

# **Estonia's Open Government Partnership Action Plan for 2020–2022**

## Table of contents

|                                                                                                                                                                                            |    |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----|
| Introduction.....                                                                                                                                                                          | 3  |
| Activities to date in the OGP .....                                                                                                                                                        | 4  |
| Process for preparing the Action Plan .....                                                                                                                                                | 5  |
| Future Action Plan .....                                                                                                                                                                   | 6  |
| Commitment 1: Increasing the capacity for co-creative policy-making within government authorities .....                                                                                    | 8  |
| 1.1 Development of a co-creation workspace .....                                                                                                                                           | 8  |
| 1.2 Increasing co-creative policy-making skills .....                                                                                                                                      | 10 |
| Commitment 2: Increasing the capacity for co-creative policy-making within local governments .....                                                                                         | 13 |
| 2.1 Introducing the principles of open government within local governments .....                                                                                                           | 13 |
| 2.2 Increasing co-creative policy-making skills and the contribution of communities in local governments.....                                                                              | 15 |
| Commitment 3: Increasing the transparency of policy-making.....                                                                                                                            | 17 |
| 3.1 Development and implementation of guidelines for the good practice in lobbying and for the prevention of conflicts of interest for ministers and their advisers and for officials..... | 17 |
| 3.2 Supporting the implementation of whistle-blower protection regulations.....                                                                                                            | 19 |
| Implementing the Action Plan .....                                                                                                                                                         | 21 |

## Introduction

The Open Government Partnership (hereinafter 'OGP') is an international initiative to increase the openness, transparency and people-centredness in the exercising of public authority, using new technologies for this purpose. Estonia joined the initiative in 2012. The OGP activities are implemented through two-year action plans, with the 'Estonian Open Government Partnership Action Plan 2020–2022' (hereinafter 'Action Plan') being the fifth. The activities of Estonia's OGP are coordinated by the Open Government Committee on Development (hereinafter 'ARVAK'), which includes representatives from ministries as well as non-governmental organisations.

The Action Plan supports the achievement of the strategic goals of the country's long-term development strategy 'Estonia 2035'. More directly, the Action Plan is related to the goal 'Estonia is an innovative, reliable and people-centred country':

- 'Estonia is an innovative country that values the creation and use of knowledge, where social life is organized with the help of new, people-centred and efficient technologies. The legal and tax environment and the organisation of governance foster social cohesion, the adoption of new solutions, innovation and flexible public administration. Public services function in the background and are predictable, and the data space is protected. Organisation of the Estonian State and people's participation therein is both trend-setting and exemplary for other countries;
- Estonia is a reliable country for its citizens and a valued partner in international relations. The governance of the state is open, i.e. power is exercised in the public interest, both honestly and transparently. Estonia is guarded and protected, we are well-known in the world and the country's international position is strong;
- As a country, Estonia is people-centred, where policy-making is co-creative and people can participate in making important decisions. Public services are of high quality and accessible to people, regardless of where they live, and increase people's well-being and security.

The Action Plan also supports the 'Estonia 2035' goals 'Smart, active and healthy people living in Estonia' ('An active person copes well and is socially active and responsible, contributing to the development of both the community and country throughout their life') and 'Estonian society is caring, cooperative and open' ('A cooperative society is network-based and active. Each and every person, community and non-governmental organization can and wants to get involved in the organization of society and work together').

Achieving these goals is also supported by several strategic development documents and sectoral action plans. The OGP Action Plan focuses on activities that are carried out in co-operation between governmental authorities and non-governmental organisations. The activities have been selected on the basis of proposals<sup>1</sup> submitted to the public idea gathering and the initiatives of ministries. The Government Office coordinates the preparation and implementation of the Action Plan.

---

<sup>1</sup>The public collection of ideas took place from 21 May to 4 June 2020, with nine proposals being submitted by the E-Governance Academy, Transparency International Estonia, Green Tiger Initiative, The Foundation Estonian Cooperation Assembly, OÜ Juhatus Kompetentsikeskus and the Estonian Education Forum (with the Estonian Non-formal Adult Education Association).

## Activities to date in the OGP

Estonia's four Open Government Partnership action plans to date have included 53 activities in total. The focus is on transparent and inclusive policy-making and the digital infrastructure that supports it.

Internationally, the Citizen Initiative Portal has received a lot of attention, through which everyone can raise a social problem or issue, hold a public debate on it or initiate the preparation of a collective address to the *Riigikogu*.<sup>2</sup> Estonia is also leading by example with its draft information system, in which the possibilities to inform interested parties about the progress of the draft proceedings have been increased as part of the OGP action plans, and development is underway, as a result of which the information system will become a draft co-creation workspace.

In order to increase transparency and understanding about the use of public funds, government accounting data concerning the application of public money has been published,<sup>3</sup> with an online overview of payments made to non-governmental organisations by central government agencies having been created<sup>4</sup>. The data portal [opendata.riik.ee](http://opendata.riik.ee) has also been set up, and data related to the plenary sittings of the *Riigikogu* have been made available as open data<sup>5</sup>. The website for assessing the service levels of local governments has been completed, where one can view local government data by area and compare such data with the Estonian average and that of other local governments.<sup>6</sup>

Several initiatives with the aim to increase the policy-making skills of state and local government officials have been implemented and will continue in the future. Within ministries, engagement coordinators provide the necessary support to the officials and central training events are organized for officials from both state and local governments. Guidelines and examples have been developed for local governments on how to prepare an easy-to-understand overview of the budget. They have also been guided in the implementation of an inclusive budget and in the preparation of an action plan for open governance of their unit.

At the same time, the concept of a strategic partnership was developed in order to increase the transparency of non-governmental organisation funding. In order for the civil society to be able to better analyse public policy and involve its member organizations in the development of positions, a non-governmental development programme has been implemented.

All of Estonia's OGP action plans thus far, their reports and assessments by the Independent Reporting Mechanism (hereinafter 'IRM') are available on the Government Office's website.<sup>7</sup>

---

<sup>2</sup> [www.rahvaalgatus.ee](http://www.rahvaalgatus.ee); since 2014, 66 collective addresses have been submitted to the *Riigikogu* (47 through the people's initiative portal and 19 on paper). Since the launch of the portal in 2016, more than 89,500 digital signatures (eID, PIN2) have been provided to 132 initiatives. Real-time updated statistics is published on the front page of the portal. The portal uses open data applications programming interfaces (APIs) to gather and share information.

<sup>3</sup> <https://riigiraha.fin.ee>; the data has been published since 2004 and is constantly being updated.

<sup>4</sup> [mtyraha.heakodanik.ee](http://mtyraha.heakodanik.ee); the data for 2016–2018 is currently available, with data for 2019 to be added in the near future.

<sup>5</sup> The open data of the *Riigikogu* is issued via the applications programming interface (API) in JSON format:

<https://api.riigikogu.ee/swagger-ui.html>.

<sup>6</sup> [minuomavalitsus.fin.ee](http://minuomavalitsus.fin.ee); the data has been published since 2016.

<sup>7</sup> <https://www.riigikantselei.ee/et/avatud-valitsemise-partnerlus>

## Process for preparing the Action Plan

The ARVAK confirmed the process on 3 December 2019. Since some of the planned activities had to be postponed due to the emergency situation a new schedule was approved on 25 May 2020. The renewal of the schedule aimed to submit the action plan by the deadline prescribed in the action programme of the Government of the Republic so that there are no concessions concerning involvement and co-creation.

Table 1. Process for preparing the Action Plan

| Time            | Activity                                                                                                  | Goal                                                                                                                                                                                                                                                    |
|-----------------|-----------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 7.–21.10.2019   | Preliminary meetings with interest groups                                                                 | Introducing the OGP to interest groups that have been less involved (The Estonian Chamber of Disabled People, The Estonian National Youth Council, Kodukant, the Estonian Village Movement, Transparency International Estonia, elderly policy experts) |
| 30.10.2019      | Opening seminar of the Action Plan                                                                        | To find common ground in the OGP via strategy 'Estonia 2035' in cooperation with the OGP roundtable and representatives of interest groups                                                                                                              |
| 03.12.2019      | ARVAK meeting                                                                                             | To agree on a process for preparing the Action Plan                                                                                                                                                                                                     |
| 06.02.2020      | OGP roundtable meeting                                                                                    | To discuss the process for preparing the Action Plan                                                                                                                                                                                                    |
| 17.02.2020      | Meeting of the secretary generals                                                                         | To introduce the process for preparing the Action Plan                                                                                                                                                                                                  |
| 18.02.2020      | ARVAK meeting                                                                                             | To provide an assessment concerning the implementation of the current Action Plan and the need to continue its activities                                                                                                                               |
| 25.05.2020      | ARVAK meeting (by letter)                                                                                 | To update the schedule for preparing the Action Plan                                                                                                                                                                                                    |
| 21.05–4.06.2020 | Public gathering of ideas (including ministries)                                                          | Find new OGP activities                                                                                                                                                                                                                                 |
| 10.06.2020      | Seminar with representatives from related partner organizations and ministries                            | To develop possible new activities for the Action Plan                                                                                                                                                                                                  |
| 15.06–3.07.2020 | Thematic workshops with representatives from related partner organizations and ministries                 | To agree on the activities to be contributed to the OGP Action Plan (including activities aimed at local governments, the prevention of corruption and the dissemination of co-creation methods)                                                        |
| 6.07–4.08.2020  | Preparation of a draft action plan with representatives from related partner organizations and ministries | The discussions and agreements so far have been analysed and the draft action plan has been completed                                                                                                                                                   |
| 10.08.2020      | ARVAK meeting and introduction of the Action Plan at the meeting of the secretary generals                | Preparation of the Action Plan for public consultation and coordination                                                                                                                                                                                 |
| 12.–27.08.2020  | Coordination of the Action Plan                                                                           | An agreement has been reached with partners and ministries concerning the Action Plan                                                                                                                                                                   |
| 18.09.2020      | Submission of the OGP Action Plan to the Government of the Republic                                       | Approval of the Action Plan                                                                                                                                                                                                                             |

## Future Action Plan

According to the OGP guidelines, the activities must be specific, with a measurable result, agreed upon with the responsible person and the co-responsible person(s), relevant, and capable of being performed at the planned time.

The Action Plan provides three commitments, for the performance of which six complementary activities are planned. Two of them, the development of a co-creative workspace for drafting and increasing co-creative policy-making skills in local governments, are follow-up activities.

Table 2. Commitments and activities of the Action Plan

| Commitment                                                                     | Activity                                                                                                                                                     |
|--------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Increasing co-creative policy-making capacity within government authorities | 1.1 Development of a co-creation workspace                                                                                                                   |
|                                                                                | 1.2 Increasing co-creative policy-making skills                                                                                                              |
| 2. Increasing co-creative policy-making capacity within local governments      | 2.1 Introducing the principles of open government within local governments                                                                                   |
|                                                                                | 2.2 Increasing co-creative policy-making skills and the contribution of communities in local governments                                                     |
| 3. Increasing the transparency of policy-making                                | 3.1 Development and implementation of guidelines for the avoidance of conflicts of interest for senior officials and good practice in dealing with lobbyists |
|                                                                                | 3.2 Supporting the implementation of whistle-blower protection regulations                                                                                   |

As this is the fifth action plan for Estonia, we have accumulated enough experience to contribute to the OGP management in the future. For this reason, we are considering seeking election to the OGP Steering Committee, with elections set to take place in 2021.<sup>8</sup>

Active participation in creating the future of the OGP and contribution to the management of the OGP will allow Estonia to present itself internationally as an example of open governance and share its experience in, among other things, co-creative policy-making and in the field of digital infrastructure.

---

<sup>8</sup>The OGP Steering Committee consists of representatives from 11 countries and 11 NGOs. The mandate of a member is three years. All countries participating in the initiative will take part in the election of the Steering Committee and regional quotas will be followed when electing members. In 2021, two seats on the Steering Committee will become available to European countries.

In the light of the experience to date, we offer the following proposals for increasing the impact of OGP for international discussion.

- Although the OGP national action plans are planned for periods of two years, it often takes longer to implement and change the impact of activities that change habitual behaviour. Therefore, it is prudent to plan activities over a longer period, for example, using a 1 + 2 system where, in addition to a more detailed two-year action plan, follow-up actions are planned for the next two action plans in order to increase the impact of the actions on making governance more open. This approach has been supported in Estonia by ARVAK and by IRM's Estonian expert.
- IRM recognizes activities that have a high potential impact and make governance more visibly transparent, i.e. the activities result in a significant change in the area of policy as compared to the traditional way of doing things. In Estonia, governance is already more open than average, which makes it much more difficult to change the usual way of doing things. For that reason, when assessing the successful steps taken by governments their backgrounds should continue to be taken into account and consideration given to recognizing additional activities as contributions to the objectives of the OGP (such as the mentoring of other Member States).
- OGP national action plans as separate documents do not always fit naturally into the strategic planning framework and the financial programming process of all Member States. It is for this reason that a more flexible approach could be considered, allowing activities supporting the OGP objectives to be integrated with another strategic development document and/or action plan.

## Commitment 1: Increasing the capacity for co-creative policy-making within government authorities

| 1.1 Development of a co-creation workspace |                                                                                                                   |
|--------------------------------------------|-------------------------------------------------------------------------------------------------------------------|
| August 2020–June 2022                      |                                                                                                                   |
| Lead implementing agency/actor             | Government Office                                                                                                 |
| State actors involved                      | Ministry of Justice, Centre of Registers and Information Systems, Ministry of Economic Affairs and Communications |
| Other Actors Involved                      | The Estonian Civil Society, The Estonian Cooperation Assembly                                                     |

| Commitment description                                            |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|-------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| What is the public problem that the commitment will address?      | The e-Consultation Information System (EIS) was introduced in 2011 to coordinate draft legislation between ministries and manage documents of the European Union. In addition, functioning as a participation channel is osale.ee but it is not sufficiently integrated with EIS. Thus, legislation is fragmented between different environments and the management of document versions is scattered (for example, in 2019 the Government of the Republic discussed 718 drafts and other issues). Both officials and interest groups are interested in an open platform that allows for co-creative policy-making from the earliest possible stage of the initiative.                                                                                                                                                                                 |
| What is the commitment?                                           | Within the framework of Estonia's Open Government Partnership Action Plan for 2018–2020, the terms of reference and prototype for a new information system have been developed, having passed through about a dozen pilot groups (with the participation of ministries, the <i>Riigikogu</i> and interest groups). This Action Plan includes the development of a text editor, the testing thereof and its implementation. The functionality of the public view of the co-creation workspace will be achieved as part of the next action plan. For Impact assessment, additional tools will be created within the framework of the development of the co-creation workspace. Compatibility with information systems previously in use in the country is kept in mind and therefore the administrative burden and duplication of data is not increased. |
| How will the commitment contribute to solving the public problem? | As a result of the development, a comprehensive co-creative workspace will be completed, which will enable the creation and processing of draft legal acts. The platform provides an overview of the initiative from its inception to its adoption and ex-post evaluation. The transition from document-based to version-based processing will increase legislative transparency, allow for                                                                                                                                                                                                                                                                                                                                                                                                                                                            |

|                                                |                                                                                                                                                                                                                                                                                                      |
|------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                | greater co-creation and reduce the workload of both officials and interest groups spent preparing, updating and processing documents. A thoroughly tested text editor created during this stage of development is a prerequisite for the introduction of a public view of the co-creation workspace. |
| Why is this commitment relevant to OGP values? | Transparency<br>Civic participation                                                                                                                                                                                                                                                                  |
| Additional information                         | The activity supports the achievement of the strategic goal of 'Estonia 2035', in which 'Estonia is an innovative, reliable and people-centred country'. The activity is related to the activities of the Civil Society Programme 'Strong Civil Society' for 2021–2024.                              |

| Milestone Activity                                                                                                                           | Result                                      | Start date | End date |
|----------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------|------------|----------|
| Text editor development work (including development intention, draft law and regulation and creating the text of the explanatory memorandum) | The text editor is ready for testing.       | 08.2020    | 12.2020  |
| Text editor testing                                                                                                                          | The text editor is tested with five cases.  | 01.2021    | 06.2021  |
| Text editor testing                                                                                                                          | The text editor is tested with ten cases.   | 07.2021    | 12.2021  |
| Analysis of test results and the planning of further activities (including for the development of a public view)                             | Follow-up activities have been agreed upon. | 01.2022    | 06.2022  |

| 1.2 Increasing co-creative policy-making skills |                                                                                               |
|-------------------------------------------------|-----------------------------------------------------------------------------------------------|
| August 2020–June 2022                           |                                                                                               |
| Lead implementing agency/actor                  | Government Office                                                                             |
| State actors involved                           | Ministry of Finance, Ministry of Rural Affairs, Ministry of the Interior, Ministry of Culture |
| Other Actors Involved                           | Estonian Civil Society                                                                        |

| Commitment description                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|--------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| What is the public problem that the commitment will address? | Policy-making in Estonia is rooted in the engagement of the public, although the capacity of government authorities is uneven. Instead of engagement, the public is increasingly awaiting co-creative policy-making, which requires not only technical support (such as the development of the EIS described above) but also increased skills for officials, including engagement coordinators, which is supported by central training <sup>9</sup> . It is therefore important to find methods that would encourage those people who have not joined any advocacy or representative organizations to participate in the process of co-creation. Greater attention must also be focused on those groups within society, whose involvement is more reserved. For example, research has shown that over a period of a few years the proportion of young people who feel that their participation is having an impact at the local level has decreased, while at the same time the proportion of young people who see their participation as contributing to national decisions has increased. <sup>10</sup> It must also be taken into account that one in four residents of Estonia will be over the age of 65 in 2035, meaning that the usual (digital) methods of engagement will need to be reviewed. In addition, research shows that while 69% of Estonians are interested in domestic politics (63% in 2015), the level of interest is 54% among Estonian citizens of other nationalities (57% in 2015). At the same time, Estonians are also about 15 percentage points more politically active than people from other nationalities are. <sup>11</sup> |
| What is the commitment?                                      | To collect and describe the best practices for co-creation and test new methodologies with a view to creating a toolbox of co-creation methods for the agency. At least two pilot projects will be carried out: Development and implementation of the 'Estonia 2035' Strategy Day concept (led by the Government Office and the Ministry of Finance) and analysis and improvement of                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |

<sup>9</sup> During the implementation of the Action Plan, central training in policy development and impact assessment (including engagement, process management and optional modules on analytical capacity) will continue for up to two hundred people per year.

<sup>10</sup> Flash Eurobarometer 455. European Youth. September 2017.

<sup>11</sup> The Institute of Baltic Studies, Praxis Centre for Policy Studies. Monitoring of the integration of Estonian society 2017.

|                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|-------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                   | <p>the work of advisory bodies (Ministry of Rural Affairs). During the course of the implementation of the Action Plan, opportunities will be sought to add a third pilot project to the activity, if necessary.</p> <ul style="list-style-type: none"> <li>• The state's long-term development strategy 'Estonia 2035' is an umbrella document for development plans and related programmes in the field. The strategy implementation process envisages that the strategy day with partners and interest groups will take place once per year; however, the aim is to create an opportunity for everyone to contribute to the strategy discussions. To this end, the concept and co-creation methods will be developed in cooperation with civil society. The concept of the 'Estonia 2035' Strategy Day will be flexible and will allow for the testing several methods, which can then be used by other government authorities, local governments, and others.</li> <li>• The aim of the pilot project of strategic partnership and advisory bodies is, based on the example of the Ministry of Rural Affairs (there are more than 15 advisory bodies in the area of governance, with more than 150 organisations participating). The aim is to analyse the practice of planning, managing and involving the work of advisory bodies and to create tools for different levels of management, in order to increase the effectiveness of cooperation between the parties and their level of satisfaction with the process. Other government agencies, local governments, etc can also use the results.</li> </ul> <p>In order to assess the activities, a satisfaction survey is conducted among the participants (engagement coordinators, officials from the participating ministries, representatives of non-governmental organizations).</p> |
| How will the commitment contribute to solving the public problem? | <p>The toolbox of co-creation methods will bring together existing experiences and lessons learned, and will allow for the testing of different co-creation methods. As a result, officials have the knowledge needed in order to increase both their courage as well as the skills to shape policy through co-creation (including increasing the capacity of engagement coordinators to advise policy makers in their government agencies). There will also be an increase in the knowledge base and co-creation of policy and legislation, and an improvement in the skills and knowledge of those involved (including in describing and managing expectations). Local government employees can also use the toolbox.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Why is this commitment relevant to OGP values?                    | <p>Transparency<br/>Civic participation</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Additional information                                            | <p>The activities support the achievement of the strategic goals of 'Estonia 2035' 'Smart, active and healthy people living in Estonia' and 'Estonian society is caring, cooperative and open'. The activity also supports the 'Development Plan for Population and Cohesive Society until 2030' (under preparation) and the achievement of the objectives of the development plans in the field of pilot projects.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |

| <b>Milestone Activity</b>                                                                                                                                                                                                                        | <b>Result</b>                                                    | <b>Start date</b> | <b>End date</b> |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------|-------------------|-----------------|
| Collection and analysis of co-creation methods (including surveys and interviews with representatives from ministries and civil society in cooperation with the network of engagement coordinators)                                              | Input has been provided by all ministries and at least ten NGOs. | 08.2020           | 12.2020         |
| The description of the collected co-creation methods with representatives from ministries and civil society, in cooperation with the network of engagement coordinators, and the publication of instructional material                           | At least seven methods are described.                            | 01.2021           | 06.2021         |
| The negotiations of pilot project objectives and the Action Plan with strategic partners, and the identification and analysis of the current situation (including surveys and interviews with ministries and representatives from civil society) | Pilot-projects are ready to start the next phase.                | 08.2020           | 12.2020         |
| Implementation of the 'Estonia 2035' Strategy Day pilot-project                                                                                                                                                                                  | The event is taking place.                                       | 01.2021           | 06.2021         |
| The development and negotiation of pilot-project solutions for advisory bodies with strategic partners                                                                                                                                           | At least 30 organisations have provided input.                   | 01.2021           | 12.2021         |
| Describing the results of pilot projects and supplementing the guidance material with representatives from ministries and civil society, in cooperation with the network of engagement coordinators                                              | Instructional material is updated by the deadline.               | 01.2022           | 06.2022         |

## Commitment 2: Increasing the capacity for co-creative policy-making within local governments

| 2.1 Introducing the principles of open government within local governments |                                                                             |
|----------------------------------------------------------------------------|-----------------------------------------------------------------------------|
| August 2020–June 2022                                                      |                                                                             |
| Lead implementing agency/actor                                             | Ministry of Finance                                                         |
| State actors involved                                                      | Ministry of the Interior                                                    |
| Other Actors Involved                                                      | E-Governance Academy, The Association of Estonian Cities and Municipalities |

| Commitment description                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
|--------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| What is the public problem that the commitment will address? | The adoption of principles of open governance in local governments is work in progress. Although various activities are being carried out, the principles of open government are often not established throughout the activities of local governments. Elva Rural Municipality and the City of Tartu are good examples of preparation of OGP action plan and open government activities. With the support of the European Social Fund project, Lääneranna and Valga municipalities have also developed an OGP action plan, and the City of Rakvere is currently developing an OGP action plan. In a survey of local governments concluded in the autumn of 2019, six local governments pointed out that, as at the end of 2018, they had an OGP action plan (some as part of a development plan). The results show that there is a need to increase awareness of broader planning for open government.                                                                                                                                                                                  |
| What is the commitment?                                      | In order to develop the principles of open government and raise awareness of their implementation at the local level, the goal is to organize open government workshops for local governments. The exact content and structure of the workshops are currently under development. In the past, projects for the development of open government action plans based on individual local governments have been supported. The practical workshops being planned would allow for a more thematic approach and a certain degree of regularity. With seminars intended for a much broader target group, it is possible to reach more local governments than with project-based support for few local governments. One of the possible solutions is to focus on a specific topic in different workshops (e.g. electronic sessions, transparency in decisions), depending on the expectations of the participants, analysing previously established practices. Experience has shown that seminars are effective where, in addition to theoretical solutions, the participating local governments |

|                                                                   |                                                                                                                                                          |
|-------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                   | themselves are analysed and the experiences and best practices of others are introduced.                                                                 |
| How will the commitment contribute to solving the public problem? | Workshops increase the policy-making skills of local governments and, at the same time, help develop activities that are suitable for them.              |
| Why is this commitment relevant to OGP values?                    | Transparency<br>Civic participation                                                                                                                      |
| Additional information                                            | The activity supports the achievement of the strategic goal of 'Estonia 2035', in which 'Estonia is an innovative, reliable and people-centred country'. |

| Milestone Activity                                                                                   | Result                                                                  | Start date | End date |
|------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------|------------|----------|
| Development of the terms of reference for open government workshops and the preparation of workshops | The methodology for workshops has been developed                        | 08.2020    | 12.2020  |
| Organisation of open government workshops                                                            | The workshops have been conducted (the number of participations is 120) | 01.2021    | 06.2022  |

## 2.2 Increasing co-creative policy-making skills and the contribution of communities in local governments

August 2020–June 2022

|                                |                                                                                        |
|--------------------------------|----------------------------------------------------------------------------------------|
| Lead implementing agency/actor | Ministry of the Interior                                                               |
| State actors involved          | Ministry of Finance, Ministry of Culture, Ministry of Rural Affairs                    |
| Other Actors Involved          | Association of Estonian Cities and Rural Municipalities, Estonian Cooperation Assembly |

### Commitment description

|                                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|--------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| What is the public problem that the commitment will address? | One of the key issues in open government is the involvement of members of the public and civic associations in the decision-making processes. A 2018 survey of non-profit associations revealed that co-operation between local governments and non-governmental organizations has stalled (40% of associations have permanent co-operation relations with local governments). <sup>12</sup> Involvement projects and a central training program are working, and satisfaction with them is high; however, the number of activities intended for local governments in particular must be increased. Within many local governments, there is a lack of perception concerning the importance of community involvement, and there is no overview of the communities in their area. Thus, over the last three election cycles, the rate of participation in local government council elections has decreased from 60.6% to 53.3%. Many citizens' initiatives take place in communities and neighbourhoods, among peer groups and acquaintances. Communities have a major role to play in people-to-people contacts, debate and joint action, and in shaping an environment that supports health, at both the local and the national level. The development of policy can only be co-creative if, in addition to the representative organizations of civil society, communities also participate in these processes. As opposed to the activities described above (2.1), this activity focuses more narrowly on community involvement. |
| What is the commitment?                                      | To implement a co-creative policy development program with the participation of at least five local governments. As part of the programme, local governments – in co-operation with residents and, if necessary, also with Kodukant, the Estonian Village Movement – determine and identify their communities, and existing co-operation methods are collected, analysed and methodically described. A co-creation development program will then be implemented for at least five local governments and, in cooperation with representatives from the                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |

<sup>12</sup> Tallinn University, Estonian Business School, Turu-uuringute AS. Interim evaluation of the Civil Society Development Plan (2019).

|                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                           |
|-------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                   | communities a model for involving local residents will be developed which, keeping in mind the best practices, could be used in the future to involve communities more actively in the decision-making process of local governments. In order to evaluate the activity, a satisfaction survey will be conducted among the participants (of the participating local government units and the communities). |
| How will the commitment contribute to solving the public problem? | A systemic approach allows for the exchange of experiences and increases the openness of governance. Contributing to communities helps to create a good living environment, where people want to live and start a family.                                                                                                                                                                                 |
| Why is this commitment relevant to OGP values?                    | Transparency<br>Civic participation                                                                                                                                                                                                                                                                                                                                                                       |
| Additional information                                            | The activities support the achievement of the strategic goals of 'Estonia 2035' 'Smart, active and healthy people living in Estonia' and 'Estonian society is caring, cooperative and open'. Also the objectives of the 'Development Plan for Population and Cohesive Society until 2030' (under preparation) are supported.                                                                              |

| Milestone Activity                                                                                                                                              | Result                                                                 | Start date | End date |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------|------------|----------|
| Collection and analysis of co-creation methods (including surveys and interviews with the representatives of local governments and communities)                 | At least five local governments and five communities have given input. | 08.2020    | 12.2020  |
| Description of the collected co-creation methods in cooperation with local governments and community representatives                                            | At least five methods are described.                                   | 01.2021    | 06.2021  |
| Implementation of a co-creative policy development program for at least five local governments                                                                  | Five local governments have participated in the development programme. | 01.2021    | 12.2021  |
| Development of a concept model supporting an increase in the contribution by the community, in cooperation with local governments and community representatives | The concept is ready on time.                                          | 01.2021    | 06.2021  |
| Testing the concept of a model supporting an increase in contributions by communities                                                                           | The model has been tested in five local governments.                   | 07.2021    | 12.2021  |
| Improving the model supporting an increase in input by communities and agreeing on further                                                                      | Follow-up activities have been agreed upon.                            | 01.2022    | 06.2022  |

|                                |  |  |  |
|--------------------------------|--|--|--|
| development and administration |  |  |  |
|--------------------------------|--|--|--|

### Commitment 3: Increasing the transparency of policy-making

| 3.1 Development and implementation of guidelines for the good practice in lobbying and for the prevention of conflicts of interest for ministers and their advisers and for officials |                                        |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------|
| August 2020–June 2022                                                                                                                                                                 |                                        |
| Lead implementing agency/actor                                                                                                                                                        | Ministry of Justice                    |
| State actors involved                                                                                                                                                                 | Government Office, Ministry of Defence |
| Other Actors Involved                                                                                                                                                                 | Transparency International Estonia     |

| Commitment description                                            |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|-------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| What is the public problem that the commitment will address?      | Legislative drafting, including meetings with interest groups and proposing their opinions, is not sufficiently transparent in Estonia, as legislation does not define lobbying and does not require that meetings be made public. In a democratic society, everyone has the right to represent their interests, and society, in turn, has the right to know who, by what means and for what purpose, is influencing policy-making and to what extent these views have been taken into account. Based on recommendations by GRECO <sup>13</sup> , Estonia must develop guidelines for the prevention of conflicts of interest, including on the topic of meetings with interest groups, for ministers and their advisers by autumn 2020. These guidelines may result in public authorities being required to publish the meetings on their websites in the future. In addition, the processes of engagement and influencing by interest groups, which took place during drafting, are still difficult to monitor. |
| What is the commitment?                                           | To establish and implement guidelines for good practice in lobbying and for the prevention of conflicts of interest for ministers and their advisers and for officials.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| How will the commitment contribute to solving the public problem? | The Conflict of Interest Guidelines, as a set of ethical principles for ministers and their advisers, helps to avoid conflicts of interest and increase the transparency and accountability of good governance practices with lobbyists.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |

<sup>13</sup> GRECO, i.e. The Group of States against Corruption

|                                                |                                                                                                                                                                                                                                                                                                          |
|------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Why is this commitment relevant to OGP values? | Transparency<br>Public accountability                                                                                                                                                                                                                                                                    |
| Additional information                         | The activity supports the achievement of the strategic goal of 'Estonia 2035', in which 'Estonia is an innovative, reliable and people-centred country'. The activity is also associated with the activities of the 'Anti-Corruption Strategy 2013–2020' and its follow-up document (under preparation). |

| Milestone Activity                                                                                                                                                                        | Result                                                                                                                       | Start date | End date |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------|------------|----------|
| Development of guidelines for ministers and their advisers, in order to avoid conflicts of interest                                                                                       | Guidelines for avoiding conflicts of interest for senior officials have been completed.                                      | 08.2020    | 12.2020  |
| Developing good communication practices for officials when dealing with lobbyists                                                                                                         | Good communication practice for officials when dealing with lobbyists is ready.                                              | 08.2020    | 12.2020  |
| Training officials to take into account the good communication practice when dealing with lobbyists                                                                                       | Training material is ready.                                                                                                  | 01.2021    | 12.2021  |
| Implementation of the concept of disclosure of meetings with lobbyists and an analysis of technical solutions (including possible links with the co-creative workspace, see activity 1.2) | Meetings with interest groups will be made public in an up-to-date manner and in a way that is comprehensible to the public. | 01.2021    | 06.2022  |

| 3.2 Supporting the implementation of whistle-blower protection regulations |                                    |
|----------------------------------------------------------------------------|------------------------------------|
| August 2020–June 2022                                                      |                                    |
| Lead implementing agency/actor                                             | Ministry of Justice                |
| State actors involved                                                      |                                    |
| Other Actors Involved                                                      | Transparency International Estonia |

| Commitment description                                            |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|-------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| What is the public problem that the commitment will address?      | Submitting tips or reporting misconduct is still a legally unregulated field in Estonia, and is more of a taboo rather than an accepted activity in society. By the end of 2021, Estonia should transpose an EU directive on the same subject, which sets fairly high standards for domestic legislation. For example, all public authorities with more than 50 employees must set up reporting mechanisms, including confidentiality ensuring reporting channels. However, the confidentiality of electronic channels is not always guaranteed, which is why very serious consideration needs to be given to how to create hotlines in public institutions so that they are effective and comply with legal requirements. |
| What is the commitment?                                           | Analysis of possible cost-effective channels or systems that meet confidentiality and security requirements and could be used by both the public and private sectors. Development of a technological solution.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| How will the commitment contribute to solving the public problem? | The establishment of confidential hotlines and the training of those responsible will facilitate the proper reception and processing of notifications in both the public and private sectors. Well-functioning reporting channels, in turn, help to improve the reputation of submitting reports and to detect misconduct earlier.                                                                                                                                                                                                                                                                                                                                                                                         |
| Why is this commitment relevant to OGP values?                    | Transparency<br>Public accountability                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Additional information                                            | The activity supports the reaching of the strategic goal of 'Estonia 2035', in which 'Estonia is an innovative, reliable and people-centred country'. The activity is also associated with the activities of the 'Anti-Corruption Strategy 2013–2020' and its follow-up document (under preparation).                                                                                                                                                                                                                                                                                                                                                                                                                      |

| Milestone Activity | Result | Start date | End date |
|--------------------|--------|------------|----------|
|--------------------|--------|------------|----------|

|                                                                          |                                                                                                                                                            |         |         |
|--------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------|---------|---------|
| Analysing possible e-solutions for the tip channel                       | Technological solutions have been identified that will benefit both the public and private sectors in creating confidential and secure reporting channels. | 08.2020 | 06.2021 |
| Adding a module on tips to corruption training                           | Training material are ready.                                                                                                                               | 01.2021 | 06.2021 |
| Creating technological solutions                                         | The process of creating solutions is underway.                                                                                                             | 06.2021 | 06.2022 |
| Creating guidance material to assist authorities and responsible persons | Auxiliary materials have been created for technological solutions.                                                                                         | 06.2021 | 06.2022 |

## Implementing the Action Plan

The Action Plan is being implemented through a partnership between the state and non-governmental organizations. Each lead implementing agency coordinates cooperation with other actors involved. The implementation of the Action Plan is monitored and coordinated by ARVAK, which gathers up to four times a year. ARVAK's activity is supported by an informal OGP roundtable, which includes representatives of NGOs and other interested parties.

The Government Office publishes an overview of the implementation of the Action Plan on its website<sup>14</sup> at least twice a year; on an ongoing basis, if possible, based on the overviews of the implementation of those responsible for the activities.

At the end of the Action Plan, a report on the performance of the Action Plan will be prepared. The independent evaluation mechanism produces two reports on the Action Plan: a baseline report analysing the relevance and potential impact of the activities, and a final report focusing on the effectiveness of the implementation of the activities.

---

<sup>14</sup> <https://www.riigikantselei.ee/et/avatud-valitsemise-partnerlus>