

**OPEN  
GOVERNMENT  
GERMANY**



Second National  
Action Plan  
2019 – 2021

**Final Report  
by the German Federal  
Government**

Open  
Government  
Partnership



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on the Implementation of the Second National  
Action Plan (NAP) for 2019-2021 in the Context of  
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**Final Report  
by the German Federal  
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for 2019 - 2021**

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# 1. Introduction

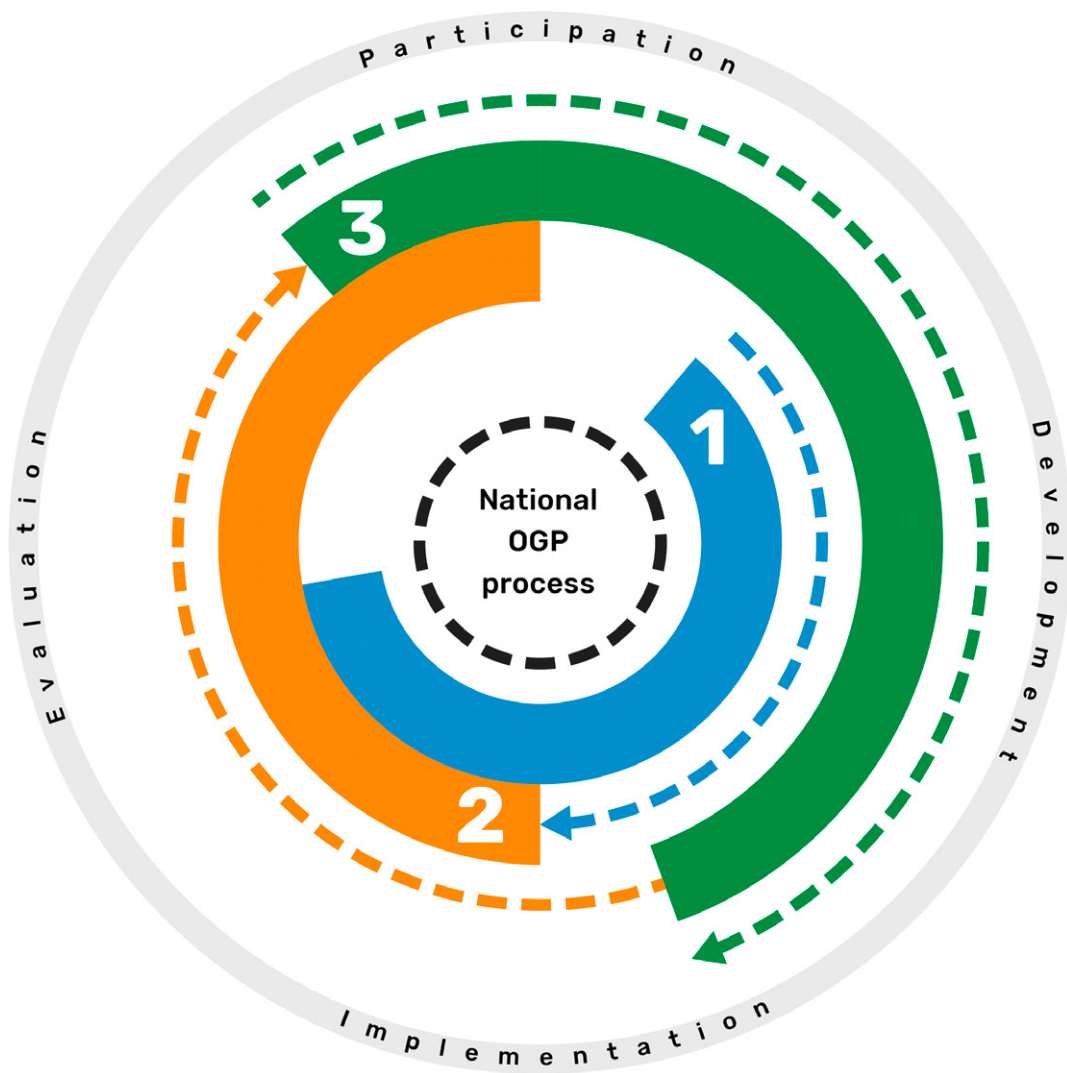
Germany has been participating in the Open Government Partnership (OGP) since 2016. The OGP is an international initiative bringing together 78 participating states which are working to promote openness in the activities of governments and public administrations, or **open government**. To that end, the organisation has set out a procedure to follow: on a two-year cycle, the participating states collaborate with civil society to develop **National Action Plans** in combination with mandatory **reporting**.

Germany submitted its second National Action Plan (NAP) in September 2019.<sup>1</sup> In the **interim report** on that plan adopted in October 2020, the focus was on the **creation** of the NAP.<sup>2</sup> The final report that has now been compiled primarily documents the **implementation** of the second NAP.

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1 <https://www.open-government-deutschland.de/opengov-de/open-government-partnership/aktionsplaene-und-berichte/zweiter-nationaler-aktionsplan-1591034>

2 <https://www.open-government-deutschland.de/opengov-de/open-government-partnership/aktionsplaene-und-berichte/berichtswesen-1591026>



The implementation and evaluation of each NAP feed **cyclically** into the drafting and implementation of the next NAP.

The third NAP is thus already in place, adopted by the Federal Cabinet on 30 June 2021.<sup>3</sup> On that occasion, Federal Minister Helge Braun, Head of the Federal Chancellery, said,





“The pandemic highlights how important it is for governments to bring in external expertise during challenging times and to explain the basis of our decision making. We also need new forms of collaboration, within and outside the public administration, as we have implemented, for example, in our open social innovation platform UpdateGermany. **Transparency, participation and collaboration** – that’s open government.”

<sup>3</sup> <https://www.open-government-deutschland.de/opengov-en/content/third-national-action-plan-published-1952420>

## 2. Implementation of the commitments – an overview

The second NAP contains nine commitments by the Federal Government, alongside, for the first time, five commitments by three different Länder. The implementation of the NAP took place, particularly from 2020 onwards, under the difficult circumstances imposed by the COVID-19 pandemic. Moreover, changes arose in respect of some of the commitments during the reference period of the NAP. Nevertheless, two years after it was adopted, 45 of the 68 milestones in the NAP have been achieved in full and 20 are in the process of being implemented. More details on this are given in the sections below on the various commitments.

The following table shows the implementation status of the commitments. Chapter 3 below gives a detailed description of each of them.

-  implementation complete
-  implementation begun, being prepared or partially complete
-  delayed
-  deadline no longer feasible or already passed (milestone not implemented on schedule at the time of enquiring)

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



**Commitment**

**Milestones**

<b>1</b>	Regional Open Government Labs (BMI)	1 2 3 4 5
<b>2</b>	Civil-society dialogue on foreign policy (FFO)	1 2 3
<b>3</b>	Youth participation in the Federal Government's joint youth strategy (BMFSFJ)	1 2 3
<b>4</b>	Establishment of an e-government agency as a Digital Innovation Team of the federal administration (BMI)	1 2 3 4
<b>5</b>	Promotion of transparency and participation in development cooperation (BMZ)	1 2 3 4 5
<b>6</b>	Further development and promotion of the open data environment (BMI)	1 2 3 4 5 6 7 8
<b>7</b>	Participatory process to develop research and innovation policy further in the framework of the 2025 High-Tech Strategy (BMBF)	1 2 3 4
<b>8</b>	Better regulation through participation and testing (BK-Amt)	1 2 3 4 5 6
<b>9</b>	Smarte.Land.Regionen – a pilot project for smart rural regions (BMEL)	1 2 3 4 5 6
<b>10</b>	Annex: Commitments by the Länder	
	NRW 1: Developing infrastructure and framework conditions for open government in North Rhine-Westphalia	1 2 3 4 5 6 7 8 9
	NRW 2: Creating spaces for exchange and cooperation in North Rhine-Westphalia	1 2 3
	NRW 3: Strengthening data sovereignty	1 2 3
	Saxony: Further developing and establishing the participation portal of the Free State of Saxony	1 2 3 4 5
	Schleswig-Holstein: Open-source software in public administrations	1 2 3 4



# 3. Detailed descriptions of the commitments

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

→ [www.open-government-deutschland.de](http://www.open-government-deutschland.de)

## Regional Open Government Labs

**The commitment in brief:** The Federal Ministry of the Interior, Building and Community (BMI) promotes regional forms of cooperation between administrative entities and civil society in the interests of open government. Thirteen regional Open Government Labs were selected by means of a two-stage expression-of-interest procedure. A total of EUR 2.7 million in funding is available. The BMI is further supporting the process through research assistance, events and public-relations activities. The objective of the labs' work is to facilitate the practical application of the principles of open government – particularly civil society involvement, transparency and accountability – in the day-to-day collaboration between a region's administration and society and in regional development.

**Implementation status of commitment:** Substantial progress

**Additional information:** Due to coronavirus restrictions, face-to-face events in the labs, particularly workshops, cannot take place. The people involved in the labs are endeavouring to collaborate more online.

Milestone activity with a verifiable deliverable	End date	Status
Application phase and selection of up to 16 regOGLs	January 2020	Thirteen regOGLs have been selected (see announcement).
Assignment of the following tasks to a research assistant: • Ensuring exchange among the regOGLs • Generalising the findings • Managing public relations work	March 2020	The tasks have been assigned.
Developing and establishing the labs' work	June 2020	First (digital) workshop held on 16-17 June 2020
Preparing interim conclusions for second NAP OGP and regional conference	March 2021	Third (digital) workshop in the project held and key points of the interim report agreed with the labs on 15-16 June 2021, interim report completed by August/September 2021
Preparing deliverables and presenting at final conference	September 2022	

**Implementing body:** Federal Ministry of the Interior, Building and Community (BMI) **Contact:** Dr Kristina Schade (Division III1) **Other stakeholders (ministries, agencies, divisions):** Municipal administrations as sponsors of the regOGLs (42 municipalities and municipal bodies) **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** Seven institutions of higher education as well as partners from civil society in the regOGLs (59 civil-society organisations)

## Civil-society dialogue on foreign policy

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

**Implementation status of commitment:** Substantial progress

**Additional information:** The focus is very much on digital formats because of COVID-19, but the element of dialogue and public involvement remains central.

Milestone activity with a verifiable deliverable	End date	Status
<p><b>Explaining and discussing German foreign policy:</b> Informative formats with think tanks and citizens, online and offline</p> <ul style="list-style-type: none"> <li>• Broad-ranging informational events on 150 years of the Federal Foreign Office</li> <li>• Ongoing citizens' dialogues</li> <li>• Annual Citizens' Workshop on foreign policy</li> <li>Regular Open Situation Rooms</li> </ul>	<p>2020 (citizens' dialogues, ongoing with up to 15 dialogue events a year)</p> <p>Continuous</p>	<p>Implementation under way (citizens' dialogues and Open Situation Rooms implemented)</p> <p>Citizens' Workshops not possible in 2020 and 2021 because of pandemic</p>
<p><b>Having a say in German foreign policy:</b> consultative formats</p> <ul style="list-style-type: none"> <li>• An additional blog-based debate on peacelab.blog, the results of which will be taken into account in implementing the Federal Foreign Office's crisis guidelines</li> <li>• Organisation of a hackathon to improve models for early recognition of crises and early warning tools with academic experts</li> </ul>	<p>until 2021</p>	<p>Three PeaceLab debates were held in 2019 on promoting the rule of law, security-sector reform and dealing with the past; additional debates focused on crisis communication in 2019/2020 as well as on the effects of COVID-19 on engagement in crisis areas. Additionally, debates were held on the white paper on multilateralism and on women, peace and security as the topic pertains to the German Government's third NAP.</p> <p>In 2021, two PeaceLab events were held as part of the implementation of the guidelines: one on climate and security and one on early warning, early action.</p> <p>The results are outlined at <a href="https://peacelab.blog/">https://peacelab.blog/</a>. The PeaceLab format is initiated by civil society itself (e.g. by the Advisory Board to the Federal Government for Civilian Crisis Prevention and Peacebuilding).</p> <p>The hackathon "ORANGE" did not take place, because of the pandemic.</p> <p>Additional projects are still ongoing.</p>

Milestone activity with a verifiable deliverable	End date	Status
Digitising and publishing selected parts of the FFO Political Archive: making files accessible online for everyone	2020	Implementation concluded: <a href="https://archiv.diplo.de/arc-de">https://archiv.diplo.de/arc-de</a>

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

### 3

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

**The commitment in brief:** Young people want to help shape our society, and they wish to be asked for input on the political course that will affect their future. They desire to have a say in projects and decisions in all areas of policy which may be relevant to young people. The Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) will use various formats to ensure the broadest and most well-founded possible involvement of young people in the development and implementation of the Federal Government's youth strategy. The intention is to enable young people to play a role in shaping "their" youth strategy. The results of the participatory process will be fed into the implementation of the Federal Government youth strategy via the interministerial working group on youth. Simultaneously, as part of the process of implementing the youth strategy, the BMFSFJ encourages projects from other ministries to involve people in youth-strategy measures.

**Implementation status of commitment:** Fully implemented

**Additional information:** none

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

**Milestone activity with a verifiable deliverable**

End date

Status

Holding the Youth Politics Days **JPT21** to take stock of the youth strategy from the perspective of the younger generation and derive, among other things, additional prospects for effective youth participation formats at federal level

Spring  
2021

Implemented (see news updates, in German: <https://www.bmfsfj.de/bmfsfj/aktuelles/alle-meldungen/jugendpolitiktage-2021-179106> and <https://www.bmfsfj.de/bmfsfj/aktuelles/alle-meldungen/dokumentation-zu-den-jugendpolitiktagen-2021-veroeffentlicht-183136> and the record, also in German, of JPT21 outcomes: <https://jpd.li/jpt21doku>)

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

4

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

**The commitment in brief:** In order to keep pace with the digital transformation, the administration must be quicker, more agile and more open in trying out ideas with an eye for user-friendliness and in finding solutions to problems. Implementing digitalisation projects in the separate "silos" of the administration still often hinders that endeavour. The Federal Ministry of the Interior, Building and Community (BMI) is setting up a Digital Innovation Team. This will act as a "think & do tank", establishing structured innovation management in the federal administration and disseminating and embedding methods from design thinking, service design and agile working. It is also intended to connect stakeholders, communicate transparently about projects and help bring about lasting change in the mindset of the federal administration.

**Implementation status of commitment:** Limited progress

**Additional information:** The BMI's Project Group on Designing and Establishing a Digital Innovation Team/an E-Government Agency (PG DIT), which heads this work, was moved to the new Digital Innovation and Transformation Division (DG I 6) in April 2021. There are plans, currently being piloted, to transfer the more operational tasks outlined in brief above to a new team to be set up at the Federal Office of Administration. Division DG I 6 will in future focus more intensively on nurturing strong networks within and beyond the Federal Office of Administration and on fostering cooperation with the GovTech sector, civil-society initiatives, etc. The task of further developing the innovation process and ensuring the concomitant freely accessible evaluation of trial outcomes has been delayed in favour of these activities.

<b>Milestone activity with a verifiable deliverable</b>	<b>End date</b>	<b>Status</b>
Setting up a workshop space for project partners from the federal administration to carry out workshops on innovation, design thinking and similar themes	March 2020	Within the BMI, staff moved into a new work and workshop area based on the open-space concept in August 2021.
Carrying out transparent testing of the innovation process at two federal agencies	January 2020	Project concluded; documentation of outcomes delayed
Carrying out transparent testing of the – if necessary, redesigned – innovation process in at least four additional projects	December 2020	Project concluded, in part while operational activities were still being moved (see under additional information); documentation of outcomes delayed
Conducting at least three training events (workshops, lunch lectures, etc.) for federal administrative agencies per year	December 2020	Implemented for 2020 and 2021

**Implementing body:** Federal Ministry of the Interior, Building and Community (BMI) **Contact:** NEW: Division DG 1 6 for Digital Innovation and Transformation, dgi6@bmi.bund.de **Other stakeholders (ministries, agencies, divisions):** none **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** none

## 5

### **Promotion of transparency and participation in development cooperation**

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

**Implementation status of commitment:** Substantial progress

**Additional information:** The name of the division has changed.



Milestone activity with a verifiable deliverable	End date	Status
<ul style="list-style-type: none"> <li>• Utilisation concept: specifying potential for use and obstacles to use regarding IATI data</li> <li>• Conceptualising and implementing support measures</li> </ul>		Implemented
Coordinating strategic steps with ministries and civil society to implement principles of open data (especially from the G8 Open Data Charter) and open government in the context of development cooperation as well as to expand IATI data reporting (regarding current data reporters and potentially additional ones)	Ongoing	Implementation under way
Developing a continued-training format and carrying out training events on the IATI Standard and IATI data for development-policy players from German civil society		Implemented
Introducing an IATI data QA system (especially a feedback mechanism) and expanding the BMZ's IATI data (project reports, impact data, etc.)		Implemented
Developing a BMZ visualisation portal to improve the presentation of IATI data	1 <sup>st</sup> quarter of 2022	Implementation under way

**Implementing body:** Federal Ministry for Economic Cooperation and Development (BMZ) **Contact:** Division GS21, rlg21@bmz.bund.de **Other stakeholders (ministries, agencies, divisions):** Federal implementing organisations (GIZ, KfW, BGR, PTB, Engagement Global); Federal Foreign Office; additional ministries **Other stakeholders (NGOs, private business, multilateral organisations, working groups):** German development cooperation NGOs, Transparency International, Open Knowledge Foundation

## 6

## Further development and promotion of the open data environment

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

**Implementation status of commitment:** Substantial progress

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

Milestone activity with a verifiable deliverable	End date	Status
Adopting a federal administration open data strategy	May 2020	Implemented: Open data strategy adopted in July 2021
Organising or participating in a workshop on exchange with stakeholders in the context of creating an open data strategy	February 2020	Implemented: Participated in session 2 of the BarCamp "Offene Kommunen.NRW" on 16 November 2019
Issuing a declaration on the implementation of the International Open Data Charter principles	August 2021	Implemented (subject to update: see <a href="https://www.open-government-deutschland.de/opengov-de/uebereinstimmungmit-zielen-der-internationalen-opendata-charter-erklaert-1961070">https://www.open-government-deutschland.de/opengov-de/uebereinstimmungmit-zielen-der-internationalen-opendata-charter-erklaert-1961070</a> )
Involving civil-society organisations, associations, journalists, start-ups and academics in regular federal administration events on the topic of open data	Ongoing/once per quarter	Implemented
Holding or participating in international events, including in the framework of the 2020-2021 Presidency of the Council of the EU	Ongoing/at least twice per year	Implemented
Holding an open data conference with federal and Land participation to bolster the coordinated and standardised provision of open data at the federal, Land and local levels	4 <sup>th</sup> quarter of 2020	Implemented

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

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

## 7

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

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

**Implementation status of commitment:** Fully implemented

**Additional information:** [www.mitmachen-hts.de](http://www.mitmachen-hts.de)

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

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

## 8

### Better regulation through participation and testing

**The commitment in brief:** To preserve the high quality of our law, we need to further develop it systematically and cautiously, with an eye for the requirements of the future. In some cases, provisions are not perceived as feasible in practice. The Federal Chancellery and the relevant ministries will intensify early involvement of the public and trial regulatory initiatives. The Unit for Legal Drafting Support at the Federal Ministry of Justice and Consumer Protection (BMJV) will be strengthened, and electronic promulgation will be introduced.

**Implementation status of commitment:** Substantial progress

**Additional information:** none

Milestone activity with a verifiable deliverable	End date	Status
Developing a <b>strategy to strengthen early participation</b> in policy initiatives and legislation on the basis of positive practical examples, such as establishing central consulting hours to advise ministries on participation projects and setting up an interministerial experience-sharing network on participation in the legislative process	March 2021	Implemented (Strategy drawn up and being implemented: third workshop with federal ministries; debate and input gathering in two meetings of the State Secretaries Committee on Better Regulation; consulting hours, newsletter sent to the network, website, training courses)
<p><b>Testing regulatory alternatives in practice</b> in suitable cases, in collaboration with affected individuals, companies and the participating agencies or bodies entrusted with devolved tasks</p> <p>Conducting at least five practical trials or pilot projects (e.g. to make laws comprehensible in cooperation with the BMJV's Unit for Legal Drafting Support)</p>	March 2021	Implementation begun (information-sharing and training measures for ministries, design-thinking seminars at the Federal Chancellery)
Holding at least eight <b>training courses</b> for employees on early participation and trialling (including on "Understanding, Developing, Testing" – Division 612, Citizen-Centred Government – and on early participation)	Ongoing (including two cycles of the Citizen-Centred Government Division training series "Understanding, Developing, Testing" by 2021 and training courses for ministries on early stakeholder participation between June and November 2021)	First cycle of "Understanding, Developing, Testing" successfully concluded in 2020; second cycle postponed until autumn 2021 because of the COVID-19 pandemic Six training courses for ministries on early stakeholder participation offered and fully booked between June and November 2021
Evaluating the results of the third Life Situations Survey run by the Federal Statistical Office on behalf of the Federal Government and deriving suggestions for improvement together with experts, practitioners and affected people; publication of the results (online and offline)	March 2021	Implemented All workshops were carried out. The results were published at <a href="https://www.amtlicheinfach.de">https://www.amtlicheinfach.de</a> . In addition, the Research Data Centres of the Statistical Offices have made the microdata from the research publicly available ( <a href="https://www.forschungsdatenzentrum.de/de/sonstige-wirtschaftsstatistiken/lebenslagenbefragung">https://www.forschungsdatenzentrum.de/de/sonstige-wirtschaftsstatistiken/lebenslagenbefragung</a> ).
Completing the establishment of electronic promulgation of laws and free digital access to the Federal Law Gazette	January 2022	Implementation begun (Federal Government decision of 12 December 2018; under current plans, system to begin operations in January 2023; see also <a href="https://www.digital-made-in.de/dmide/vorhaben/elektronische-verkuendung-gesetzesverordnungen-1794218">https://www.digital-made-in.de/dmide/vorhaben/elektronische-verkuendung-gesetzesverordnungen-1794218</a> )

**Milestone activity with a verifiable deliverable**

End date

Status

Improving **information about participation processes** at federal level via an online presence and preparations for a Federal Government participation platform that facilitates the transparent participation of citizens and associations

2nd quarter of 2020

Online since September 2020: <https://www.bundesregierung.de/breg-de/service/gesetzgebungsverfahren-beteiligung>; ongoing interministerial dialogue on continuous improvement; evaluation, strategy (2022) and draft decision for the procurement, development or upgrading (as of 2023) of an e-participation IT measure to facilitate online public involvement anchored in the federal framework strategy for IT

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

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

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

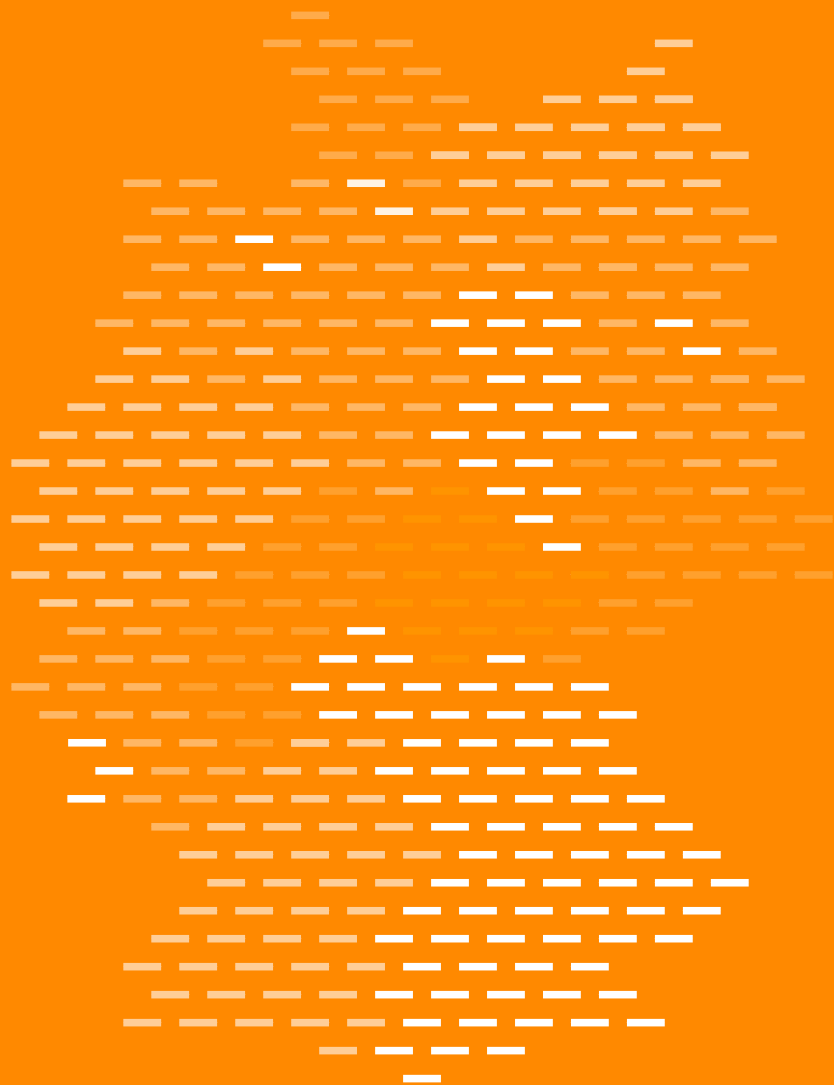
**Implementation status of commitment:** Limited progress

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

Additional measure: Accompanying academic research project (implementation from the first half of 2020 to the end of 2024 (TBC); status: started – tendering process complete)  
New project elements: Developing a participation/open-innovation platform to integrate the districts (implementation starting ca. first half of 2022; status: in development) and fostering digital services in up to 15 districts from the first selection phase (implementation from second half of 2021 until end of 2024 (TBC); status: under review)

<b>Milestone activity with a verifiable deliverable</b>	End date	Status
Securing approval of the research project	end of 2023 (TBC)	Approval secured at the end of 2019 Implementation until the end of 2024 (TBC)
Issuing a call for bids to districts	2019	Call for bids published at the end of 2019
Selecting and funding seven districts (pilot regions)	end of 2023 (TBC)	Selection of seven pilot regions completed (funding for 48 months until end of 2024 (TBC)
Launching the digital platform; developing and trialling digital services (four central services and 21 additional, less complex services)	2023 (TBC)	Development of the platform and first digital services begun; implementation expected by 2024; preparations under way for additional services, their number as yet undecided
Funding digital projects run by regional players (e.g. businesses, associations, etc.) in the seven districts	2023 (TBC)	Selection and funding postponed until 2021–2024 (preparations under way)
At least once a year: publishing the project outcomes	2023/24	First publication planned for around the end of 2021 (preparations under way); implementation by 2024

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





# 10

## Annex: Commitments by the Länder

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

■	North Rhine-Westphalia I: Developing infrastructure and framework conditions for open government in North Rhine-Westphalia	26
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# North Rhine-Westphalia I: Developing infrastructure and framework conditions for open government in North Rhine-Westphalia

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

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

**Implementation status of commitment:** Substantial progress

**Additional information:** none

Milestone activity with a verifiable deliverable	End date	Status
Recommending the OParl standard for use across North Rhine-Westphalia (NRW) <ul style="list-style-type: none"> <li>• Concept development</li> <li>• Implementation</li> </ul>	January 2021 June 2020 November 2020	In its decision of 10 June 2020, the Open Government Working Group recommended the OParl open IT interface standard for use across NRW. Preparations are under way for additional measures to spread the standard.
Recommending the OffenerHaushalt standard for use across NRW <ul style="list-style-type: none"> <li>• Concept development</li> <li>• Testing and release of the platform</li> <li>• Implementation</li> </ul>	August 2021 June 2020 June 2021 August 2021 (TBC)	The Open Knowledge Foundation Deutschland e.V. (OKF) has terminated the OffenerHaushalt project and no longer maintains it. The standard is therefore not currently mature enough for the Open Government Working Group to recommend it for use across NRW. Deliberations are under way as to how the topic can be relaunched in terms of both content and technology.
Recommending the Open311 standard for use across NRW	August 2021	In its decision of 10 June 2020, the Open Government Working Group recommended the Open311 open IT interface standard for use across NRW. The Open311 standard is also already being used for reporting problems via the central NRW participation portal at <a href="http://www.beteiligung.NRW.de">www.beteiligung.NRW.de</a> , which will be rolled out across NRW by the end of the year.

Milestone activity with a verifiable deliverable	End date	Status
Recommending the XErleben standard	August 2021	In its decision of 10 June 2020, the Open Government Working Group recommended the XErleben open IT interface standard for use across NRW. Preparations are under way for additional measures to spread the standard.
Creating easier options for Land authorities to make data available via central Land metadata portal Open.NRW	December 2019	Implemented: ( <a href="https://www.wirtschaft.nrw/pressemitteilung/neustart-des-offen-nrw-portals-alle-offen-government-aktivitaeten-auf-einen-blick">https://www.wirtschaft.nrw/pressemitteilung/neustart-des-offen-nrw-portals-alle-offen-government-aktivitaeten-auf-einen-blick</a> )
Creating easier options for municipal authorities to make data available via central Land metadata portal Open.NRW	June 2020	Implemented: <a href="https://open.nrw/unabhaengig-kommunale-verwaltungsdaten-veroeffentlichen">https://open.nrw/unabhaengig-kommunale-verwaltungsdaten-veroeffentlichen</a>
Enhancing accessibility of data via search engine	June 2020	Finalised in autumn 2020
Expanding the model data catalogue for North Rhine-Westphalia	June 2020	Implemented: <a href="https://open.nrw/musterdaten-katalog">https://open.nrw/musterdaten-katalog</a>
Developing and testing a prototype open government label	August 2021	A concept has been developed. Preparations are under way for further implementing steps. The topic will continue to be monitored beyond the reference period of the second NAP in collaboration with the OGP.

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

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

**The commitment in brief:** Spaces for innovation and experimentation have been created in many Länder in recent years, in both the public and private sectors. In North Rhine-Westphalia too, the first good examples are in evidence, including on the municipal scale. If these innovative forms of cooperation are to become established, there will be an increased need for physical as well as digital spaces to accommodate dialogue and interaction. This commitment is intended to create spaces in North Rhine-Westphalia for exchange and cooperation with the administration. Providing central physical spaces fosters regular exchange among the Land and municipal administrations, start-ups and civil society and encourages goal-oriented collaboration.

**Implementation status of commitment:** Limited progress

**Additional information:** none

Milestone activity with a verifiable deliverable	End date	Status
Creating Land Government space for exchange and agile cooperation	August 2021	A concept has been put together. However, because of the COVID-19 situation, the implementation of the measure (to create a physical space) had to be postponed. As an alternative, digital formats and projects were used to foster co-creative processes and agile forms of cooperation. The topic will continue to be monitored beyond the reference period of the second NAP.
Developing a plan for a GovTech initiative and testing in a pilot project	August 2021	Participation in the open social innovation initiative UpdateDeutschland was used as a pilot. On this basis, the strategy for the GovTech initiative is being developed further. Information: <a href="https://open.nrw/landesregierung-nrw-unterstuetzt-updatedeutschland">https://open.nrw/landesregierung-nrw-unterstuetzt-updatedeutschland</a>
Holding start-up pitches at administrative offices	August 2021	Within the framework of Update-Deutschland, initial opportunities have been provided for networking among start-ups and public administration.

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

## North Rhine-Westphalia III: Strengthening data sovereignty

**The commitment in brief:** North Rhine-Westphalia adopted legislation for open data in 2019. The goal is for the administration's data to be made available, comprehensively and free of charge, for unlimited subsequent use. If data are to be made available in their entirety, it is crucial for the administrative authorities themselves to have ownership and sovereign rights over those data. Not all administrative bodies have the requisite knowledge and information at their disposal to ensure that they do. North Rhine-Westphalia will therefore draw up recommendations and guidelines to be made available to the administrations.

**Implementation status of commitment:** Limited progress

**Additional information:** none

Milestone activity with a verifiable deliverable	End date	Status
Taking stock of data sovereignty in municipalities	December 2019	Implemented, <a href="https://www.pd-g.de/presse/pressemitteilungen/meldung/datensouveraenitaet-in-der-smart-city-pd-veroeffentlicht-handlungsempfehlungen/">https://www.pd-g.de/presse/pressemitteilungen/meldung/datensouveraenitaet-in-der-smart-city-pd-veroeffentlicht-handlungsempfehlungen/</a>
Writing guidelines on ensuring administrative authorities' data ownership and data sovereignty	December 2020	In the study Using Data to Shape our Future Cities, the Cities of Bonn and Münster published a sample set of data-use specifications for procurement contracts, which are currently being further developed in a process of dialogue. Information: <a href="https://www.staedtetag.de/english/2021/using-data-to-shape-our-future-cities">https://www.staedtetag.de/english/2021/using-data-to-shape-our-future-cities</a> <a href="https://blog.bonn.de/digitaleverwaltung/dialog-zum-musterlastenheft-kommunale-datensouveraenitaet-startet/">https://blog.bonn.de/digitaleverwaltung/dialog-zum-musterlastenheft-kommunale-datensouveraenitaet-startet/</a>
Publishing and recommending guidelines	August 2021	In the study Using Data to Shape our Future Cities by the Association of German Cities, the Cities of Bonn and Münster published a sample set of data-use specifications for procurement contracts, which are currently being further developed in a process of dialogue. Information: <a href="https://www.staedtetag.de/english/2021/using-data-to-shape-our-future-cities">https://www.staedtetag.de/english/2021/using-data-to-shape-our-future-cities</a> <a href="https://blog.bonn.de/digitaleverwaltung/dialog-zum-musterlastenheft-kommunale-datensouveraenitaet-startet/">https://blog.bonn.de/digitaleverwaltung/dialog-zum-musterlastenheft-kommunale-datensouveraenitaet-startet/</a>

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

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

**The commitment in brief:** The people of the Free State of Saxony have a growing need for a sense of ownership and a voice within a modern, vibrant democracy. They expect their representatives and their administrative institutions to come up with innovative and effective solutions. Correspondingly, people’s desire for transparency and involvement in decision-making processes is continuously increasing. The Free State of Saxony’s Beteiligungsportal, or participation portal, is just the kind of instrument required. The Free State of Saxony pledges to strengthen public participation by continuing to develop the portal in terms of both content and technology.

**Implementation status of commitment:** Substantial progress

**Additional information:** none

Milestone activity with a verifiable deliverable	End date	Status
General ongoing evolution	Continuous	
Urban land-use planning 2.0	31 December 2020	Urban land-use planning 2.0 has been implemented, tested and made available for productive operation. All stages of urban land-use planning can now be made public and documented. Users can now follow the entire lifecycle of an urban land-use planning process on the Free State of Saxony’s central urban land-use planning web portal. Milestone achieved.

Milestone activity with a verifiable deliverable	End date	Status
App for specialised reporting procedures	30 July 2021	App available for beta testing; following redesign, app to be made available as a progressive web application (PWA) The app has been supplemented by an open-data interface. Messages sent via the app, e.g. reporting problems, are made available using the Open311 open-data standard. Milestone achieved
Assuring interoperability in planning procedures by means of the XPlanung standard	31 January 2021	Project halted because of synchronisation issues with projects pertaining to the Online Access Act ( <i>Onlinezugangsgesetz</i> ) When the commitment was made, the plan was to implement the Saxon app independently. However, the projects for nationwide implementation of the Online Access Act involve activities to be carried out by the Land with lead responsibility for the relevant aspect. In the view of the Free State of Saxony, the results of this work need to be incorporated into the strategy for implementing the commitment in order to achieve the desired interoperability. As the results of the work to implement the Act are not yet at a sufficiently advanced stage to be usable in fulfilling the commitment, Saxony has halted the project for the time being and will restart and complete it when the time comes. Milestone not achieved.
Repeating BITV test to check accessibility	30 July 2021	BITV tests conducted; identified deficiencies remedied; retests commissioned; certification expected shortly Milestone achieved.

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

## Schleswig-Holstein: Open-source software in public administrations

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

**Implementation status of commitment:** Substantial progress

**Additional information:** The plans to use LibreOffice in the Schleswig-Holstein administration enjoyed widespread media coverage in June and July 2020.

The changing priorities caused by the COVID-19 pandemic have resulted in delays in implementation.

Milestone activity with a verifiable deliverable	End date	Status
Launching a platform for publishing and collaborating	April 2020	Implemented, accessible at <a href="https://code.schleswig-holstein.de">https://code.schleswig-holstein.de</a>
Piloting use of the Open Document format and LibreOffice as standard in administrative posts		Implemented
Releasing source code for five specialist procedures	June 2020	Implemented
Releasing source code for another five specialist procedures	December 2020	Preparations under way

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



## 4. Summary and outlook

The commitments in the second NAP mark a distinct evolution in the German Government's work for open government, particularly in the direction of transparency and open data. For the first time, commitments from three Länder could also be recorded – a pleasing sign of the success of intensive cooperation between the Federal Government and the Länder.

Three quarters of the time available to implement the second NAP was dominated by the COVID-19 pandemic. The situation presented major challenges for many administrations and demanded a great deal of energy. Inevitably and regrettably, this meant less time could be spent on the OGP commitments.

On the other hand, the pandemic also demonstrated the great value ascribed to open government.

The German Government adopted the third NAP on 30 June 2021, again with contributions from the Länder. The next two years will thus see the continued use of open government measures to bring about improvements in people's lives.

# 5. Index of abbreviations

BK-Amt	Federal Chancellery
BMBF	Federal Ministry of Education and Research
BMEL	Federal Ministry of Food and Agriculture
BMFSFJ	Federal Ministry for Family Affairs, Senior Citizens, Women and Youth
BMI	Federal Ministry of the Interior, Building and Community
BMJV	Federal Ministry of Justice and Consumer Protection
BMZ	Federal Ministry for Economic Cooperation and Development
EU	European Union
FFO	Federal Foreign Office
IATI	International Aid Transparency Initiative
NAP	National Action Plan
NRW	North Rhine-Westphalia
OGP	Open Government Partnership
regOGL	Regional Open Government Lab
SDG	Sustainable Development Goals
SH	Schleswig-Holstein
SN	Saxony



