Estonian Cooperation Assembly, e-Governance Academy Others: Centre of Registers and Information Systems

<sup>7</sup> According to the Data Action Plan 2025-2026 activity "30 state datasets made compatible with prerequisites for automatic use of data".

# Commitment 2: Creating the necessary infrastructure for open governance



January 2026 –  
December 2027

## Activity 2.2. Increasing the transparency of public decision-making

Based on the open government roadmap, we will implement activities that increase the transparency of policymaking and decision-making processes and increase information accessibility for interest groups.

**Commitment leads:** Ministry of Justice and Digital Affairs and Ministry of Finance

<b>Supporting stakeholders:</b>	<b>Government</b> Ministries, State Shared Service Centre, Centre of Registers and Information Systems (RIK), IT and Development Centre of the Ministry of the Interior (SMIT), National Archives of Estonia, Data Protection Inspectorate, Tax and Customs Board	<b>CSOs</b> Network of Estonian Nonprofit Organizations, Transparency International Estonia	<b>Other actors (parliament, private sector, etc.)</b> -
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### Problem definition

Most of the state's development plans, laws and public services are created at the initiative of the government, so the ministries have a significant role in shaping science-based policy, evaluating impact of decisions on everyday life and ensuring quality and inclusion in legislation. Interest groups are often included too late, once the draft is already prepared and there is no opportunity for real discussion.<sup>8</sup> Early inclusion at the stage of legislative intent would result in more knowledgeable decisions and save time.

Another problem is that the central government uses seven different information management systems. The systems are interfaced using X-tee and documents are mainly exchanged through DHX, but from the point of view of citizens and interest groups, they are all separate environments. The management systems are also outdated and expensive to maintain. The fragmentation of the systems makes cooperation more difficult, results in duplicating processes and does not support transparent data management or work flow between institutions

### Causes of the problem

The open government roadmap describes multiple potential causes, the most relevant of which are:

1. The time, activities and costs necessary for cooperation are not correctly accounted for. Information on planned processes is lacking and participants don't have enough time to provide their input.
2. Information on planned and current processes is lacking, only a narrow, fixed target group is able to participate.
3. Participation is organised as a formal obligation rather than collaboration.
4. Civil servants have a high workload when preparing decisions due to information management and different communication channels; lack of overview of input gathered through coordination stages.

There was no central coordination or unified vision regarding information management system development until 2017. Each government institution has developed and implemented their information management system separately according to their own needs, resources and practice. This results in a plurality of platforms, processes and user interfaces that does not facilitate cooperation between institutions, is complicated to use and increases administrative burden and expenses.

### What has been done to solve the problem

- **Meetings with interest groups.** Since 2021, senior civil servants register their meetings with interest groups and publish the information quarterly. The data is collated by the Ministry of Justice and Digital Affairs onto a dashboard, but there is no convenient and automatic registration environment resulting in inconsistent data quality.
- **Coordination practice.** In 2024, the share of drafts with approval deadlines under five days decreased (23 → 6). The average approval deadline increased from 12 days to 15, allowing for more discussion time.
- **Information management system (DHS).** There has been an agreement since 2022 for the central government to develop a unified DHS. Preparations were made in 2023-2025: financing, data classification framework, harmonisation of document types; system development began in 2024.
- **Register for the declaration of interests.** The register managed by the Ministry of Justice and Digital Affairs is accessible through e-MTA. This allows citizens to see public interest declarations, increasing the transparency of the work of civil servants.



### Solution

The proposed solution would make policymaking and decisions more clear and accessible to the public:

- Information on lobby meetings will be easily accessible, ensuring better quality and visibility of information.
- The Rules for Good Legislative Practice and Legislative Drafting and impact evaluation methodology will be updated in order to make legislation more systematic and understandable.
- A unified state information management system will be created, decreasing duplication, supporting cooperation between institutions and making it easier to publicise information.
- A register for the declaration of interests is developed to make submitting declarations easier for civil servants and viewing them easier for the public. In the future, the same solution can be used to simplify other public services.

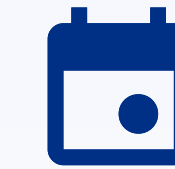


### Desired result

- To ensure that information on lobby meetings is provided and publishing is automatized, a unified application will be created for registering meetings.
- The prerequisites for updating the Rules for Good Legislative Practice and Legislative Drafting in order to simplify the rules on legislative intent and impact evaluation, clarify requirements for constitutional analyses, etc. will be established and published for use of relevant parties.
- A unified and modern information management system will be in use in the central government, supporting information lifecycle management in institutions. The system will harmonise work processes, decrease duplication and support data-based, transparent and citizen-centric information management. The centralised information management system will meet modern architectural standards – it will be cloud-based, open-source and unlicensed, allowing for flexible re-use and development in other public sector institutions.
- As stated in the Anti-Corruption Act, the desired result for the development of the register for the declaration of interests is the possibility for civil servants to conveniently submit declarations of their interests and for the public to be able to view them in the eesti.ee environment.

<sup>8</sup> Overview of implementation of the "Basic Principles for Legislative Policy until 2030" in 2024.

# Commitment 2: Creating the necessary infrastructure for open governance



January 2026 –  
December 2027

## Activity 2.2. Increasing the transparency of public decision-making

Based on the open government roadmap, we will implement activities that increase the transparency of policymaking and decision-making processes and increase information accessibility for interest groups.

**Commitment leads:** Ministry of Justice and Digital Affairs and Ministry of Finance

**Supporting stakeholders:**

**Government**

Ministries, State Shared Service Centre, Centre of Registers and Information Systems (RIK), IT and Development Centre of the Ministry of the Interior (SMIT), National Archives of Estonia, Data Protection Inspectorate, Tax and Customs Board

**CSOs**

Network of Estonian Nonprofit Organizations, Transparency International Estonia

**Other actors (parliament, private sector, etc.)**

-

## How will the commitment promote



### transparency

All the activities increase the transparency of the government and improve citizens' access to information. Automatising the submission and publication of lobby meetings will increase the number of visible meetings and show whose interests are represented in policymaking. The register for declaration of interests will make preventing conflicts of interest clearer and more visible. A centralised information management system provides a unified environment for the managing and publication of documents, allowing them to be partially public and access restrictions to be more flexibly managed. This makes data comparable and more structured and makes implementing the law more efficient.

The Rules for Good Legislative Practice and Legislative Drafting (HÕNTE) are not fully followed in their implementation, which is why the rules will be amended with the goal of implementing them using tools that support relevance and implementation and ensuring clear and relevant requirements that are easier to follow and harder to justify not following. In addition, the rules will support the clarity and transparency of legal acts and make it possible to evaluate the process as well as the quality of the draft.



### accountability

Making lobby meetings more transparent and creating the register for the declaration of interests will result in a mechanism that can be used to evaluate the independence of decision-makers and the balance of interests. This increases the accountability of policymakers and gives the public the opportunity to demand reasons for the decisions made.

A central information management system unifies the principles of the preparation, preservation and publication of documents, ensuring reliability and access of information. This supports the clarity of accountability and helps to manage the re-organisation of institutions or re-distribution of tasks, maintaining consistency and clear accountability at each stage.

An updated HÕNTE will support a clear and systematic legislative practice, making monitoring and evaluating implementation more transparent for all parties.



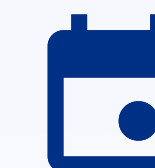
### citizen participation and co-creation

Transparency in lobbying and more accessible declarations of interests will give interest groups a clearer idea of the parties to policymaking and enable them to participate in discussions more fairly.

A central information management system will offer the public a structured access point to documents and decision-making bases of state institutions. If information is reliably managed and published in good time, citizens and interest groups can take part in decision-making processes with more awareness. A unified system enables work flows across institutions, speeding up processes and improving cooperation.

An updated HÕNTE will make requirements more clear to all parties and create the prerequisites for more knowledgeable and equal participation in public processes.

# Commitment 2: Creating the necessary infrastructure for open governance



January 2026 –  
December 2027

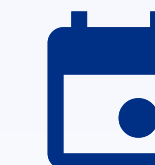
## Activity 2.2. Increasing the transparency of public decision-making

Milestones	Expected outputs	Expected completion date	Lead	Supporting stakeholders
Ensuring that information on lobby meetings is provided, automatising its publication and widening the potential circle	Automatising the publication of lobby meetings and an analysis of monitoring	06.2026	Ministry of Justice and Digital Affairs	Government: All ministries, Government Office CSOs: Transparency International Estonia, Network of Estonian Nonprofit Organizations Others: -
	Terms of reference for an application for registering lobby meetings	02.2027		
Updating the Rules for Good Legislative Practice and Legislative Drafting	Establishing the requirements for updating the Rules for Good Legislative Practice and Legislative Drafting (HÕNTE)	12.2025	Ministry of Justice and Digital Affairs	Government: All ministries, Government Office CSOs: Representative organisations, interest groups Others: Chancellery of the Riigikogu, Association of Estonian Cities and Municipalities
	Updating impact evaluation methodology	02.2026		
Developing and implementing a central information management system (DHS)	Implementing a minimum viable product of the development of a central DHS (one document type in three institutions)	01.2026	Ministry of Finance	Government: State Shared Service Centre, Centre of Registers and Information Systems (RIK), IT and Development Centre of the Ministry of the Interior (SMIT), ministries CSOs: - Others: National Archives of Estonia, Data Protection Inspectorate
	Stage I of developing the central DHS (main functionality)	12.2026 <sup>9</sup>		
	Stage II of developing the central DHS (archiving, migrating, reporting, interfaces)	12.2027 <sup>10</sup>		
Developing a register for the declaration of interests in order to implement the principle of non-duplication of data submissions	Developments of the register can be accessed from the eesti.ee service portal	06.2026	Ministry of Justice and Digital Affairs	Government: Ministry of Finance CSOs: - Others: -

<sup>9</sup> The deadlines for stages I and II will be confirmed at the start of 2026 after the minimum viable product implementation stage and will be reported on in the action plan's report and the updated action plan in June 2027.

<sup>10</sup> See footnote no 9.

# Commitment 2: Creating the necessary infrastructure for open governance



May 2025 –  
May 2029

## Activity 2.3. Improving the quality of public digital services and developing the GovTech ecosystem

We will create a framework based on the Guide for Choosing Digital Service Owners and Providers that will allow us to make decisions regarding delegating services to the private sector, create the necessary support mechanisms and develop the GovTech ecosystem with innovation-supporting procurements and boosting cooperation with entrepreneurs at an early stage.

Commitment lead: Ministry of Justice and Digital Affairs

Supporting stakeholders: Government Government Office

CSOs  
Estonian Association of Information Technology and Telecommunications (ITL), HealthTech Estonia, EdTech Estonia and other representative organs

Other actors (parliament, private sector, etc.)  
The service provider will be selected via procurement

### Problem definition

Estonia's public digital services system has grown and become fragmented, which is a burden on the state's management capacity and increases costs. The central government provides almost 900 services, in addition to local government and support services, and around 1400 registered datasets are used for their management. Services and their supporting systems are developed by different institutions in parallel, often with little coordination. Although there is cooperation with the private sector, the long-term management and development of the services is usually the responsibility of the public sector, which increases costs and reduces flexibility. Changing needs require a more systematic approach to the delegation of digital services and a strong GovTech ecosystem.

### Causes of the problem

The division of management and accountability for services in decentralised, making the system more complex and expensive. The public sector develops a large part of the services itself, including components that could be more effectively developed by the private sector. There is no clear framework for how to select the owner and provider of a service or how to delegate services. There is a lack of procurements supporting market analysis and innovation, and there are not always ready-made solutions on the market. Regulatory and practical support mechanisms (data protection, intellectual property, state assistance, quality requirements) are not consistently implemented. There is no centralised support unit that institutions could turn to with practical delegation issues.

### What has been done to solve the problem

In 2021, the public services council approved the base principles of developing digital services: ten principles that are relevant for any service. A toolbox has been created to implement the principles, including suggestions, tools and guidelines to help determine development needs and successfully develop the service. The toolbox also includes a framework for the coordination of the e-state. The Estonian e-charter created by the National Audit Office and the Chancellor of Justice describes the rights of digital service users in the e-state and includes audit questions for service users as well as for the institution developing the service. Find a more detailed overview of our activities on the Ministry of Justice and Digital Affairs website<sup>11</sup>.

In the spring of 2025, the Guide for Choosing Digital Service Owners and Providers<sup>12</sup> was prepared for the Government Office and Ministry of Justice and Digital Affairs, which methodically answers the question of whether a public sector digital service should be developed and managed internally or in cooperation with the private sector and to what extent. The guide brings together economic incentive, market potential and risk and sustainability evaluation, gives examples of cooperation between the state and the private sector and gives recommendations for evaluating the total cost of a service, avoiding vendor lock-in and ensuring security in sensitive fields. An AI advisor was also created, to help use the guide more quickly and efficiently and develop initial decision analyses.



### Solution

Under the leadership of the Government Office and the Ministry of Justice and Digital Affairs, the Guide for Choosing Digital Service Owners and Providers will be implemented to help institutions choose when to delegate services to the private sector. It is important to develop nationwide processes where delegating services is one of the criteria (e.g. preparing the state budget and budget strategy, Development Projects Act). In addition, practical support mechanisms should be developed, including data protection and intellectual property risk reduction, creating a quality framework, market functioning analysis, and cost efficiency evaluation. Developing the GovTech ecosystem includes procurements that support innovation and are problem-based, early involvement of the private sector and widening cooperation networks.



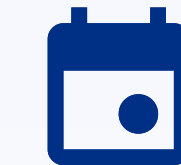
### Desired results

- A cost-effective and transparent system where delegating public digital services to the private sector decreases state management costs, ensures service quality and increases understanding of the service cost.
- A strong GovTech ecosystem that increases the capacity of small and medium enterprises to offer public digital services and creates export potential.
- Clear and unified rules for choosing the owners and providers of digital services that increase trust, support innovation and improve the maturity of Estonia's e-state.

<sup>11</sup> <https://www.justdigi.ee/digi-side-ja-kuber/digiteenused/digiteenuste-arendamine> (in Estonian).

<sup>12</sup> <https://riigikantselei.ee/avalike-digiteenuste-omaniku-ja-pakkuja-valik-0> (in Estonian).

# Commitment 2: Creating the necessary infrastructure for open governance

 May 2025 –  
May 2029

## Activity 2.3. Improving the quality of public digital services and developing the GovTech ecosystem

We will create a framework based on the Guide for Choosing Digital Service Owners and Providers that will allow us to make decisions regarding delegating services to the private sector, create the necessary support mechanisms and develop the GovTech ecosystem with innovation-supporting procurements and boosting cooperation with entrepreneurs at an early stage.

**Commitment lead:** Ministry of Justice and Digital Affairs

**Supporting stakeholders:** **Government**  
Government Office

**CSOs**  
Estonian Association of Information Technology and Telecommunications (ITL), HealthTech Estonia, EdTech Estonia and other representative organs

**Other actors (parliament, private sector, etc.)**  
The service provider will be selected via procurement

## How will the commitment promote



**transparency**

The Guide for Choosing Digital Service Owners and Providers and related support mechanisms will create a unified and transparent framework that helps to justify why, to whom and on what conditions public services are delegated, with a focus on the total cost of the service and the risks. This ensures a transparent and honest IT service procurement process.



**citizen participation  
and co-creation**

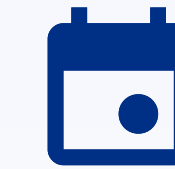
Developing the GovTech ecosystem supports cooperation-based innovation through early involvement of the private sector in service development and facilitating problem-based procurements that bring the needs of the state to a wider market and create new opportunities for cooperation. When delegating a service to the private sector, the service provider may also be a civil society organisation.



**accountability**

Implementing clear decision-making principles and criteria in the development of services and its delegation increases the accountability of public sector institutions for quality, cost efficiency and the reasoning behind management decisions.

# Commitment 2: Creating the necessary infrastructure for open governance



May 2025 –  
May 2029

## Activity 2.3. Improving the quality of public digital services and developing the GovTech ecosystem

Milestones	Expected outputs	Expected completion date	Lead	Supporting stakeholders
Creating a legal framework	The IT Development Projects Act and related legislative changes that obligate us to analyse the extent of the state's role and decrease it	12.2026	Ministry of Justice and Digital Affairs	Government: Government Office CSOs: Estonian Association of Information Technology and Telecommunications (ITL), HealthTech Estonia, EdTech Estonia and other representative organs Others: -
Delegating digital services and developing the GovTech ecosystem in Estonia	Delegating at least 20 services or service components. Implementing new processes and procurement principles in state institutions.	05.2029	Ministry of Justice and Digital Affairs	Government: Government Office CSOs: Estonian Association of Information Technology and Telecommunications (ITL), HealthTech Estonia, EdTech Estonia and other representative organs Others: The service provider will be selected via procurement

# Commitment 2: Creating the necessary infrastructure for open governance



March 2025 –  
January 2027

## Activity 2.4. Reducing bureaucracy in cooperation with the private sector

We will gather and implement proposals made by entrepreneurs and discussed by the Council for Efficiency and Economic Growth for reducing regulations and bureaucracy. We will perform analyses and monitoring in order to support effective government decision-making and ensure transparent impact evaluation. We will make reporting fully data-based, so that entrepreneurs will only need to submit their data once and the state will manage their future processing.

**Commitment lead:** Government Office

**Supporting stakeholders:**

**Government**  
Ministries, Tax and Customs Board, Statistics Estonia

**CSOs**  
Civil society organisations with proposals

**Other actors (parliament, private sector, etc.)**  
Members of the Council for Efficiency and Economic Growth, other participants with proposals

### Problem definition

Bureaucracy in the public sector is too demanding according to entrepreneurs and the public, and reduces the effectiveness of cooperation. Estonian legal persons have submitted around 700 proposals for reducing bureaucracy. Although these initiatives are important, they require a more systematic framework for both presenting ideas and implementing them, so changes become permanent. The Open Government Partnership action plan provides a framework for reducing bureaucracy sustainably on the one hand, and a platform for implementing proposals from entrepreneurs and civil society organisations in a transparent and inclusive way on the other.

Estonian entrepreneurs, and civil society organisations to some extent, have to do a lot of reporting work: information needs to be presented to various institutions repeatedly and in different formats. Statistics Estonia, the Tax and Customs Board, the Agricultural Registers and Information board and others collect data in parallel, creating thousands of hours of extra work for enterprises. New solutions could decrease the work of reporting by millions of hours for entrepreneurs. Feedback shows that their biggest problem is having to submit data repeatedly and the parallel nature of systems and forms.

Strategical planning processes and monitoring, including indicators, are fragmented among various documents and systems. Information is not accessible in one place, work processes are time-consuming and preparing reports is mainly done by manual labour. Many reports are prepared manually and require searching for data from many sources, which is time-consuming and inefficient

### Causes of the problem

Proposals from different groups are not always collated or related to the governing process. The work processes of the public sector are fragmented. Bureaucratic requirements in some areas – reporting, safety, specialist licenses – are especially burdensome. Implementing proposals is slow and the impact of outputs is not clearly measurable or visible. The regular feedback and implementation (automatic, data-based) monitoring system needs improving, which would ensure a stable change in cooperation with entrepreneurs. The council's work is supported by the Government Office and other institutions, but the broader and systematic implementation of results requires a better process.

Reporting systems are designed according to the institutions' needs, not the user experience. There are no unified taxonomies or interfaces that would enable data to be automatically forwarded. The public sector's information systems are not integrated enough and the same data fields need to be filled in multiple times. Regulations don't support the principle of non-duplication of data. All of this reduces entrepreneurs' time to focus on their main activities.

Different development plans, programmes and reporting forms are used inconsistently within internal and external networks. There is no unified framework that would provide a transparent overview of goals and the monitoring of their results. The lack of consistency between information systems and lack of metadata make relevant and exact data harder to access. Indicators are not collated into a unified system and they lack standard metadata. The information systems are not connected, so the same data needs to be found and input multiple times. Checking for relevance is often difficult and it isn't always evident which version is the latest and valid one.

### What has been done to solve the problem

A state reform including de-regulation has been under discussion for decades. One of the first systematic initiatives was the creation of the Estonian Cooperation Assembly's State Management Plan 2013-2015. In the following years, a State Reform Foundation made up of constitutional law experts and entrepreneurs prepared vision documents and proposals emphasising the need to analyse and re-organise the functions and structure of the central government, constitutional institutions and local government. A more detailed overview of previous initiatives and their results can be found in the analysis prepared by the Ministry of Finance<sup>13</sup>.

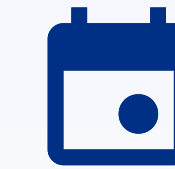
In March 2025, the Council for Efficiency and Economic Growth (hereinafter Council of Entrepreneurs) was established at the initiative of the Prime Minister, with the Government Office as its secretariat. The council's task is to make concrete proposals to the Prime Minister for de-regulation, reducing requirements and bureaucracy and steps that would facilitate economic growth. The council is largely focused on four areas: planning, reporting, public sector monitoring, unnecessary requirements and regulations. As of September 2025, 663 proposals have been submitted, of which 122 have been supported by the Government of the Republic and 14 have been implemented.

We have begun with developing data-based reporting (APA), with the aim of creating unified taxonomies and machine to machine interfaces. 15 projects decreasing administrative burden are underway, including an investment of 2.6 million euros by Tax and Customs Board into developing new TSD, KMD and TÖR solutions. Some surveys have already been analysed and solutions are being tested (e.g. accommodation provider reports). State datasets will be used to replace repeating surveys.

A strategic planning framework has been created that is based on the State Budget Act and the regulation for preparing development plans and programmes. In addition, an environment that collates strategic planning and reporting processes has recently been developed.

<sup>13</sup> [https://www.fin.ee/sites/default/files/documents/2023-08/Riigireformi%20anal%C3%BC%C3%BCs%202023\\_riiireformi%20tagasivaade.pdf](https://www.fin.ee/sites/default/files/documents/2023-08/Riigireformi%20anal%C3%BC%C3%BCs%202023_riiireformi%20tagasivaade.pdf) (in Estonian).

# Commitment 2: Creating the necessary infrastructure for open governance



March 2025 –  
January 2027

## Activity 2.4. Reducing bureaucracy in cooperation with the private sector

We will gather and implement proposals made by entrepreneurs and discussed by the Council for Efficiency and Economic Growth for reducing regulations and bureaucracy. We will perform analyses and monitoring in order to support effective government decision-making and ensure transparent impact evaluation. We will make reporting fully data-based, so that entrepreneurs will only need to submit their data once and the state will manage their future processing.

**Commitment lead:** Government Office

**Supporting stakeholders:**

**Government**  
Ministries, Tax and Customs Board, Statistics Estonia

**CSOs**  
Civil society organisations with proposals

**Other actors (parliament, private sector, etc.)**  
Members of the Council for Efficiency and Economic Growth, other participants with proposals



### Solution

The Council of Entrepreneurs submits proposals to the government for reducing bureaucracy and increasing the efficiency of the public sector. The role of the Government Office and other government institutions is providing evaluations and performing analyses in order for the government to make reasoned decisions (e.g. reducing duplication of data, increasing the speed of planning processes or simplifying work safety regulations). An important part of the process is the monitoring and transparency of implementation, wherein the Government Office monitors which proposals make it into government decisions and evaluates their impact. The monitoring of proposals ensures that information is published in a way that is easily understandable for those who do not deal with topics like this on an everyday basis. It also ensures that proposals submitted by the council are implemented according to legislative involvement procedures.

To implement data-based reporting, reporting must be done fully based on data: the legal person submits their data once, into one system, and the state organises any subsequent data forwarding. The most frequently submitted reports (~150) will be standardised and integrated into the interface. Tax and Customs Board's new solutions make it possible to forward declarations from accounting software automatically. In addition, methodology using already existing private and state data will be developed, reducing the need for separate reports. The goal for 2030 is for at least 75% of reporting to be automatised.

The developed monitoring portal provides a unified platform that brings together all development documents, process overviews and datasets, which can be used to gather data and information for the strategic planning process. The portal gathers indicators into a unified data environment where they are standardised, described using metadata and accessible to civil servants and the public. The solution allows us to visualise data, create automatic reports and use AI tools to speed up processes and improve quality. The aim of the portal is to simplify work flows, collate data into one place and create a basis for the use of AI in state strategic planning.



### Desired result

**Initiative to reduce bureaucracy:**

- A smoother and more transparent process of reducing bureaucracy, so that entrepreneurs' proposals make it into government decisions faster and with more clarity.
- A more efficient and reduced administrative burden between the public sector and enterprises, freeing up time to focus on activities that add value.
- More trust and cooperation, wherein a stronger partnership is built between entrepreneurs and the public sector based on a structured and public process.

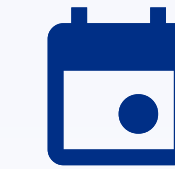
**Automatising reports in the private sector:**

- Reporting burdens decrease significantly for entrepreneurs.
- The obligation to submit duplicate data is eliminated.
- Millions of work hours will be saved by 2030.
- Less bureaucracy and more flexibility for entrepreneurs.
- A transparent and efficient system based on re-using data and automatic interfacing.

**Automatising strategic planning:**

- All data and documents related to strategic planning are in one place and can be found through one search.
- Work processes become faster and simpler, reporting is mostly automatic and relevant.
- AI tools support the creation of analyses and overviews.
- Transparency and public access to data for the public and decision-makers improves.

# Commitment 2: Creating the necessary infrastructure for open governance



March 2025 –  
January 2027

## Activity 2.4. Reducing bureaucracy in cooperation with the private sector

We will gather and implement proposals made by entrepreneurs and discussed by the Council for Efficiency and Economic Growth for reducing regulations and bureaucracy. We will perform analyses and monitoring in order to support effective government decision-making and ensure transparent impact evaluation. We will make reporting fully data-based, so that entrepreneurs will only need to submit their data once and the state will manage their future processing.

**Commitment lead:** Government Office

**Supporting stakeholders:**

**Government**  
Ministries, Tax and Customs Board, Statistics Estonia

**CSOs**  
Civil society organisations with proposals

**Other actors (parliament, private sector, etc.)**  
Members of the Council for Efficiency and Economic Growth, other participants with proposals

## How will the commitment promote



### transparency

Proposals from entrepreneurs will be made public on dashboards that allow anyone to see what ideas have been proposed for reducing bureaucracy and what stage they are at, creating a clear and observable process. Information is presented clearly and in a way that can be understood by laymen.

Automatising reporting will make repeating data accessible through one system and reduce manual labour, ensuring a reliable overview.

Automatising strategic planning collates development plans, indicators and reports into one monitoring portal, offering clear and relevant information for both civil servants and the public.



### citizen participation and co-creation

The Council of Entrepreneurs invites entrepreneurs to actively share proposals based on their experiences and discuss them with the public sector, which supports early involvement and problem-based co-creation. The Council of Entrepreneurs is not a shortcut to turning proposals into decisions and does not replace regular inclusion and cooperation in the preparation of drafts and initiatives, but offers input in addition to the current decision-making processes for determining problems.

Automatising reporting relieves the administrative burden of the private sector, allowing them to focus on more effective cooperation forms with the public sector.

The monitoring portal creates an open space allowing citizens and interest groups to access goals and indicators and make fact-based proposals.



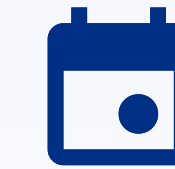
### accountability

The Government Office and the ministries will analyse proposals and observe their implementation, which makes it possible to evaluate what ideas become decisions and what their impact is – this creates a clear basis for institutional accountability.

Automatising reporting ties decisions to clear data and shows what institution is responsible for forwarding specific data.

Automatising strategic planning standardises indicators and monitoring, making the evaluation of results unambiguous and controllable.

# Commitment 2: Creating the necessary infrastructure for open governance



March 2025 –  
January 2027

## Activity 2.4. Reducing bureaucracy in cooperation with the private sector

Milestones	Expected outputs	Expected completion date	Lead	Supporting stakeholders
<b>Initiative to reduce bureaucracy</b>	Analysing all Council of Entrepreneurs proposals, implementing where possible, and making information accessible to the public	10.2026	Government Office	Government: Ministries CSOs: Civil society organisations with proposals Others: Other parties with proposals
<b>Automatising reporting in the private sector</b>	Capacity to accept TSD and KMD declarations and TÖR entries directly from the accounting software into the machine to machine interface <sup>14</sup>	01.2027	Government Office	Government: Tax and Customs Board, Statistics Estonia CSOs: - Others: -
<b>Automatising strategic planning</b>	Preparing strategic planning documents and reporting based on the “single submission principle” and gathering and displaying them in the monitoring portal	12.2026	Government Office	Government: Ministry of Finance CSOs: - Others: -

<sup>14</sup> Subsequent expected outputs will become clear throughout the project.

# Implementing the Action Plan

The action plan will be implemented through a partnership between the government and civil society organisations. The lead for each commitment coordinates cooperation with supporting stakeholders and partners based on the principles of opening governance (transparency, cooperation, accountability). The Government Office will publish an overview of the implementation of the action plan on its website<sup>15</sup> at least twice a year: 30 June and 31 December, based on overviews of implementation by those responsible for the commitments and feedback from the partners involved.

The implementation of the action plan is monitored and coordinated by ARVAK, which meets at least once every six months. The activities of ARVAK are supported by an informal OGP roundtable, which includes representatives of civil society organisations and other interested parties.

In the middle of the action plan's duration, in 2027, its implementation will be more thoroughly reviewed by the government and civil society organisations together and necessary corrections and amendments are made.

At the end of its duration, a report on the implementation of the action plan will be prepared. The independent evaluation mechanism (IRM) will produce three reports on the action plan: a baseline report analysing the relevance and potential impact of the commitments, an intermediate report focusing on the process of updating the action plan and new or amended commitments, and a final report focusing on the effectiveness of the implementation of the commitments.

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<sup>15</sup> <https://www.riigikantselei.ee/valitsuse-too-planeerimine-ja-korraldamine/valitsuse-too-toetamine/avatud-valitsemise-partnerlus>.

# Annex 1. Action Plan Preparation Process

The action plan schedule was approved by ARVAK on 28 October 2024. During the period of preparation, the Government of the Republic changed twice: in July 2024 and March 2025, which delayed the completion of the action plan.

Duration	Activity	Aim
09.- 10.08.2024	Cooperation through discussions at the Opinion Festival	Offering five organisers of discussions related to Estonia 2035 and OGP the opportunity to provide input for the action plan
03.10.2024	Meeting with the Ministry of Justice and Digital Affairs (JDM)	Discussing the potential unifying of the anti-corruption action plan and JDM's implementable activities with the OGP action plan
28.10.2024	ARVAK meeting	Evaluating the implementation of the 2022-2024 action plan Agreeing on a process for preparing the new action plan
12.11.2024	Meeting with county-level civil society consultants	Introducing the process of preparing the action plan and opportunities to be included on the county level
13.11.2024	OGP roundtable meeting	Discussing the process of preparing the action plan and analysing previous action plan results
03.12.2024	Discussion seminar with county-level civil society consultants	Gathering consultants' proposals for the new OGP action plan and discussing opportunities to organise local discussions on the topic
29.01– 17.02.2025	Public crowdsourcing of ideas	Finding new OGP activities
30.01.2025	2022-2024 OGP Action Plan report	Giving an overview of previous results and creating a framework for subsequent discussions

Duration	Activity	Aim
26.03.2025	Event: “Local Governments: Opportunities for Local Involvement”	Finding potential OGP activities through seminar workshops organised with the Estonian Cooperation Assembly and Ministry of Regional Affairs and Agriculture, including local government representatives
14.05.2025	OGP inclusion seminar	Agreeing on priority activities for the upcoming period at a seminar organised with the Estonian Cooperation Assembly
03.06.2025	ARVAK meeting	Introducing the OGP Action Plan draft
13.–19.06.2025	ARVAK approval for the first version of the action plan	Getting approval on the action plan from ARVAK
03.–09.10.2025	Action plan update and approval from ARVAK	Getting approval for presenting the action plan to the coordination circle
15.10.2025	Feedback to participants of the crowdsourcing and inclusion event	Explaining the reasoning and final decisions for the action plan
20.10–06.11.2025	Presenting the action plan to a public coordination circle	The action plan is approved by leads, stakeholders and other participants to the process
15.01.2026	Presenting the action plan to the Government of the Republic	Getting approval on the action plan

## Annex 2. Summary of action plan activities

Activity and milestone	Lead	Results	Deadline
<b>Activity 1.1. Developing the cooperation and inclusion skills of policymakers</b>			
Co-creation and communication support programme for supporting societally significant initiatives and drafts	Government Office	Improved cooperation and inclusion skills of civil servants who participate in the programme	10.2029
Developing cooperation and communication skills of senior civil servants	Government Office	Public sector leaders who facilitate dialogue, listening and co-creation	12.2026
Creating a quick consult model with researchers for short-format cooperation, testing and implementation of the model	Ministry of Economic Affairs and Communications	A flexible method to consult researchers on important decisions	06.2027
Testing and gradually broadening a training programme for middle-ranking civil servants	Ministry of Finance	Public sector leaders who facilitate dialogue, listening and co-creation	12.2028
Developing, testing and implementing the discussion format	Government Office	A developed and implemented participation format with a described and published methodology that is used in decision-making	12.2026
Description of good inclusion and co-creation norms and methods in a toolbox	Government Office	Descriptions of published methods with examples	12.2029

Activity and milestone	Lead	Results	Deadline
<b>Activity 1.2. Increasing the role of the Open Government Committee on Development in promoting open governance</b>			
Updated ARVAK membership and work organisation	Government Office	ARVAK becoming a substantial and broad-based cooperation network	02.2026
The functioning of ARVAK under the new membership	Government Office	ARVAK becoming a substantial and broad-based cooperation network	06.2026
The new membership of ARVAK taking part in renewing the OGP action plan	Government Office	ARVAK becoming a substantial and broad-based cooperation network	09.2027
<b>Activity 2.1. Using data and new technologies for decision-making</b>			
Broadening the list of valuable open data and the use and possible creation of data processing environments	Ministry of Justice and Digital Affairs	Increased accessibility and use of Estonian open data	12.2026
Developing data-based decision support	Government Office	Creating at least two data services in at least four fields each year	12.2029
Developing a tool for analysing systemic risks on digital platforms	Government Office	Increased academic research capacity in Estonia	12.2027
Developing a co-creation environment	Government Office, Ministry of Justice and Digital Affairs	An environment for processing legislative drafts up to proposition to the Government of the Republic	12.2029

Activity and milestone	Lead	Results	Deadline
<b>Activity 2.2. Increasing the transparency of public decision-making</b>			
Ensuring that information on lobby meetings is provided, automatising its publication and widening the potential circle	Ministry of Justice and Digital Affairs	A clearer understanding of policymaking for interest groups, enabling fairer participation in discussions	02.2027
Updating the Rules for Good Legislative Practice and Legislative Drafting	Ministry of Justice and Digital Affairs	Creating the prerequisites for more knowledgeable and equal participation in public processes	02.2026
Developing and implementing a central information management system (DHS)	Ministry of Finance	A central information management system for management and publication of documents	12.2027
Developing a register for the declaration of interests in order to implement the principle of non-duplication of data submissions	Ministry of Justice and Digital Affairs	A more convenient way to submit declarations of interest and for the public to view them in eesti.ee	06.2026
<b>Activity 2.3. Improving the quality of public digital services and developing the GovTech ecosystem</b>			
Creating a legal framework	Ministry of Justice and Digital Affairs	Ensuring a transparent and honest digital service procurement process and increasing the public sector's accountability for service quality	12.2026
Delegating digital services and developing the GovTech ecosystem in Estonia	Ministry of Justice and Digital Affairs	Supporting cooperation-based innovation with early involvement of the private sector in service development and facilitation of problem-based procurements	05.2029

Activity and milestone	Lead	Results	Deadline
<b>Activity 2.4. Reducing bureaucracy in cooperation with the private sector</b>			
Initiative to reduce bureaucracy	Government Office	A smooth and transparent process for reducing bureaucracy	10.2026
Automatising reporting in the private sector	Government Office	Easing the administrative burdens of the private sector	01.2027
Automatising strategic planning	Government Office	Improving transparency and public access to data for the public and decision-makers	12.2026

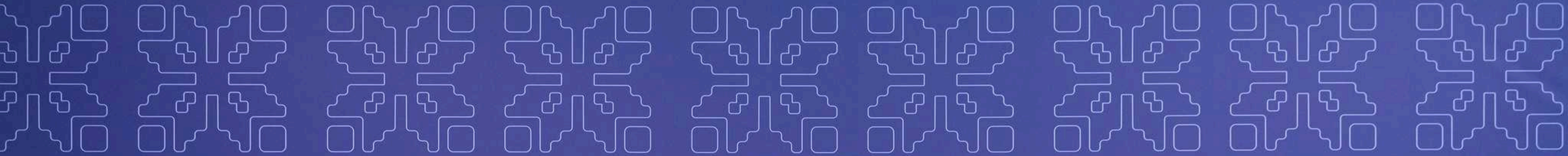
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