Assignment regarding secure and efficient access to basic data

Final report of Government assignments Fi2018/02149/DF and Fi2018/03036/DF

Bolagsverket

DIGG MYNDIGHETEN FÖR DIGITAL FÖRVALTNING
Agency for Digital Government

LANTMÄTERIET

Skatteverket

Summary

In the spring of 2018, the Swedish Companies Registration Office, Lantmäteriet (the Swedish mapping, cadastral and land registration authority) and the Swedish Tax Agency were commissioned – alongside DIGG (the Agency for Digital Government) as the coordinating authority – to analyse and produce proposals in respect of common guidelines for basic data.

Within the framework of the assignment, basic data is used to describe *information within public administration that several actors need and that is important in society*. As the aim of the assignment is to satisfy the need for digital access to data in a secure and effective manner, all information that is valuable in society is covered, regardless of whether or not it is designated in specific registers.

As part of the assignment, a needs analysis was conducted with the aim of identifying the need for and benefits of basic data. The identified benefits included actors being given access to standardised basic data with known availability, quality and relevance, access to basic data creating the potential for efficiency improvements in addition to better control and governance, as well as facilitating and speeding up the digitisation of public processes. Experiences from other countries show that major positive socio-economic effects are linked to basic data being made available and being free to use. The benefits are realised primarily in the form of savings when it comes to reducing the administrative burden, reducing costs and time savings.

The authorities have agreed on three properties for standardised basic data: (i) Basic data identifies or describes the core objects in societal processes, such as personal information, company information, property information and geographical information (also known as geodata), (ii) Basic data is used in the societal processes of several actors, (iii) Basic data has a clearly described protective value.

The authorities also propose a number of common principles and guidelines for standardised basic data. Examples of principles include: (i) Basic data must be obtained from the source, (ii) Basic data must comply with established requirements regarding the availability, interoperability, quality, information security and relevance of the information, (iii) Basic data must be free of charge nationally within public administration. Examples of guidelines include: (i) Making basic data available must be guided by user needs, (ii) Making the data available takes place in a formal process, (iii) The work relating to basic data must be harmonised with the EU's work on basic data. The authorities also see a need for clearer governance and other measures that generate preconditions, in order to offer basic data as open data.

In order to clarify the responsibility for and improve the standardisation of basic data, it is proposed that a national framework for basic data be established. It is also proposed that basic data domains be established, initially for personal information, company information, property information and geographical information.

Contents

1   Introduction

1.1   The assignment

In the spring of 2018, the Swedish Companies Registration Office, Lantmäteriet (the Swedish mapping, cadastral and land registration authority) and the Swedish Tax Agency were commissioned – alongside DIGG (the Agency for Digital Government) as the coordinating authority – to analyse and produce proposals in respect of common guidelines for basic data.

The guidelines should
- cover quality, relevance, availability and usability
- relate to procedures, models, concepts and the need for coordination
- relate to the way requirements that are stipulated in relation to regulations for confidentiality, privacy and information security can be maintained
- be compatible with applicable law
- comply with or conform to other European or international standards

The assignment included the need for the authorities to analyse consequences, propose necessary measures and describe possible obstacles, as well as submit proposals for measures aimed at clarifying responsibility and improving the standardisation of basic data. The assignment also included taking into account those requirements that are stipulated to safeguard Sweden's security, the need for systematic information security work and the protection of privacy.

1.2   Background

A number of deliberations and reports have highlighted the need for a comprehensive approach and clearer governance in the field of basic data and digital infrastructure.[1] The highlighted conclusions include the fact that Sweden lacks collective governance, collaboration and standardisation of the basic data that is used, or potentially could be used across a broad front. Sweden also lacks several of the common public-sector components and solutions that are available in other comparable countries. The lack of a national infrastructure

---

[1] Government Inquiry into basic data, *Basic data – in the service of society (SOU 1997:146)*, Stockholm, 1997, http://www.regeringen.se/contentassets/f85011637b9741e4acfc6edc6ffa15cf/grunddata---i-samhallets-tjanst, read 20.03.2019

Government Inquiry on reporting requirements for businesses, *Reduced and simplified submission of data for companies (SOU 2013:80)*, Stockholm, 2013, https://www.regeringen.se/49bbab/contentassets/8e736ced3ee64a49a81ca5160cabcc51/ett-minskat-och-forenklat-uppgiftslamnande-for-foretagen-sou-201380, read 20.03.2019

Government Inquiry into effective governance of national digital services, *digitalförvaltning.nu (SOU 2017:23)*, Stockholm, 2017, https://www.regeringen.se/4948a6/contentassets/b1285825f50548eb83e23667b5130bc2/digitalforvaltning.nu-sou-201723, read 20.03.2019

has resulted in a large number of authority-specific solutions, which has resulted in an inefficient regime for the public sector as a whole. There is therefore a considerable need for strengthened coordination at a national level. Achieving good order in the public sector's collective basic data is also required in order to strengthen information security and ensure the protection of privacy.

Basic data is extremely important in an increasingly digitised society and an important foundation for data-driven public activities. The efficient use of standardised basic data in the public sector is a precondition for achieving the ambitious objectives formulated in e.g. the European Interoperability Framework (EIF[2]) and in the Tallinn Declaration, namely of only having to submit an item of information once (The once-only principle).

1.3   Restrictions

The European Interoperability Framework outlines four levels that must be addressed in order to achieve comprehensive interoperability: legal, organisational, semantic and technical. In this assignment, we have restricted ourselves to the top three (legal, organisational and semantic). The technical level, i.e. to submit proposals regarding the actual provision of basic data in the form of technical services or similar, is dealt with in the *Assignment for a secure and efficient electronic exchange of information within the public sector* (Fi2018/02150/DF) and the *Change of assignment for a secure and efficient electronic exchange of information within the public sector* (Fi2018/03037/DF).
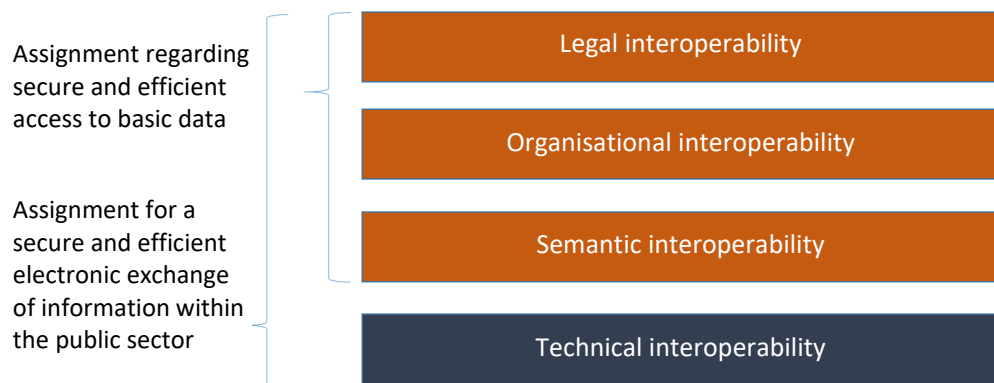
Figure 1. The EIF's four interoperability levels and what is handled in each assignment.

[2] European Commission, *New European Interoperability Framework*, Brussels, 2017
https://ec.europa.eu/isa2/sites/isa/files/eif_brochure_final.pdf, read 20.03.2019

1.4   Outline

Chapter 2 shows how the assignment has been implemented. Chapter 3 explains how basic data has been defined and how it is used in this report. Chapter 4 presents the need for and benefits of basic data. Chapter 5 presents proposed properties for basic data. Chapter 6 details proposed principles and guidelines. Chapter 7 is devoted to open data. Finally, proposed measures are set out in Chapter 8. The consequences of proposed properties, principles, guidelines and measures are discussed regularly throughout the report.

1.5   Concepts

In digitised collaboration, it is important to establish a common concept structure. A common understanding of concepts is naturally required in each specific case, but also in the work of achieving efficient joint overall collaboration. By using concepts that have already been agreed, we reinforce established usage in the collaboration between different actors. This report uses the following concepts.

Important concepts	Description	Source
Actor	Person or organisation acting in collaboration	Guide for digital collaboration (eSamverka)
Concept model	Graphical representation of the relationship between concepts in a coherent concept system	Guide for digital collaboration (eSamverka)
Data	Representation of facts, ideas, etc., in a form suitable for transmission, interpretation or processing by humans or by automatic equipment	Rikstermbanken (Sweden's national term bank)
Domain coordinator, basic data domain	Responsible for national coordination of production, collaboration and provision of basic data in the basic data domain	Cf. Interim report on detailed plans (Lantmäteriet)
Basic data domain	Area of responsibility within basic data, such as personal information, company information, property information and geographical information	
Source	Service from which an actor can obtain data.	Cf. Swedish Companies Registration Office (concept model for composite basic service)
Information	Defined under data	Rikstermbanken (Sweden's national term bank)

Information model	Graphical representation of information objects	Guide for digital collaboration (eSamverka)
Information object	Carrier of information in an information model	IRM
Information exchange model	Model describing the content of the information exchange between two or more parties	Guide for digital collaboration (eSamverka)
Information owner	Actor responsible for the information that is created and handled internally	Guide for digital collaboration (eSamverka)
Interoperability	The capacity or ability of systems, organisations or business processes to work together and communicate with each other by following common rules	Guide for digital collaboration (eSamverka)
Consumer	Actor receiving or using a service or information	Guide for digital collaboration (eSamverka)
Customer	Person or organisation needing a service or information	Guide for digital collaboration (eSamverka)
Metadata	Data about data, for example the date of a decision	Guide for digital collaboration (eSamverka)
Producer	Actor providing a service or information	Guide for digital collaboration (eSamverka)
Collaboration	Different actors collaborating to achieve defined impact objectives and value for customers	Guide for digital collaboration (eSamverka)
Service	Packaged service or solution offered to meet a need	Guide for digital collaboration (eSamverka)
Open data	Open data means all information that satisfies the requirements of so-called open knowledge, in other words information that is freely provided without fees and with few or no technical or legal limitations on how it may be used.	Government inquiry into the law relating to digitisation

2 Implementation of the assignment

2.1   Organisation

The assignment has been implemented in project form in close cooperation with *Assignment for a secure and efficient electronic exchange of information within the public sector* (Fi2018/02150/DF) and *Change of assignment for a secure and efficient electronic exchange of information within the public sector* (Fi2018/03037/DF), with shared resources and working groups. The two assignments have had a joint steering group, a joint coordination group, a joint legal group and a joint security group, including representatives from the Swedish Companies Registration Office, DIGG, the Swedish National Courts Administration, the Swedish eHealth Agency, the Swedish Social Insurance Agency, Lantmäteriet and the Swedish Tax Agency. The Swedish Association of Local Authorities and Regions has had co-opted members in the groups. In this assignment, there has also been a needs group and an architectural group with participants from the Swedish Companies Registration Office, Lantmäteriet and the Swedish Tax Agency, as well as the Swedish Association of Local Authorities and Regions. Employees from the Geological Survey of Sweden and the Swedish Environmental Protection Agency have also participated on Lantmäteriet's behalf.

Participants in the work can be seen from Appendix 2.

These authorities have also cooperated with the government agencies, municipalities, regions and private actors to which they provide basic data. The results of this cooperation are reflected in the needs analysis and the proposals.

The assignment has been carried out by an organisation with the following divisions.
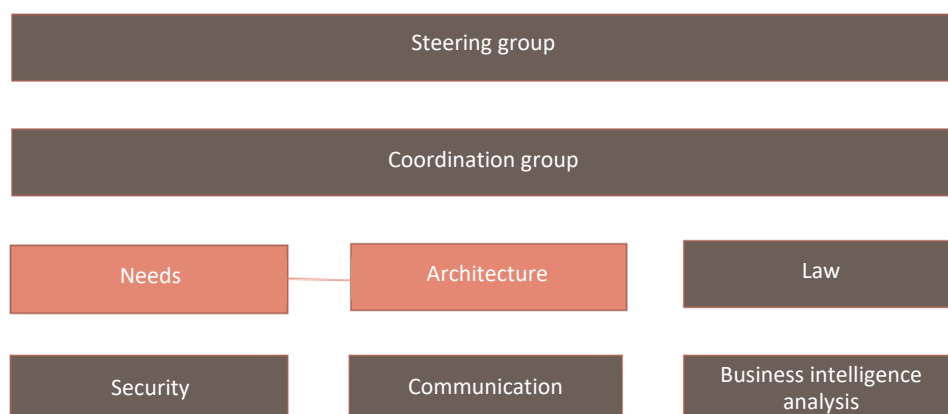
Figure 2. Organisation of the assignment. The darker squares in the image represent working groups that have worked on both assignments: basic data and information exchange.

Steering group:	Strategic management with the Director-General of DIGG, and managers from the participating authorities in both assignments.
Coordination group:	Operational management with project managers from DIGG and managers from the participating authorities in both assignments.
Needs:	The needs analysis was carried out by key personnel from the participating authorities in the basic data assignment.
Architecture:	Information modelling and proposed solutions were carried out by architects from participating authorities in the basic data assignment.
Law:	Legal experts from the participating authorities in both assignments.
Security:	Security experts from participating authorities in both assignments.
Communication:	Communications officer from DIGG
Business intelligence analysis:	The business intelligence analysis from the information exchange assignment also contributed with input to the basic data assignment.

2.2   Collaboration

The actors who were commissioned to collaborate (known as "collaborative actors"), apart from the Swedish eHealth Agency and the Swedish Social Insurance Agency who have largely been involved in the assignment, are the Swedish Data Protection Authority, the Swedish Civil Contingencies Agency (MSB), the Swedish Armed Forces, the Swedish National Archives, Statistics Sweden (SCB), the Swedish Security Service (SÄPO), the Swedish Agency for Economic and Regional Growth, the Swedish Transport Agency, the eCollaboration Programme (eSam) and the Swedish Institute for Standards (SIS). The collaboration was initiated by contact being made with each actor in order to arrange a contact person. During the course of the assignment, the contact person has received information and also been invited to submit input. In some cases, physical meetings have been held with some of the collaborative actors to look at issues in greater depth. Meetings have been held with MSB, the Swedish National Archives, Statistics Sweden and SÄPO. The assignment has also been communicated in eSam's forum and in various channels. All collaborative actors have also been invited, through their contact person, to attend a collaborative meeting in order to study proposals and discuss the work going forward. Around 25 people participated.

In addition to the above collaborative actors, there are many other stakeholders both within and outside of public administration. Contact with these has been handled on the basis of questions that have been received and in general communication.

2.3   Communication activities

In an assignment with as many stakeholders as this, an important piece of the puzzle in order to succeed is for everyone to have the same view of the assignment and its status. For this reason, the assignment has been conducted with joint overall communication during the project period.

The purpose of the communication has been to
- create awareness about the fact that the authorities are implementing two government assignments, and continually provide information about the status at an overall level to participating authorities, via the coordination group

- get feedback from the participating authorities and collaborative actors

- affirm the results, proposals and conclusions of the participating authorities and collaborative actors

- increase understanding of the effects that the government assignments and their outcomes can have on the public sector, businesses and citizens in the long run, which is important for all stakeholders.

The authorities have developed joint material, such as FAQs, slideshows, illustrations, key messages, status reports and films, in order to support communications.

3   What is basic data?

Basic data is used within the framework of this assignment to describe *information within public administration that several actors need and that is important in society.* As the aim of the assignment is to satisfy the need for digital access to data in a secure and effective manner, all information that is valuable in society is covered, regardless of whether or not it is designated in specific registers. This report describes this information as standardised basic data.

The Government's assessment, as formulated in the assignment remit, is that "data in the civil register, the companies register, the vehicle register, the land register and certain geographical information" are basic data. The Government's assessment should be used as a starting point for the assignment, i.e. that basic data "should be given a definition that covers public information that is of importance for society's efficiency and with extensive usage".[3]

There is no legal definition of basic data. Instead, the applicable law contains procedural rules primarily in registry statutes which aim to make certain information available through state registers or information infrastructures. Such statutes exist e.g. for information relating to the Swedish Companies Registration Office, Lantmäteriet and the Swedish Tax Agency. According to the Government inquiry into information management, there are some 70 pure registry statutes that can have a similar purpose.[4] As a general rule, these statutes indicate the data sets being referred to. On the basis of such a legislative technique, there is no need for a legal definition of basic data as the authorities are prevented from deciding for themselves which data sets are to be covered by the procedural rules.

However, the concept of basic data is also used to express a general need for access to information. From such a perspective, basic data can be comprehensive and extend beyond that which is already regulated in applicable law. This means that data that is requested more frequently than other data must achieve a certain level of standardisation in order to be made available digitally.

---

[3] Swedish Government, *State administration in the service of citizens (Government bill 1997/98:136) pp.* 61 and 62, Stockholm, 1998, https://www.regeringen.se/49bb26/contentassets/b44d6fb956cb481cbfb1ae29dc9dbec7/statlig-forvaltning-i-medborgarnas-tjanst, read 21.03.2019

[4] Government inquiry into information management Inquiry, *Official Data Act (SOU 2015:39*) p. 98, Stockholm, 2015, https://www.regeringen.se/49c859/contentassets/f07ea73b5c11475ebb7fe4468703baa7/myndighetsdatalag-sou-201539, read 12.03.2019

Within the framework of this assignment, the following definition of basic data has been developed as a starting point for obtaining a common understanding of the information being referred to:

Information within public administration that several actors need and that is important in society.[5]

The definition is based on the assignment remit's request that basic data "should be given a definition that covers public information that is of importance for society's efficiency and with extensive usage". As the authorities judge that the aim of the assignment is to satisfy the need for digital access to data in a secure and effective manner, information is covered regardless of whether or not it is designated in specific registers. From now on in this report, Basic data refers to this definition, and this information complies with the regulatory framework proposed in this report. As a result, the term Basic data will refer to the fact that the information has been prepared for national digital processing, rather than being a definition of a given information set.

---

[5] The first word, "information" (according to SAOL, paragraph information), can refer to a single attribute in a register or a basic map or an inquiry. Within public administration, the starting point is that the basic data arises somewhere in the public sphere, as distinct from that which originates with private actors. This is also related to the assignment's request for public information. The phrase "that several actors need" means that it is not basic data if only one actor requires it – there is no need to standardise and jointly manage information that only one actor is interested in. The phrase "that is important in society" is intended to further help determine the needs of actors: is the need important for society or just for individuals?

4 Need for and benefits of basic data

> The authorities have analysed and identified the following needs for and benefits of basic data
> - actors are given access to standardised basic data with known accessibility, quality and relevance
> - actors have secure access to uniform basic data
> - access to basic data creates the potential for efficiency improvements and cost savings, as well as better control and governance
> - the digitisation of public processes is facilitated and speeded up
> - improved basis for collaboration
> - management and provision of basic data are streamlined nationally
> - innovation and growth are encouraged.

4.1 Legal requirements in respect of basic data

The concept of basic data was introduced in 1997 by the Government inquiry into basic data[6] and was intended to solve problems relating to the processing of information. The background to the inquiry was a benefit for society's supply of information, which was expressed as "more efficient submission of data, efficient, rational, secure and open supply of information"[7]. Basic data was also considered to be of importance in the information society for democracy, employment and welfare in Sweden.

A clear description of the problems associated with basic data was described in the year 2000 by the E-Info group, which was tasked with conducting an inventory and an analysis of the public's responsibility for disseminating public basic information in electronic form.[8] The following problems were identified in relation to what was then considered to constitute basic data, including the aforementioned registers.[9] Below, the problems have been reformulated as necessary.

- **The public commitment** - the need to clarify how the public commitment to supply information is to be distinguished and carried out.

---

[6] Government inquiry into basic data, *Basic data – in the service of society (SOU 1997:146)*, Stockholm, 1997, http://www.regeringen.se/contentassets/f85011637b9741e4acfc6edc6ffa15cf/grunddata---i-samhallets-tjanst

[7] ibid., p. 9.

[8] E-Info group, *Society's basic information – Inventory, Analysis, Proposals (Ds 2000:34)*, Stockholm, 2000, https://data.riksdagen.se/fil/895E9036-2308-4C01-8E00-67040BA7930F, read 12.03.2019

[9] ibid., p. 33 et seq.

- **Collaboration and interaction** - the need for a clear division of roles and responsibilities between actors involved in an information supply process.
- **Availability** - the need for e.g. metadata that makes it possible to find information through services.
- **Quality** - the need to describe and improve the quality of information.
- **Standardisation** - the need for a uniform conceptual apparatus and standardised technology across the registry areas.
- **Registration at source** - the need to avoid duplicated processing of the information.
- **Financing** - the need for investment in infrastructure and the digitisation of society's information.
- **Legal issues** - the need for clear legal support in the processing of basic data with regard to public access to documents and confidentiality, privacy, copyright and preservation and destruction.
- **Security and vulnerability** - the need for a joint information classification model to describe the protective value of basic data, as well as a joint risk analysis process to describe risks in a uniform manner.
- **Preservation and destruction** - the need for clear rules and fixed procedures in processing.
- **Lack of digital data** - the need to gather data in digital form, digitise analogue documents or the need to structure digital documents in databases.
- **Skills issues** - the need for increased skills regarding information technology.
- **Research and development** - the need to satisfy this objective with society's supply of information.

Last year, the Government inquiry into the law relating to digitisation presented a survey of legal barriers that unnecessarily complicate digitisation and digital collaboration within public administration. The area "basic data and the supply of information" forms part of the survey as a legal area that unnecessarily complicates digitisation.[10] In its report, the inquiry notes that the Swedish Companies Registration Office, Lantmäteriet, the Swedish Tax Agency and the Swedish Transport Agency are the authorities with responsibility for registers in respect of basic information.[11] The inquiry describes that, in a basic data register, information is stored that is gathered in one way or another from a series of different actors and supplied to the authority that is responsible for the register. The reporting actor's obligation to transfer information to the authority that is responsible for the register is generally governed by statutes.

---

[10] Government inquiry into the law relating to digitisation, *Using the law to support digitisation of public administration (SOU 2018:25)* p. 80 et seq., Stockholm, 2018, https://www.regeringen.se/495f60/contentassets/e9a0044c745c4c9ca84fef309feafd76/juridik-som-stod-for-forvaltningens-digitalisering-sou-201825.pdf, read 12.03.2019

[11] ibid., p. 80 et seq.

The survey in the Government inquiry into the law relating to digitisation shows that the legislation is fragmented, that it is not clear what the responsibility for the register actually means in terms of storing information, that information can be in different registers but is not being used from the "best source", that the gathering of information for and updating of registers may require extensive manual work, that there is a need to extend the basic data to more information sets (which requires changes to the statutes), that statutory requirements regarding fees for basic data constitute an obstacle that also leads to the creation of unnecessary copies of registers at private actors.

A comparison between the various inquiries dating from 1997, 2000 and 2018 shows that the problems or needs identified more than 20 years ago still remain.

4.2 Needs analysis

As part of the assignment, a joint needs analysis has been carried out. In addition, the Swedish Companies Registration Office, the Swedish Tax Agency, Lantmäteriet and the Swedish Association of Local Authorities and Regions has analysed the needs for basic data that they see.

4.2.1 Joint identified needs

The following joint needs have been identified in dialogue with authorities, municipalities and regions that receive and process various forms of basic data

- a clear, well-described model for basic data that makes it clear what basic data is available and what the basic data represents
- to standardise the content of the basic data, to ensure that the same semantics have been used for all actors
- a well-functioning process for making decisions regarding making basic data available
- basic data should be made available free of charge, as there can currently be additional costs when gathering data directly from other public actors and via private business
- basic data is consistent over time, is interpreted as a truth and contains quality
- digital infrastructure and a clear responsibility in organisations where basic data is created and maintained
- clarity regarding how far the responsibility extends in respect of basic data.
  For example, who is responsible when basic data is generated at an authority, the information is supplied to another authority, which in turn supplies it to a company or a private individual?
- the authorities must work on the basis of joint information classification as well as risk and vulnerability analyses, after which security must be adapted
- that there are well-established procedures and methods for the maintenance of basic data. As close to real-time updates as possible as well as high-quality data, such as changes to addresses.

There is a need for clarification of how basic data should be made available that is not described in detail here, but which will be discussed more in the forthcoming report on secure and efficient electronic exchange of information in the public sector. Examples of needs that are more closely related to the exchange of information are that

- there must be a very high level of availability, with good response times
- access to basic data is provided via machine-readable interfaces
- there is a well-functioning change management provision for basic data.

4.2.2 Swedish Companies Registration Office

The information that the Swedish Companies Registration Office has in its registers is a valuable asset and an important resource for society. The information that the Swedish Companies Registration Office and others need to gather is already available at the companies. There is enormous potential to think along new lines and for data to be communicated in a more automated fashion from companies. This can create added values such as simplification, higher quality and more rapid access to information.

The Swedish Companies Registration Office currently supplies a number of actors with basic data about companies via file transfer and XML products, free to government agencies since 2017 and by means of sales to other actors.

The Swedish Companies Registration office is also part of a collaboration with the Swedish Tax Agency and Statistics Sweden to supply authorities and municipalities with fundamental information about companies, information that is viewed as basic data according to the definition and principles that have been developed in this report.

The Swedish Companies Registration Office supplies the composite service of basic information on companies (SSBTGU), providing consumers with basic data from the data producers, i.e. the Swedish Companies Registration Office, the Swedish Tax Agency and Statistics Sweden. That which is communicated from SSBTGU is based on consumer needs for basic data about companies. Descriptions and models that detail the information made available via SSBTGU are published on the Swedish Companies Registration Office's website.[12]

Basic data is currently used mainly to pre-fill e-services so that businesspeople do not have to submit the same information multiple times when they are in regular contact with authorities

---

[12] Swedish Companies Registration Office, *Basic information about companies, information exchange models*, Sundsvall, 2017, http://samverkan.bolagsverket.se/gu/HTMLDocument/98191ac3-ee52-498b-827d-df02b8774a49.html, read 06.03.2019

and municipalities. As part of this, there is also a need to be able to identify and restrict access to data based on authorisations.

Some of what is deemed to be basic data is confidential, and it is necessary to restrict access solely to individuals who, due to their role in the company, are entitled to access the information. The Swedish Companies Registration Office has developed a service that checks who the individual is and that they have a role in the company that allows them to access the information. The Swedish Companies Registration Office has also developed a more comprehensive proposal for a national authorisation solution, which can be used to register who is able to represent a legal entity.

The Swedish Companies Registration Office saves certain information about people today that could be phased out if the same information could be obtained from the basic data source when required, in which case the Office would be a consumer of basic data. This requires rapid response times and for the source and the connection to be available at a level of service that is equal to or better than the Swedish Companies Registration Office's own systems.

For the Swedish Companies Registration Office, basic data that is free of charge for all would entail a significant loss of revenue[13]. This must then be compensated for by other means.

4.2.3   Lantmäteriet

Basic data in the field of property information and geographical information (known as geodata) is an important prerequisite for achieving the Government's goal of increased and faster digitisation. Digital maps are the information carriers of the future, and everyone should have the opportunity to use and disseminate them.

Lantmäteriet already has a national coordination responsibility for production, collaboration, provision and development in the field of geographical information and property information (the geodata area), with a well-functioning collaboration through the Geodata Council that includes the major actors in the field of property information and geographical information (the geodata area). The Geodata Council is an advisory board that has been appointed by the Government in order to provide Lantmäteriet with advice and support in the field of geodata. Small-scale geographical information and property information is made available via machine-readable interfaces in modern services. The current needs within Lantmäteriet's area have consequently been satisfied through the national gathering and provision of the information sets deemed relevant for Lantmäteriet's assignments, and the services of other authorities can be seen via a geodata portal. An agreement, the Geodata Cooperation, allows access to all

---

[13] Swedish Companies Registration Office, *Long-term sustainable financing section. Illustrating future financial choices* AD 2272/2017 #17, Sundsvall, 2018

property information and geographical information that has been connected to the Geodata Cooperation. Many consumers are now affiliated, but few producers, none of which are municipalities. Since 2017, the issue of fees between authorities has been dealt with, although business restrictions remain regarding the dissemination of information. In addition, business models between Lantmäteriet and the country's 290 geodata-producing municipalities are still complex, and this has to be resolved as a whole. Lantmäteriet still has high hopes of a solution involving open data, where costs are covered by appropriations. Only then will both authorities and the private sector be able to use the information as open data.

Lantmäteriet is a development authority within the framework of one of the four "Digital first" assignments – A smarter urban planning process. Within the urban planning process, property information and geographical information constitute the foundation. When the process is to become digital and capable of being shared between different actors, both private and public, it is an important prerequisite that the use of the information is not limited by conditions or fees, so that all the benefits of digitisation can be utilised fully. For this reason, the work of making the property information and geographical information of all the producers available is central to the continued work aimed at building an unbroken digital urban planning process.

In the work on a smarter urban planning process, Lantmäteriet sees a need for more information sets to be standardised than is currently the case, and for them to be made digitally reusable and accessible nationwide. Lantmäteriet believes that sector-specific information may also need to be processed as basic data, although with easier processing than central registers, for example through data hosting (see description in Lantmäteriet's interim report Digital detailed plans[14]).

Within the framework of the National Geodata Strategy, Lantmäteriet has developed a definition of and requirements for basic data[15]. In collaboration with the Geodata Council's organisations, Lantmäteriet has also begun work to develop a framework for the creation of a shared, well-functioning infrastructure for property information and geographical information (geodata) in Sweden[16]. This framework includes regulations for information storage models[17], and its purpose is to present a technology-neutral and exchange-neutral

---

[14] Lantmäteriet, *National provision of digital detailed plans – interim report in the assignment to work for a smarter urban planning process*, Gävle, 2019,
https://www.lantmateriet.se/contentassets/cd16f2858fae443380cf12164ddae22d/delrapport_detaljplaner.pdf, read 18.03.2019

[15] Lantmäteriet, *National basic data from Government and municipalities*, Gävle, 2017,
https://www.geodata.se/globalassets/dokumentarkiv/styrning-och-uppfoljning/geodatastrategin/slutrapport-nationella-basdata.pdf, read 26.04.2019

[16] Lantmäteriet, *Geodata strategy*, Gävle, 2019, https://geodata.se/styrande/nationell-geodatastrategi/, read 18.03.2019

[17] Lantmäteriet, *Regulations for information storage models in UML, version 1.1*, Gävle, 2019,
https://geodata.se/globalassets/om/regelverk-ilm.docx, read 18.03.2019

model that describes society's current information as well as any future needs. The information storage model consequently acts as the hub for the information that is made available or exchanged, and demonstrates how information from various data sources could be combined with each other.

4.2.4   The Swedish Tax Agency

In the assignment, the focus was originally placed on the civil registration and property information available from the Swedish Tax Agency. During the course of the assignment, our analysis has shown that we have more information that is of interest to other actors, and that we consequently have the potential to be part of the national framework for basic data. Examples of such information include income data, both established and preliminary, case information and information about the fact that an investigation is ongoing, transaction information that is relevant for the implementation of the Agency's basic remit, checks and the provision of a full service for those issues that lie within the framework of the Swedish Tax Agency's current assignment. The assignment changes over time, as a result of which the need for information/data will also change over time, in terms of needs perspectives both "from the inside out" and "from the outside in".

Demand for civil registration data is consistently high, with many stakeholders (other government agencies, municipalities, county councils, private actors and private individuals). Government agencies obtain data free of charge from Navet[18]. Municipalities, county councils, private actors and private individuals purchase data from SPAR[19]. One thing that Navet and SPAR have in common is that all actors who obtain information need to have a subscription or an agreement with the Swedish Tax Agency.

The Swedish Tax Agency also has a need to consume basic data in several areas, such as the property area, where construction information, property information, basic forest data, ground conditions, electrical certificates and the use of buildings are all important information.

4.2.4.1   The Swedish Tax Agency's assessment of needs at a societal level

The Swedish Tax Agency sees the need for a step-by-step approach to digital collaboration, where the first step involves studying or communicating information about a person/case, as well as digitisation of the information in those processes found within each organisation's current areas of responsibility. In the next step into a digitised environment, there will be a

---

[18] Swedish Tax Agency
https://skatteverket.se/foretagochorganisationer/myndigheter/informationsutbytemellanmyndigheter/navethamtauppgifteromfolkbokforing.4.18e1b10334ebe8bc80001754.html?q=navet
[19] https://www.statenspersonadressregister.se/

need for more coordinated flows aimed at real-time information transfers, in order finally to end up in a seamless ecosystem where the user of the information perceives the information to be consistent and relevant to the situation in which he finds himself at the time in question. In the final stage, the Swedish Tax Agency considers that there will be a need for coordinated and in some cases joint processes. This will result in the current official responsibility for the entire chain "from start to finish" becoming blurred and probably replaced by new forms of common interest and shared processing/management of various types of information. In order to be able to infer information ownership and hence responsibility, it will be extremely important for the information models produced to be at the same levels – i.e. exchange models in respect of specific information groups will be of great significance as they reflect the actual exchange. Overall models such as e.g. personal information will, in the final stage, reflect all information and information groups that are relevant (available) to an individual, regardless of the source in which the information is generated.

4.2.5   Swedish Association of Local Authorities and Regions

In municipalities and regions, basic data is consumed in many different business processes. The majority of processes that handle citizens require that the individual's information be guaranteed, such as name and address. Within healthcare, this information is frequently critical in order to proceed with treatment, and availability requirements are consequently extremely high. We currently have a situation where municipalities and regions purchase e.g. personal information through marketing services. To get digital solutions to work, individual nodes are built up in which information is stored temporarily. These parallel registers drive costs in various ways and risk poorer information quality compared to the situation if personal information were to be a basic data domain with more structured access.

In addition to personal information, there is a considerable need for business information, often in order to pre-fill information during various types of applications, but also to ensure the correct owner, for instance. More than 100 municipalities are currently affiliated to SSBTGU and thereby avoid having to ask companies for information they have already provided, as company information is pre-filled. Pre-filling information makes it easier for businesspeople and increases the quality of the information in the services. Making more basic data available in a structured manner would lay the foundations for more similar opportunities.

In some areas, such as in urban planning processes, information flows between municipalities and authorities. With regard to certain types of information, municipalities are producers of data that is compiled by another authority. With many municipalities and regions still to become affiliated, it is important for interfaces to be clear and easy to sign up to. When basic data is submitted to another party, it is also important for questions regarding the ownership of information to be investigated and clarified.

For municipalities, it is very important for information to be handled efficiently and with high quality. According to the Planning and Building Act (PBL), for example, planning the use of

land and water is a municipal matter, and the municipalities have a responsibility to provide fast, efficient and legally secure processes. The decisions that are taken are of great significance for individuals and affect considerable financial values.

It is extremely important for funding be resolved and for clarity to be generated regarding the way in which basic data is collected, structured, stored, exchanged and made available. For municipalities and regions, clarity in these areas would entail more efficient management of information and increased quality in the form of e.g. relevance. A freely structured flow of basic data would provide great support to the digitisation work of municipalities and regions, as well as making it possible to create digitisation solutions that are more sustainable and more wide-ranging in the long term.

4.3   Benefits of basic data

The Government inquiry into the law relating to digitisation[20] describes the benefits of basic data in terms of economic and societal values. Public administration plays a central role in providing information to society at large. The authorities are responsible for a large part of the production of the data sets on which the digital society is based. Safeguarding the economic and societal values contributes to increased growth in society. Innovations that are based on the authorities' information sets can also be used by the public sector in the long run, contributing in turn to even more efficient and legally-secure administration. Openness within digital administration is also central to the democratic endorsement of the administration's activities. Just like openness, security as regards the definition, management and sharing of basic data is in itself critical for the public's continued trust in the digitisation process and the government agencies that are conducting it.

However, it can be stated that the benefits of basic data cannot be fully enjoyed if the above problems or needs continue to complicate digitisation in the field of basic data. The benefits and needs described by the authorities remain in line with the descriptions in previous studies.

If we clarify what basic data from public administration is most in demand in society, specify the tools required and the management of this nationwide information, as well as make everything available from national access points, the following beneficial effects arise, for instance.

- actors are given access to standardised basic data with known accessibility, quality and relevance
- actors have secure access to uniform basic data

---

[20] Government inquiry into the law relating to digitisation, *Using the law to support digitisation of public administration (SOU 2018:25)*, Stockholm, 2018, https://www.regeringen.se/495f60/contentassets/e9a0044c745c4c9ca84fef309feafd76/juridik-som-stod-for-forvaltningens-digitalisering-sou-201825.pdf, read 12.03.2019

- access to basic data creates the potential for efficiency improvements and cost savings, as well as better control and governance
- the digitisation of public processes is facilitated and speeded up
- improved basis for collaboration
- management and provision of basic data are streamlined nationally
- innovation and growth are encouraged.

4.4   Socio-economic effects

Calculations from several other countries that have implemented reforms relating to basic data show that major positive socio-economic effects are linked to basic data being made available and being free to use. The benefits are realised primarily in the form of savings when it comes to reducing the administrative burden, reducing costs, time savings and indirect effects such as improved quality and secured access. The calculations, which are presented in Figure 3, show that the benefits exceed the costs after 3 to 5 years on average, and that the full socio-economic effect of a reform is only achieved after 9-10 years. A relevant insight is that the majority of the socio-economic benefits are realised in the private sector.
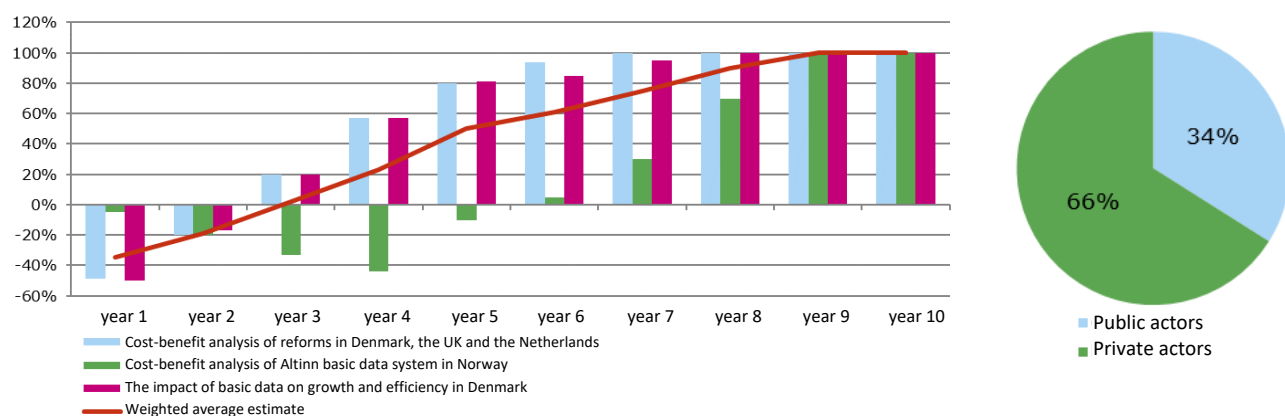

Figure 3. Cost-benefit analyses[21] in a selection of countries in respect of national basic data.

It is important to point out that the calculations do not distinguish between investments and costs attributable to basic data or information exchange specifically, and often also take aspects such as open data into consideration. Difficulties in differentiating the benefit to specific costs are illustrated in Denmark, for example, where the costs for their solution for information exchange of basic data, the data distributor, are included in the framework of their basic data programme.

---

[21] Ramböll, *Meta-analysis of the potential of NDI*, Stockholm, 2017

Benefits cannot always be attributed directly to a choice of solution or platform, but rather to the services that can be created by means of data being made available. The benefits arise when these services come into use.

The costs for implementation in the different countries vary somewhat and have been difficult to distinguish – the investments are often linked to a national programme that has a greater impact than basic data and information exchange alone, usually focusing on the entire digital infrastructure within the country. We also cannot ignore the fact that, in most cases, the investments have been cost-intensive initially, primarily due to high implementation costs. Academic studies have also been conducted at both a micro and a macro level, showing that open data in particular is expected to have a major socio-economic impact. However, the research[22] shows that it is difficult to estimate the benefits and that there is considerable uncertainty in the calculations. It is also likely that the benefits will vary between different types of data, where information that is infrastructural in nature (such as addresses and geography) is of greater value to society.

Further research from the World Bank[23] indicates that prioritising the provision of data should be carried out on "basic reference data" or data that can be considered to belong to national information infrastructure. This data is typically in the form of maps, addresses, demographic data, official data about companies and procurements.

As part of the study "Economic benefit of geodata in the urban planning process"[24], a meta-analysis of potential financial savings was performed through the use of property information and geographical information. The savings estimates were based on international studies and on Swedish information.

The report concludes that the annual potential economic benefits in the urban planning process from using geodata are between SEK 22.5-42.6 billion for the Swedish society. Nationally harmonised and standardised basic data and access to the national geodata access platform are prerequisites for realising the benefits.

---

[22] Lars Hultkrantz, *Contributions to socio-economic assessments*, Örebro University School of Business, 2016, https://www.riksrevisionen.se/download/18.78ae827d1605526e94b2db9e/1518435497976/Bilaga_3_Samhallseko_bedomn.pdf, read 12.03.2019

[23] Andrew Stott, *Open data for economic growth*, World Bank, 2014, http://www.worldbank.org/content/dam/Worldbank/document/Open-Data-for-Economic-Growth.pdf, read 12.03.2019

[24] Lantmäteriet, *Economic benefit of geodata in the urban planning process in Sweden*, Gävle, 2019.
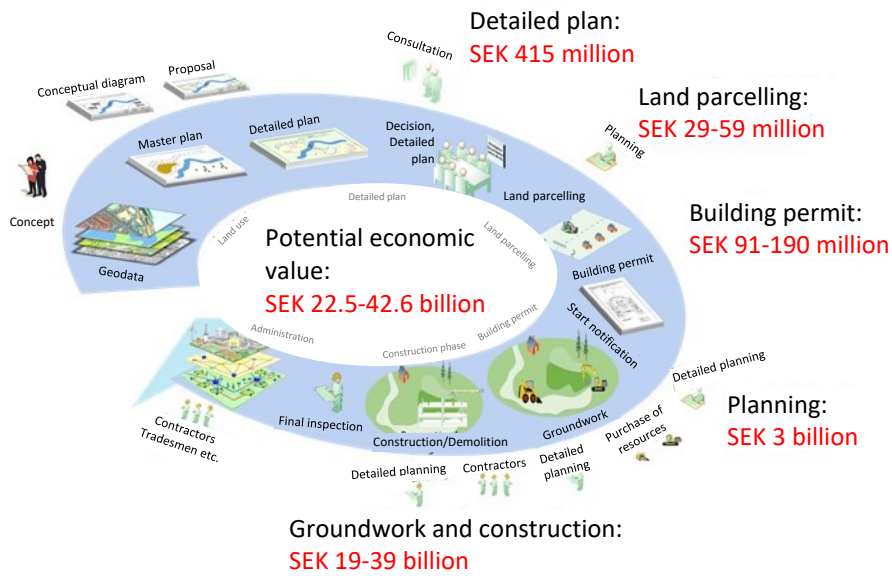
Figure 4. The potential economic savings from using geodata in the urban planning process per year.

5   Basic data properties

The authorities have identified and agreed on the following properties for the standardised basic data, which will be modelled within the framework of the proposals in this report:

- Basic data identifies or describes the core objects in societal processes, such as personal information, company information, property information and geographical information.
- Basic data is used in societal processes by several actors.
- Basic data has a clearly described protective value.

The authorities have analysed the need to identify additional information as basic data, but consider that the need primarily relates to ensuring national standardised information architecture for basic data. For this reason, no proposals for further information are being submitted.

5.1   Identified properties from the actors that receive basic data

During the course of the assignment, interviews have been conducted to identify the needs of those who receive basic data. During these interviews, a number of properties that characterise basic data have also been identified.

- Standardised information that is requested at more authorities relates to both title and content.
- There is a clear demand for what is considered to be basic data, and the application of basic data should be prioritised according to this demand.
- Basic data is that which has been registered, basic data has not been processed.
- It is important to have standardised agreements and components that can be reused for the exchange of basic data.
- Certain basic data is protected and may only be disclosed to authorised parties.
- Basic data lives up to stringent demands regarding quality and availability.

5.2   Legal properties for basic data

In order to arrive at the properties that the authorities consider should apply to standardised basic data, a review is required of the legal properties that the legislative authority has presented for the basic data. The processing of existing basic data, designated in the assignment, at the Swedish Companies Registration Office, Lantmäteriet and the Swedish Tax Agency is regulated by registry statutes. In order to understand the properties that the legislative authority used as a basis when creating the relevant registers, the underlying

register legislation needs to be analysed. Such an analysis has been performed by the Government inquiry into information management[25].

The Government inquiry into information management observed that there are three categories of registry statutes. The first category is pure registry statutes, including what are known as public authority registers. Such a registry statute obliges an authority to maintain the register. The register also has a mandatory content. In those cases where the registers have been regulated in legal form, the preparatory work has referred to the stances adopted by the Riksdag and the Government, i.e. that official registers with a large number of data subjects and particularly sensitive content should be regulated by law with the aim of strengthening the protection of the data subjects' privacy. This category also encompasses statutes that coordinate information management from a number of sources in an information system (instead of a register), in order to make the information available electronically. Examples of this are the Geographic Environmental Information Act and the Legal Information Ordinance.

Lantmäteriet's and the Swedish Companies Registration Offices' registers belong to the category "pure registry statutes", according to the Government inquiry into information management. According to the inquiry, there are some 70 such types of register. Lantmäteriet's and the Swedish Companies Registration Offices' registers constitute publicity registers, which are intended to provide the public with information about certain situations, for example in relation to companies or properties. Lantmäteriet's property information and geographical information is also regulated by a statute that aims to make the information available in a coherent system (infrastructure).

The legal properties that characterise this category are mainly as follows:
- Basic data is contained in a government register or is part of an infrastructure designed to provide information to society. (This property characterises the existence of a public commitment regarding the supply of information.)
- The provision of basic data is statute-governed. (This property means that there are mandatory procedural rules linked to basic data that aim to ensure the execution of the public commitment.)
- The provision of included personal data is particularly statute-governed through restrictions. (This property means that there are mandatory procedural rules linked to basic data that aim to protect particular interests in the exercising of the public commitment.)

---

[25] Government inquiry into information management, *Official Data Act (SOU 2015:39)*, Chap. 4, Stockholm, 2015, https://www.regeringen.se/49c859/contentassets/f07ea73b5c11475ebb7fe4468703baa7/myndighetsdatalag-sou-201539, read 12.03.2019

The Swedish Tax Agency's civil register belongs to a different category of registry statutes, namely so-called information management statutes. The overarching function of these statutes is to have specific regulations governing the processing of personal data within a particular operation. These statutes contain secondary statements of purpose which specify the framework regarding which purposes, other than the original ones, the information may be used for.

The aspect that distinguishes this category from the previous one is the statutory purpose of the register or the database, i.e. that there is no general purpose for the information to be disseminated to society. This ought to be due to the fact that information management provisions normally relate to classified operations. Otherwise, basic data in this category ought to have the same properties as above, although with a focus on the specific operation.

5.3   Suggested properties

Based on the properties that have emerged during interviews, the legal properties and the needs analyses carried out by the authorities involved in the assignment, the authorities have agreed on the following properties for the standardised basic data, which will be modelled.

5.3.1   Basic data identifies or describes the core objects in societal processes, such as personal information, company information, property information and geographical information.

The examples in this property are based on natural persons and associated information found in the civil register of the Swedish Tax Agency, various corporate forms and occurrences of those found in different company registers at the Swedish Companies Registration Office, as well as property information and geographical information of various kinds that can be accessed via Lantmäteriet. The basic data will consequently constitute current information about core objects in societal processes. Regardless of the societal process in which a core object is included, the same description and identification will apply.

5.3.2   Basic data is used in societal processes by several actors

Basic data that is currently often reused is civil registration data, with many actors having links to the Swedish Tax Agency to obtain personal data. If an information set is to be introduced as basic data, there must be a need to use this by at least one further actor in addition to the owner of the basic data. Information that is registered by an authority and that is only used by that authority will not be viewed as basic data.

5.3.3   Basic data has a clearly described protective value

Basic data, like all information assets, should be viewed as more or less worthy of protection based on the information security aspects of correctness, availability and confidentiality. It is therefore extremely important for the protective value of specific basic data to be able to be

described in a standardised way so that appropriate safeguards can be implemented (and communicated), taking into account the aspects of confidentiality, correctness and availability of the information. In order to ensure that the information classification is conducted in as homogeneous a manner as possible between the various actors, it is also important for there to be an agreed risk analysis process and classification model so that risks are assessed as equivalently as possible.

An example of basic data that is worthy of protection is protected personal data, where an appropriate protective measure might be that such personal data is only accessible to authorised parties.

The Swedish Civil Contingencies Agency (MSB) has published an information classification model[26]. This is described in greater depth in the MSB's Methodological support for systematic information security work[27] under the Design and Use sections.

The protective value of basic data can increase when larger volumes of certain basic data are made available. For example, large volumes of address data might have a high protective value, even though information about a single address does not. In a similar way, information processing of several different types of basic data can create information that has a higher protective value than the included basic data originally had. Basic data that is combined without being processed can also increase the protective value.

5.4   Additional information as basic data

The authorities have judged that the need to identify more information sets as basic data relates primarily to ensuring national standardised access as well as managing the information, and therefore do not see any benefit in further specifying which information sets should be identified as basic data. Whether that means that the information has to be entered in a government register has not been examined within the framework of the assignment.

However, it is noted that the need for national access to public administration data is expected to increase. In the event of such a development, it probably wouldn't be rational to create new state registers or to expand existing ones with hundreds more data sets. Other forms of governance are needed to meet the need. Data sets that are socially important and used by several actors need to satisfy the properties, principles and guidelines that have been developed within the framework of the assignment. As a result, the actual definition of data as basic data will no longer be as important. Instead, the important aspect is the demands that

---

[26] Swedish Civil Contingencies Agency, *Model for the classification of information*, Karlstad, 2009
https://www.msb.se/RibData/Filer/pdf/25602.pdf, read 12.03.2019

[27] Swedish Civil Contingencies Agency. *Methodological support for systematic information security work*. Karlstad, 2017
https://www.informationssakerhet.se/metodstod-for-lis/, read 11.04.2019

are placed on data in order for society to be able to rely on data from public actors and for the data to be able to be widely used. Examples of data sets that are important for society and that, in the long term, should satisfy the same demands include (in addition to personal information, company information, property information and geographical information) vehicle information, various types of addresses, environmental information, certain types of health information, etc.

6 Basic data principles and guidelines

The authorities propose the following common principles and guidelines for standardised basic data.

Principles
- Basic data must be obtained from the source
- Basic data must be information-classified
- Basic data must comply with established requirements regarding the accessibility, interoperability, quality, information security and relevance of the information.
- Basic data must be free of charge nationally within public administration
- Basic data must be able to be exchanged with other EU countries

Guidelines
- Making basic data available must be guided by user needs
- Collaboration between actors
- Before basic data is made available, it must be approved within the basic data domain
- Making the data available takes place in a formal process
- Identified basic data must be modelled in a joint national information model for basic data
- The work relating to the basic data must be harmonised with the EU's work on basic data

The proposed principles and guidelines are intended to create the conditions for efficient and secure access to basic data and are based on European principles in this area. They are also deemed to be compatible with applicable law.

6.1 Principles

The proposed principles for basic data are based on the Swedish framework for digital collaboration. The principles remain over time and are independent of the way basic data is produced or consumed.

6.1.1 Basic data must be obtained from the source

To make it easier for consumers to access the most comprehensible, quality-assured and up-to-date information, basic data must have an identified source, with a responsible information owner. A specified source from which basic data is obtained means that the data submission burden is reduced for companies and individuals. In the long term, the information owner will

be responsible for ensuring that its basic data is made available in accordance with applicable requirements.

An example of how to identify the source is the work on fundamental information about companies, which was launched in July 2012, between the Swedish Companies Registration Office, the Swedish Tax Agency, Statistics Sweden and, from 2016, Lantmäteriet. There, the concept of company has been modelled from a conceptual and information perspective and "best source"[28] has been defined, determined by consensus in the working group on the basis of legislative provision and availability. Other aspects, such as where information is registered or amended from an information reporting perspective, have also been taken into consideration; for example, companies are referred to the Swedish Tax Agency for the amendment of SNI codes. The Swedish Tax Agency therefore acts as information owner, even if Statistics Sweden carries out additional register maintenance of SNI codes.

6.1.2   Basic data must be information-classified

Prior to its introduction, information that has been identified as basic data must be information-classified according to regulations and guidelines developed by the Swedish Civil Contingencies Agency (MSB). Further classification needs to be carried out if the information is to be presented in any context other than the original context.

The classification of information is a fundamental activity to ensure that information and resources are provided with the necessary protection. It is the information that is the protection object, i.e. that which is to be protected. The protective value must always be based on documented analyses and information classification. The information classification model may need to be supplemented with common protection levels for each information class. Each protection level must then contain a number of security measures, which must be implemented at the organisations that will be processing the basic data. The value of the individual information sets can be changed through their lifecycle, and must be safeguarded throughout their lifecycle by means of recurring analyses.

Information classification is intended to evaluate information based on its function and significance to the operation, as well as the consequences entailed if the information should be handled incorrectly, lost, disseminated to unauthorised parties or be unavailable when needed.

The classification can also serve as a support and a basis for decision-making when justifying investments within information security to an organisation's business management. It may form the basis for the specification of appropriate security measures tailored to the value of

---

[28] The Swedish Companies Registration Office, Lantmäteriet, the Swedish Tax Agency, Statistics Sweden, *Working group basic information – Letter of intent and description of the inter-agency working group for basic information about companies,* p.49, Sundsvall, 2016, http://samverkan.bolagsverket.se/docs/PM%20Arbetsgrupp%20GU.pdf, read 18.03.2019

the relevant information set, and consequently constitutes a prerequisite for equivalent information being provided with consistent protection, irrespective of where or in which organisation it occurs.

6.1.3   Basic data must comply with stipulated requirements

In the context of the national framework for basic data, the basic data must be made available and be described in a standardised manner, in accordance with the following requirements:

- Availability

On a national website or equivalent, information about and descriptions of basic data and related services (in the form of e.g. definitions, models and specifications) must be made available to actors. Information owners and information holders must describe their information in a structured, standardised and coordinated manner, and must publish descriptions openly.

- Interoperability

The basic data must be comprehensible, searchable and capable of being combined. Information owners must develop and maintain shared and comprehensible conceptual and information models for basic data that facilitate collaboration, enable the exchange of valuable information and that are stable over time. Basic data can also be described using coding schemes and unique identifiers.

Basic data must be in digital form in a standard format that is machine-readable.

- Quality

Information owners must be able to guarantee that the information that is made available as basic data is correct, complete and up-to-date, and that it satisfies quality in respect of completeness and accuracy in accordance with jointly developed specifications.

- Information security

Information owners must guarantee the individual's right to privacy in accordance with applicable law, and that information is protected according to the information class specified in the information model.

- Relevance

Basic data must be reliable, with established and accepted control processes according to specifications. Information owners must be able to guarantee that the information that is made available as basic data is the latest information available.

6.1.4 Basic data must be free of charge nationally within public administration

Charging for basic data entails inefficiency, as it leads to a reduction in the use of the shared resource that basic data constitutes. Since 2017, some basic data has been free of charge between government agencies. The Swedish National Financial Management Authority (ESV) proposes that there should be no charges within public administration[29]. The authorities share ESV's opinion.

6.1.5 Basic data must be able to be exchanged with other EU countries

There will be more calls for basic data to be able to be exchanged between Member States. In order to live up to these demands, for example in the Single Digital Gateway regulation[30], it is necessary to ensure that basic data can be exchanged. In order for information to be comprehensible to the recipient, basic data therefore needs e.g. to comply with relevant coding schemes or core vocabularies. There are several initiatives within the EU, such as ISA CORE VOCABULARIES and ECRIS (European Criminal Records Interconnection System)[31]. This means that information owners must give consideration to European frameworks at an early stage.

6.2 Guidelines

The guidelines act as challenges and provide guidance in the continued work of detailing the principles. They apply to actors who are operating within public administration. We have developed the following guidelines within the assignment.

6.2.1 Making basic data available must be guided by user needs

Making standardised basic data available, i.e. the order in which models and descriptions of information at authorities are to be developed, must be guided by needs, where both the basic data that is requested and that which is expected to have the greatest impact can be prioritised. The impact can be measured in several ways, for example by analysing

- the extent to which the administrative burden is reduced

---

[29] Swedish National Financial Management Authority, *New financing model for the exchange of basic data between government agencies, municipalities and county councils (ESV 2017:54)*, Stockholm, 2017, https://www.esv.se/contentassets/aea8c4e150a94ace8ce12b68b03d1c6a/rapport---ny-finansieringsmodell-for-grunddatautbyte-mellan-statliga-myndigheter-samt-kommuner-och-landsting.pdf, read 17.04.2019

[30] European Commission, *The Single Digital Gateway*, Brussels, https://ec.europa.eu/growth/single-market/single-digital-gateway, read 12.03.2019

[31] European Commission: *Access to Base Registries – Good practices on building successful interconnections of Base registries*, Brussels, 2016, https://ec.europa.eu/isa2/sites/isa/files/publications/access-to-base-registries-good-practices-on-building-successful-interconnections-of-base-registries.pdf, read 18.03.2019

- how efficiency increases
- risk reduction
- how satisfied users are
- whether the services are becoming more open or simpler
- whether the working methods are being improved
- how flexibility and adaptability are being improved.

6.2.2   Collaboration between actors

In order for the provision of basic data to function, stakeholders need to cooperate actively, act jointly and reach agreements in several areas. These agreements might involve e.g.

- using formal agreements about conditions for the exchange of information
- applying joint coordination/control at an overall level
- ensuring the use of common descriptions and definitions of the information that is exchanged, for example through coding schemes, glossaries and unique identities
- agreeing on common ways to describe and provide descriptions of information domains.

6.2.3   Before basic data is made available, it must be approved within the basic data domain

Within the basic data domain, the producers will agree on approval before basic data is made available. This means that they need to be in agreement that the basic data that has been identified as meeting user needs or having a significant impact will be made available first. This guideline also ensures that a producer in the basic data domain does not act on its own without the approval of other producers in the domain.

6.2.4   Making the data available takes place in a formal process

When specifying basic data, it is important for classification of the information to be carried out, as well as for risk analyses to be performed regarding how the basic data could be used for harmful purposes, such as crime, economic purposes or threats to Sweden's security. As mentioned, it is important in these risk analyses to address risks when handling large volumes of basic data, as well as how various basic data sources can generate information that has a high protective value. For example, it is obvious that large amounts of address data have a higher protective value than information about a single address.

Analysis of risks in information processing places considerable demands for expertise within several sectors, in order to ensure quality when analysing how different types of basic data can be processed to produce information with a high protective value. The analyses also need to assess whether this means that the current basic data should not be published, or whether appropriate safeguards can be implemented to reduce the risks to an acceptable level.

Another aspect that needs to be taken into account is the consequences of a possible lack of availability of the basic data. Since one aspect of the basic data is that there is one source, an analysis needs to be performed as to whether there is a need for local storage of gathered basic data for various operations in those cases where the source is unavailable for an extended period of time. This can arise either through disruptions in IT systems or as a consequence of antagonistic threats.

When basic data is only available from one source, it is also necessary to ensure that its accuracy can be maintained, as basic data that has been corrupted, either intentionally or unintentionally, will be spread to all parties that download this information.

For the reasons set out above, it is important for systematic information security work to be carried out at all the parties that supply basic data, and for the data to be made available within a formal process. It is therefore necessary for the process that specifies how basic data is created to implement risk analyses with multi-disciplinary expertise, in order to identify any situations where additional safeguards need to be put in place with regard to the potential for refining information. In such work, DIGG should be the coordinating body with the support of domain coordinators.

6.2.5 Identified basic data must be modelled in a joint national information model for basic data

Once basic data has been identified, it must be modelled in accordance with the agreed standard and notation in the joint national information model for basic data that will need to be established.

The purpose of a joint overall information model is to
- show what basic data we have nationally, as well as how different data relate to each other and within which domain they is found,
- it should be easy for actors to find the information they want to consume
- clarify to actors which information owner is responsible for which information.

In the process of developing a draft joint information model, basic data domains have been identified as central information holders for standardised basic data. The basic data domains principally mentioned in this report are personal information, company information, property information and geographical information. However, other domains that have been identified and that need to be developed at a later stage include vehicle information and environmental information.

There is currently some overlap as regards responsibility between the authorities that hold basic data; for example, the land register at Lantmäteriet contains information about the previous year's tax assessment value that is obtained from the Swedish Tax Agency. This information is made available through Lantmäteriet. Equivalent examples can be seen in respect of companies, where the Swedish Companies Registration Office notifies the Swedish

Tax Agency daily about new companies. The Swedish Tax Agency notifies Statistics Sweden on a weekly basis, and the information is made available by Statistics Sweden according to the ordinance[32].

It is also important for this model to be able to handle versions of input information sets as the need arises, so that the information remains available for those services that are not updated at the same rate as the information model.
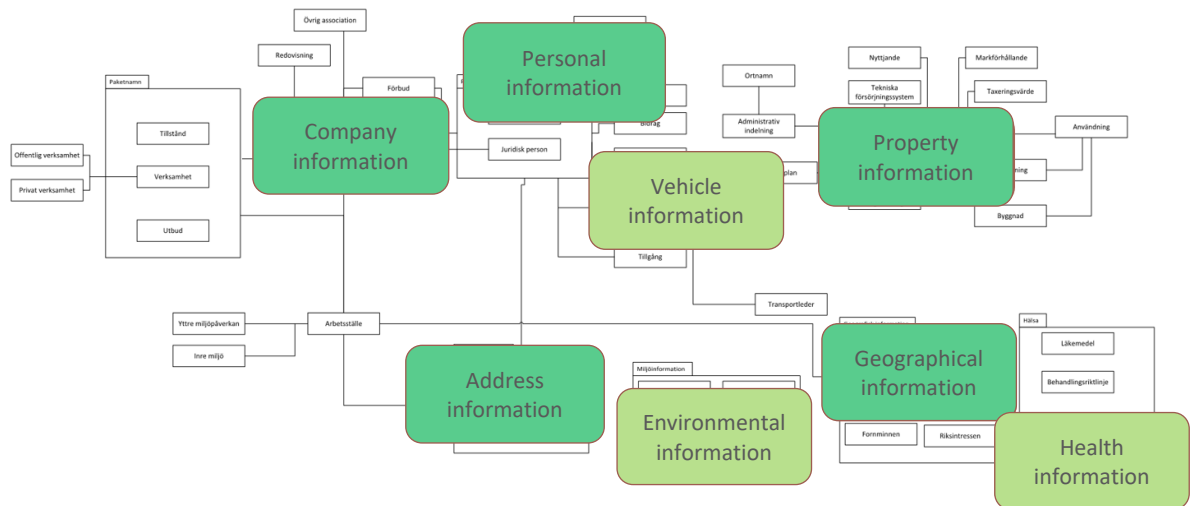

Figure 5. Examples of future basic data domains.

6.2.5.1 Domain models

Each authority that is also an information owner is responsible for providing information models and making them available to its respective areas, such as personal information, company information or property information and geographical information. These need to be coordinated to ensure alignment in overlapping sections.

Information models can occur at several different levels. They may also need to be supplemented with concept models in order to increase understanding of their content.

---

[32] Swedish Parliament, *Ordinance (1984:692) on the general business register*, Stockholm, 1984, https://www.riksdagen.se/sv/dokument-lagar/dokument/svensk-forfattningssamling/forordning-1984692-om-det-allmanna_sfs-1984-692, read 18.03.2019

6.2.6 The work relating to the basic data must be harmonised with the EU's work on basic data

An important prerequisite for being able to exchange basic data with the Member States is that Sweden's work on basic data is harmonised with the EU's basic data work. There are several different basic data initiatives among the Member States to relate to, including in Denmark, the Netherlands and Belgium. This issue has been approached from slightly different angles. In order to obtain guidance and help with methods and reference models, the Commission's ISA[2] programme[33] can be used.

The principle of "interoperability by default" exists within the EU, and the Tallinn Declaration states that the focus in this area for the period 2018-2022 is "work on national interoperability frameworks based on the European Interoperability Framework (EIF), while respecting also the relevant national standards, and adhere to EIF for cross-border digital public services"[34].

6.3 Assessment of whether the guidelines have been drawn up within the framework of the applicable law

The authorities' handling of information through communication technology is currently governed by a wide range of statutes, and is grouped in the area of "legal information services" or "IT law". Substantive IT law relates e.g. to digital information management in public activities, reusing official data as well as commercial aspects of digitisation.[35] Basic data is a subset of all the information that is handled by the authorities and is therefore covered by this area of law.

The aim of the proposed guidelines is to increase the standardisation of existing basic data in the first instance, so that the data is available nationally and can be used where it is needed in society. Applicable law in the field of IT law, which is most closely based on such a purpose, is the so-called pure registry statutes governing the collection, storage and provision of certain fundamental information to the general public. However, these rarely focus on procedural rules relating to standardisation.

Standardisation issues are regulated separately for geographic environmental information and business information in the following statutes

---

[33] European Commission, *Core Vocabularies*, Brussels, https://ec.europa.eu/isa2/solutions/core-vocabularies_en, read 08.02.2019

[34] European Commission, Tallinn Declaration on eGovernment, Brussels, 2017, http://ec.europa.eu/newsroom/document.cfm?doc_id=47559, read 18.03.2019

[35] Cecilia Magnusson Sjöberg, *Legal Information services – Law in the digital information society*, 3rd edition, p. 24 et seq., Lund: Studentlitteratur AB, 2018

- The law and the ordinance on geographic environmental information are based on an EU directive whereby certain information topics listed in the annexes to the Directive must be harmonised in accordance with specific EU ordinances. This legislation is not considered to constitute an obstacle to the guidelines, but must be taken into account in those cases where geographic environmental information constitutes basic data. In these cases, there is a legal requirement for the information to be included in a national infrastructure, which cannot be opted out of.

- The ordinance on the digital gathering of information from companies includes procedural rules for a number of designated authorities regarding the coordinated collection of structured data in the civil service. This ordinance also does not constitute an obstacle to the guidelines, but here too it is necessary to bear in mind that, as a general rule, data covered by the ordinance ought to be included in a national infrastructure.

General rules for collaboration can be found in the Administrative Procedure Act, the Government Agencies Ordinance and the Ordinance on the Exchange of Electronic Information by Public Authorities. Collaborations that are intended to comply with the guidelines must remain within the scope of these rules. In simple terms, the following applies

- Authorities may not, through collaboration, take on new tasks which cannot be inferred from existing rules governing the authorities' activities. Decisions taken by authorities involved in a collaboration constitute independent official decisions and cannot impose mandatory procedural rules on any other party outside of the collaboration. The collaboration may not lead to the disclosure of confidential documents, nor to the processing of personal data being conducted in violation of applicable data protection legislation. The introduction of information in statutory state registers requires amendments to the statutes and cannot be determined in the collaboration.

The guidelines relating to the authorities' collaboration in respect of basic data must be read in light of the legal framework described above. There are not deemed to be any obstacles to the Swedish Companies Registration Office, Lantmäteriet, the Swedish Tax Agency and DIGG collaborating with the aim of standardising the authorities' basic data.

The proposed guidelines may be considered to entail new or supplementary procedural rules regarding basic data, in addition to those applied at present by the relevant authorities. However, guidelines belong to a category of rules that are not mandatory. In order for procedural rules for authorities to be mandatory, they must be established as a standard regulation through a law, ordinance or government regulation.

There is not deemed to be any legal impediment to the three authorities designated in the assignment reaching agreement on which guidelines should apply, nor to the authorities complying with these. Examples of such agreements already exist in various information areas, for example in relation to business information within the framework of the assembled basic service for fundamental information about companies.

However, there may be practical difficulties in reaching such an agreement and administering it when many different authorities are expected to comply with the guidelines, for example when the requirements cover all municipalities. Such a legal arrangement has e.g. been deemed inappropriate for increasing digitisation in the urban planning process within the framework of Lantmäteriet's government assignment regarding a smarter urban planning process.[36] In this context, mandatory regulation was advocated.

In the long term, there may therefore be a need for both voluntary and mandatory regulation regarding the content of the guidelines. This is described in greater detail below in the Proposed measures section.

---

[36] Lantmäteriet, *National provision of digital detailed plans – interim report in the assignment to work for a smarter urban planning process*, Lantmäteriet's ref. no. 519-2018/2889, Gävle, 2018

7 Basic data as open data

The authorities observe that there are statutory requirements that prevent basic data at the Swedish Companies Registration Office, Lantmäteriet and the Swedish Tax Agency from being made available as open data. The authorities see a need for clearer governance and other measures generating preconditions, in order to offer basic data as open data.

As a minimum, it is a requirement for relevant data sets to be made free of charge.

In addition, the following measures are needed to clarify applicable law at an overall level

- explicit rules on provision
- remove restrictions to disclosure
- rules regarding what applies when data is to be made available.

7.1 The authorities' starting points for open data

Open data means all information that satisfies the requirements of so-called open knowledge, in other words information that is openly provided without fees and with few or no technical or legal limitations on how it may be used.[37]

Open data is a means of making information available to actors, free of charge and without any restrictions as regards the use of the information. Basic data may in some cases be distributed as open data.

Access to open data is the single most important prerequisite for increasing and broadening the use of basic data, as well as for enabling innovation and growth. In those cases where basic data cannot be made into open data, digitisation and standardisation of basic data can nevertheless entail major positive efficiency improvements. The authorities see a need for clearer governance and measures that generate preconditions for open data.

The challenges for the Swedish Companies Registration Office include:

- The Swedish Companies Registration Office is largely financed through fees.
- Privacy and security - a significant proportion of the data contains personal details.
- Risk of data being misinterpreted.

The open data that is provided at present is statistical data.

---

[37] Government inquiry into the law relating to digitisation, *Using the law to support digitisation of public administration (SOU 2018:25)* p. 99, Stockholm, 2018, https://www.regeringen.se/495f60/contentassets/e9a0044c745c4c9ca84fef309feafd76/juridik-som-stod-for-forvaltningens-digitalisering-sou-201825.pdf, read 12.03.2019

The Swedish Tax Agency's starting points for open data are:
- The Swedish Tax Agency makes produced information available in the least processed form.
- Information that is made available for reuse is free of charge.
- The Swedish Tax Agency publishes the information in as machine-readable a form as possible. In the long term, information should be made available as an Application Programming Interface (API) or linked data.
- The open data provided is statistical information and information providing a basis of tax calculations, such as tax tables, car benefit values and type codes for properties.

For the Swedish Tax Agency, the obstacles to publishing additional data sets as open data include the following:
- Privacy and security as the overwhelming majority of the data contains personal information.
- A large part of the data is also protected by confidentiality.

Lantmäteriet's starting points for open data are:
- Lantmäteriet already publishes some of its geographical information as open data. This relates primarily to small-scale map information, historical orthophotos, laser data forests, certain elevation data and geodetic information.
- In the national geodata strategy for 2016-2020, open geodata is one of the four objectives. It is judged that the opening up of all actors' publicly produced property information and geographical information can contribute to solutions to a number of important societal challenges, including the digitisation and streamlining of the urban planning process, climate adaptation and work relating to risks and vulnerability.
- In the budget documents, Lantmäteriet has submitted requests for funding by appropriations for that geographical information that is not already open data, addresses and cadastral zoning.
- The current system of financing through fees, both between the State and municipalities as well as with external parties, constitutes a clear obstacle to achieving maximum societal benefit from all the property information and geographical information that Lantmäteriet and other producers generate. Lantmäteriet can see considerable potential for societal benefit if more geographical information, property information and the geodetic infrastructure were to be made open/available free of charge.

7.2   Legal prerequisites for making basic data available as open data

According to the assignment remit, the authorities must investigate whether proposed basic data can be made available as open data. The authorities observe that there are statutory requirements that represent an obstacle to basic data from the Swedish Companies Registration Office, Lantmäteriet and the Swedish Tax Agency (as specified in the assignment remit) constituting open data. One of the main obstacles is the statutory requirement for fees when making the information available. In those cases where information constitutes indirect

harmless personal data, explicit exemptions ought to be required in the relevant registry statutes in order for the information to be open in the sense meant by the term "open data".

The uncertain legal situation in other respects regarding open data can also be viewed as an obstacle. There is currently no statutory obligation for authorities to publish data as "open data". The term "open data" is also not regulated in any statute. In order to assess whether certain information can be made available as open data, a number of legal conditions must be clarified. The applicable law is described below in the form of a comprehensive checklist of the issues that an authority must assess before data can be deemed to constitute open data. The same rules apply to basic data as to other data.

1) Is the information that is to be made available stored with the authority?
2) With what legal support is the information made available?
3) Are there any obstacles due to confidentiality in the Public Access to Information and Secrecy Act (OSL)?
4) Are there obstacles under GDPR or registry legislation?
5) Are there any requirements to charge fees for information, intellectual property rights or other obstructive conditions?
6) Does the authority have to know e.g. who the recipient is due to security protection?

These issues are assessed below in general terms regarding the Swedish Companies Registration Office's, Lantmäteriet's and the Swedish Tax Agency's own basic data in the relevant registries.

Question 1. Is the information that is to be made available stored with the authority?
The first question in the checklist derives from the fact that an authority is only responsible for its own data. Legal assessments are made and decisions are taken solely in respect of data that the authority holds in a legal sense. This is also important for determining who is the data controller for the processing of any personal details that are requested as open data. Since the current assessment is based on the relevant registers at the authorities, it can be stated that this legal aspect does not constitute an obstacle to the continued assessment of the issue of open data.

Question 2. With what legal support is the information made available?
An authority must have the support of the law to make information available. This follows from Chapter 1, Section 1 of the Instrument of Government (RF) (the principle of legality). Examples of legal support include Chapter 2 of the Freedom of the Press Act (TF), Chapter 6, Sections 4–5 of Public Access to Information and Secrecy Act (OSL), as well as communication and service according to the Administrative Procedure Act (FL). Specific legal support for designated information may be provided in ordinances containing instructions for authorities, registry legislation or other legislation.

The term "open data" means that an authority is expected to "push" out information, without knowing the purpose, who the recipient is and without laying down restrictive conditions.

In other words, it is a matter of "publishing" information in a legal sense, rather than "supplying" or "disclosing". The question then is which of the various forms of legal support is intended to regulate such an official function which entails information being published as open data?

In this context, it should be noted that this particular issue has been identified by the Government inquiry into the law relating to digitisation as a legal ambiguity which is impeding the digitisation of public administration.[38] The mapping out conducted by the inquiry has shown that, in part due to the ambiguity surrounding the legal conditions, authorities are hesitant in matters regarding how political signals about the need to increase the digital provision of information can or should be put into practice. This uncertainty could be due to the fact that the general legal rules governing the provision of public sector information (TF, FL etc.) simply do not focus on the publication of information, rather they assume that there is a request on which an authority can adopt a stance. It is also this request that subsequently guarantees the individual various legal avenues for e.g. complaining about the authority's decisions and actions. How should individuals act in relation to published information in the form of open data that they want to complain about? This issue and similar issues relating to administrative law may be difficult for authorities to find answers to at present. There is also a general lack of legislative deliberations regarding what "open data" entails or should entail for constitutional rights.

In this case, however, there is registry legislation that can support the Swedish Companies Registration Office, Lantmäteriet and the Swedish Tax Agency when it comes to justifying the "publication" of data as "open data". In addition, Lantmäteriet has a clear official function under the ordinance containing instructions for Lantmäteriet, i.e. to provide society with fundamental property information and geographical information. In this case, and for the relevant registers, the legal situation ought to be sufficiently clear, yet it would be desirable for the legislative authority to ensure that the legal situation regarding open data is made clear to all authorities.

Question 3. Are there obstacles due to confidentiality in the Public Access to Information and Secrecy Act (OSL)?
Information held by an authority may be either public or subject to confidentiality. If the information is public, it may be disclosed without obstacle. If the information is subject to confidentiality, however, the authority will be prohibited from revealing the information by way of disclosure, as set out in Chapter 2, Section 1 and Chapter 3, Section 1 of the OSL.

---

[38] Government inquiry into the law relating to digitisation, *Using the law to support digitisation of public administration (SOU 2018:25)* p. 490, Stockholm, 2018, https://www.regeringen.se/495f60/contentassets/e9a0044c745c4c9ca84fef 309feafd76/juridik-som-stod-for-forvaltningens-digitalisering-sou-201825.pdf, read 12.03.2019

The OSL does not only apply in the event of disclosure under the principle of freedom of information, but prohibits authorities from disclosing any confidential data at all. The preparatory work for the former Confidentiality Act stated that confidentiality relates to the affected information as such, regardless of whether or not it is documented in a public document.[39] If an authority is about to disclose information, the authority must therefore examine whether or not the information is confidential.

In the event of the disclosure of different types of information, there are several confidentiality regulations in the OSL that can be raised. Examples of such regulations include confidentiality for the protection of total defence, for concerns relating to preventing or prosecuting crimes, for individuals working in civil registration or in statistics, for personal details, or for concerns relating to the conservation of animal or plant species.

Confidentiality for the protection of total defence is valid for information relating to activities aimed at defending the country or for planning or other preparation of such activities or which otherwise affects total defence, if it can be assumed that disclosure of this information would harm the country's defence or otherwise pose a danger to the security of the realm.

The information in the registers that are now relevant may be subject to confidentiality. Such an assessment has not been considered possible within the framework of this assignment, as it is necessary for relevant information to be examined at a data set level. Even if the authorities were to come to the conclusion that there is information that is public and that can be made available, another area of uncertainty remains in this respect. It is impossible to rule out that when a user makes a compilation of information, which in itself is public, this could entail risks to e.g. the security of the realm. Indeed, compilations can be made at present by requesting documents from the authorities according to the principle of freedom of information. The new and simple way of gaining access to the information entails new risks, however, which have not been examined on the basis of how applicable law is designed and applied at present. It is unclear how authorities that publish information as open data are expected to manage risks that arise at national level.

All in all, it can be stated that there ought to be scope to publish certain information as open data from the registers that are currently affected. From a legal point of view, however, the uncertain legal situation can be seen as a sufficient obstacle in order to inhibit measures in that direction.

---

[39] Swedish Government, *Proposals for Confidentiality Act etc., Government bill 1979/80:2* p. 54, Stockholm, 1979, https://data.riksdagen.se/fil/9E62FB95-0B4D-4A24-8EFC-201565ABF191 read 12.03.2019

Question 4. Are there obstacles under GDPR or registry legislation?

Statements of purpose in registry statutes constitute a general legal obstacle to the publication of information as open data. Some information that is covered by these provisions constitutes indirect personal data and is viewed as harmless from a privacy perspective. Examples of such information include property designations and property locations. This information often needs to be used in maps. This means that even though personal data should not normally be appropriate as open data, there is a grey area that needs to be managed. In its assessment, an authority may come to the conclusion that the provision of information as open data is compatible with existing statements of purpose by examining its own purpose, if this purpose is covered by the provision and can be seen e.g. from the authority's instructions. However, it would be desirable for the legal situation to be clearer in this respect as well.

If a registry statute is applicable, questions are also raised about the form in which information is made available, i.e. whether this constitutes direct access or some other form of disclosure. Such provisions also usually entail barriers to open data.

The General Data Protection Regulation (GDPR) also includes various requirements that could complicate "open data". For an interesting discussion about the link between open data and GDPR, *The PSI directive and GDPR*[40] is recommended.

All in all, the existing law means that it can be difficult to identify in which cases indirect harmless personal data can be made available. The extensive requirements stipulated in this part of the legislation are likely to result in the achievement of a certain degree of openness, although probably not fully open data.

Question 5. Are there any requirements to charge fees for information, intellectual property rights or other obstructive conditions?

Information in the civil register, the companies register, the land register and certain geographical information must be provided free of charge between government agencies, see e.g. Section 30, subsection 2 of the ordinance containing instructions for Lantmäteriet. Otherwise, the information will be provided for a fee against the background of Section 5 of the Fees regulation, as indicated by the authorities' instructions.

The concept of open data is not limited to certain users. This means that statutory requirements for fees constitute an obstacle to open data.

Rules regarding conditions when re-using official documents are set out in the Act on the re-use of documents held by public sector bodies. This Act aims to promote the use of official documents by individuals and is based on the PSI Directive. In respect of this legislation, the Council on Legislation has stated that it is difficult to assess how the PSI regulation

---

[40] https://www.europeandataportal.eu/sv/highlights/psi-directive-and-gdpr

relates to the legal system in general, as well as to assess the actual reach of the Act's provisions.[41] This uncertainty also affects the way in which open data is affected by the said Act.

Question 6. Does the authority have to know e.g. who the recipient is due to security protection?

The Protective Security Act gives special protection to data that is confidential and that relates to the security of the realm. Security protection work by authorities must e.g. prevent the unauthorised disclosure, alteration or destruction of such confidential information, as well as prevent unauthorised individuals from entering locations where they could have access to data of this type. Additional provisions for authorities to take into consideration in their security protection work are set out e.g. in the Protective Security Act, in which it is regulated that buildings, facilities or areas can be classified as protection objects. A decision relating to protection objects may be associated with a ban on the production of images, descriptions or measurements of or within the protection object. The act and ordinance on protection for geographical information also protect information that is of importance for total defence. For example, the right to disseminate certain geographical information that has been compiled through hydrographic surveys or aerial photography is restricted such that permits are required in order to disseminate the information. Authorities are responsible for their own security protection work and are responsible for ensuring ongoing compliance with the requirements.

The work aimed at making information available to society means e.g. that stringent demands are stipulated regarding pinpointing authorisation levels for access to information, and that this takes place in a similar manner at all authorities. Open data is the most open level of all, but there can be other levels of openness that may be sufficient to achieve relevant needs.

In this respect, the Government inquiry into the law relating to digitisation has also highlighted the need to achieve equivalent protection at an authority-wide level when it comes to information security.[42]

In conclusion, it can be stated that, within the framework of the information security legislation, there are practical difficulties in achieving an equivalent level of protection for the information, since the application is fragmented. This is not in itself an obstacle to open data, although it does constitute a risk from a national information security perspective.

---

[41] Swedish Government, *Re-use of information held by public sector bodies, Government bill 2014/15:79* p. 70f, Stockholm, 2015, https://data.riksdagen.se/fil/819BD5B6-9006-4264-80AC-DDB21CD1C069, read 12.03.2019

[42] Government inquiry into the law relating to digitisation, *Using the law to support digitisation of public administration (SOU 2018:25)* p. 83, Stockholm, 2018, https://www.regeringen.se/495f60/contentassets/e9a0044c745c4c9ca84fef309feafd76/juridik-som-stod-for-forvaltningens-digitalisering-sou-201825.pdf, read 12.03.2019

7.3 What measures are required to create the preconditions for basic data as open data?

Open data can be viewed as a collective name for the information's "openness", and expresses the most open level on the scale. In order to achieve such openness, it is assumed that there are no restrictions or other obstacles, either of a technical or legal nature. A discussion on measures to create the conditions for basic data as open data needs to take place on the basis of an integrated approach. The openness of the information relates to achieving easier access and use. Easier access and use must be generated at various levels, which means that anything that doesn't go into the most open level will probably go into another level. The sensitivity of information affects the degree of access and statutory protection requirements, for example in the form of access or usage restrictions. Open data can be viewed as the most open level in the form of free access and no restrictions.

At levels where restrictions or confidentiality exist, anonymisation of the sensitive aspects may, for example, be relevant in order to release some of the information sets as open data. Alternatively, security solutions and agreements can make re-use possible in the event restrictions exist.

One general observation is that the most open level for access to information places high demands on authorities to structure and assess their information in advance based on applicable law and security risks. However, the emphasis for these assessments and risk management activities in current information management by authorities should instead be at the time of disclosure, which at present is usually associated with a tangible request for access to certain information. The challenge of creating the conditions for open data thereby means that long-term, systematic work is required to create not only a good freedom of information and confidentiality structure, but also for such a structure to be able to cope with fully automated processing of the information based on specific authorisation levels (cf. the current requirements for handling public documents in Chapter 4 of the OSL).

The issue raised in the assignment is targeted at the most open level, but the authorities' arguments regarding measures should be read in the light of the overall challenge.

The authorities consider that the minimum requirement is for affected data sets to be made free of charge. However, such statutory changes will probably need to be made in conjunction with the future implementation of the amendments in the PSI Directive. The proposed amendments in the Directive in respect of free "valuable data" are likely to cover a large proportion of existing basic data.

8 Proposed measures

The authorities are submitting the following proposals for measures to clarify the responsibility for and increase the standardisation of basic data

- A national framework for basic data will be established at two levels. Firstly, an administrative responsibility for national rules and guidelines will be introduced at a national level, and this responsibility will fall to DIGG. Furthermore, administrative responsibility will also be introduced for domain-wide principles and guidelines for basic data domains, where the responsibility is split between the Swedish Companies Registration Office for company information, Lantmäteriet for property information and geographical information and the Swedish Tax Agency for personal information.
- The ongoing work of establishing the national framework for basic data should be carried out in the context of new assignments for the authorities.

8.1 Objectives for basic data

In the course of the assignment, an objective for basic data has emerged. This objective is important, as it clarifies where the authorities consider that the basic data work is heading. In this way, it is possible to identify what further efforts are needed to drive the work forwards and in the right direction.

- There is an administration for basic data, where the division of responsibility is clear and where there is a well-functioning collaboration.
- There are effective points of contact with customers in respect of basic data, both within and outside of the administrative organisation, including
  - basic data website
  - a joint basic data model and coding schemes on a common platform
  - comprehensive information about Sweden's basic data
  - specifications for basic data and related services
  - tools for collaboration between the actors working with basic data.
- Downloading and updating basic data is performed using a service-based approach.
- All basic data follows given guidelines and standards.
- Any legal obstacles are addressed in respect of the introduction and use of basic data.
- Actors have access to standardised basic data based on stipulated requirements.
- Sweden is the leading player in the EU as regards the development of basic data.
- Basic data is a success factor for digital innovation initiatives (e.g. Nordic Smart Government, Value model – ecosystems for simpler government contacts for companies, and Open Sweden).

The objective itself does not have a deadline, but will be gradually achieved by means of the measures proposed in this section.

8.2   A national framework for basic data will be established

As has been seen, it has become clear during the course of the work that coordination and perhaps also clearer governance are required in order to realise the objective for this area. The benefits that standardised basic data can produce will not be achieved if the authorities continue to act as individuals and view their data as monoliths, without any reconciliation with the larger ecosystem. In order to clarify the responsibility for and increase the standardisation of basic data, it is proposed that a national framework for basic data be established. A national framework for basic data creates the conditions for increased usage and increased societal benefit by means of

- joint models regarding basic data will provide a clearer entry route for consumers who need data from the various domains
- the basic data domains will become interfaces, such that when basic data is to be consumed, it will be natural to turn to the domains rather than to the individual authorities
- the domains will build up knowledge about demand for information and services, resulting in fewer point-to-point solutions between producing and consuming parties. Over time, the domains will acquire a better overall picture of what information is requested frequently and how needs for new information and services are developing, which should eventually result in a better range of both data and communication services
- clear requirements in respect of accessibility, quality and relevance should contribute to increased direct usage and reduced duplication of storage. This in turn should result in increased usage and reduced overall costs at national level. If the information is described in a consistent manner, the risk of misinterpretation is reduced, which both helps consumers and facilitates the producers' provision of data as open data

The national framework for basic data proposes that the responsibility for basic data be regulated at two levels. Firstly, an administrative responsibility for principles and guidelines will be introduced at a national level, and this responsibility will fall to DIGG. Furthermore, administrative responsibility will also be introduced for domain-wide principles and guidelines for basic data domains[43].

The authorities are proposing that the work should start with three basic data domains

- Company information where the Swedish Companies Registration Office is responsible
- Personal information where the Swedish Tax Agency is responsible
- Property information and geographical information where Lantmäteriet is responsible

---

[43] A basic data domain is a demarcated area of information.

Based on the experiences that will be amassed in the three domains, the framework can be expanded to cover more domains, such as vehicle information, various types of addresses, environmental information and some types of health information. Reasons to start with the three basic domains mentioned above include that they constitute central information sets for society, that good collaboration between the proposed domain coordinators has evolved within the framework of this assignment, and that the coordination to bring about a national framework should not encompass too many domains.

The proposal is not intended to change the responsibility for the information in any respect, rather the various information owners are responsible as before for the information that is created and managed within their own operations, or where they have responsibility for the registers. Furthermore, the identified basic data domains do not mean that new information sets should be entered in a government register.

In addition, there will be two additional roles: producers of the information and consumers of the information. *The producers' role* is to participate in the collaboration within the domains where they hold basic data, to follow the guidelines and principles that apply within the domain, as well as actively to work to gather, be familiar with and develop basic data according to customer needs. The producer always owns the individual data and is responsible for its quality; this responsibility is never assumed by the domain coordinator or anyone else. *The consumers' role* is to use the information and contribute to the development of the domain by notifying the domain coordinator of their data requirements in suitable collaborative forums.

A single authority can have several roles in this model. For example, the domain coordinators are largely also producers.

The authorities designated in the assignment may reach agreement that the guidelines presented above should apply within the framework, and that the authorities should comply with them. Examples of such agreements already exist within various information areas, such as in respect of company information as well as property information and geographical information. In the establishment of a national framework, it is preferable to re-use previous agreements and regulations from the area regarding property information and geographical information[44] as well as the company information area[45], rather than going back to square one.

---

[44] Lantmäteriet, *Regulations for information storage models in UML, version 1.1*, Gävle, 2019, https://geodata.se/globalassets/om/regelverk-ilm.docx, read 18.03.2019

[45] Swedish Companies Registration Office, Lantmäteriet, Swedish Tax Agency. Statistics Sweden, Reading instructions Notation for concept and information model, Sundsvall, 2014, http://samverkan.bolagsverket.se/gu/Document/416abb2f-9300-45ad-af16-9c6955ec3356.html, read 21.03.2019

In the long term, there will probably need to be scope for both voluntary and mandatory regulation regarding the content of the guidelines. Initially, it may be appropriate to test the guidelines at the three authorities before they are rolled out nationally and eventually introduced in a general statute. Such a general statute could e.g. regulate the mandatory official functions in the national digital infrastructure and pinpoint the requirements that apply, as well as when the requirements will be mandatory or optional.

The joint principles for standardised basic data set out above propose that basic data should be free of charge nationally within public administration. At present, basic data from certain government agencies is free of charge to other government agencies but the principle affects all public administration.
The authorities therefore see a need for further investigations into
- the way in which mandatory governance and voluntary collaboration will be used for the management of basic data
- what measures are required to comply with the principle of free basic data nationally within public administration.

8.2.1   About the national responsibility

It is proposed that DIGG be given the responsibility for the framework at a national level. This responsibility includes providing the conditions for the effective use of basic data. This entails being responsible for the national framework for information architecture for basic data, including
- joint information model for basic data
- joint modelling standards for basic data, including documentation
- a place to store and publish information about basic data/national repository
- standard for quality marking for basic data
- standards for UIDs (unique IDs) for basic data objects
- obtaining support from national expert authorities regarding law and security.

This responsibility also involves managing and further developing guidelines and fundamental principles that have been developed within the framework of the basic data assignment.

If necessary, DIGG may prescribe how the information model should be expressed (format), provided that there is statutory support. Domain coordinators produce comprehensive information models with the aim of presenting these in the national repository. DIGG never stores any business information, nor does it supply business information from any party.

8.2.2   Domain responsibility

Domain responsibility for basic data entails
- being responsible for implementing guidelines and fundamental principles at domain level
- coordinating the work within the domain
- managing and developing the domain

- dealing with issues that relate to the domain
- deciding whether to add existing information (or basic data) within the domain in collaboration with producers
- cooperating with the responsible party at a national level
- identifying which other producers of basic data may be present within the domain
- cooperating with other basic data domains.

Domain responsibility initially covers the information for which the domain coordinator is responsible, i.e. the information that the authority has in its registers.

The domain responsibility includes supplying a comprehensive information model of the information contained in the domain, as stipulated at a national level. The domain coordinator owns and manages all the information models within the domain.

The domain coordinator imposes requirements on the producers within the domain to ensure that they adhere to guidelines and principles at domain level.

Other consequences of the introduction are that the relevant authorities' information will need to be made available in a standardised manner, which will be presented in the information exchange assignment.

8.2.3   The introduction of the national framework should be evaluated

As stated above, voluntary collaboration is proposed initially, but this does not preclude the possible necessity for clearer governance, for example through mandatory regulation. It is therefore important for the introduction of the national framework to be evaluated on an ongoing basis to provide a foundation for decisions on future actions.

A starting point for the continued inquiry work should be for the necessary legal development that supports digitisation in the field of basic data to be conducted gradually on the basis of experiences from tests and repetitions. This is required in order for the development to take place in a manner that is adapted to needs. In its report, the Government inquiry into the law relating to digitisation submitted a proposal that the Government should appoint a legal drafting body in the form of a committee or a special investigator, which will be instructed over the next few years to produce preparatory work on an ongoing basis for the adaptation of applicable law in the event of digitisation.[46] Such an approach would be able to support the authorities' continued development in the field of basic data.

---

[46] Government inquiry into the law relating to digitisation, *Using the law to support digitisation of public administration (SOU 2018:25)* p. 446, Stockholm, 2018, https://www.regeringen.se/495f60/contentassets/e9a0044c745c4c9ca84fef 309feafd76/juridik-som-stod-for-forvaltningens-digitalisering-sou-201825.pdf, read 12.03.2019

8.3 Proposed ongoing assignments

Assignment 1 – Establish a national framework for basic data

DIGG is being commissioned, with the support of the Swedish Companies Registration Office, the Swedish Tax Agency and Lantmäteriet

1. to establish the national framework for basic data
2. to investigate the way in which mandatory governance and voluntary collaboration should be used when handling basic data
3. to investigate what measures are required to comply with the principle of free basic data nationally within public administration
4. to calculate the authorities' ongoing costs for work on the national framework and basic data domains starting from 2020.

Time period: Autumn 2019

Cost: SEK 4 million (SEK 2.5 million to DIGG and SEK 500,000 each for the other participating authorities)

When the assignment is complete, a joint information model for the three relevant basic data domains will be published in the location intended for this purpose. The joint information model must be accepted by the four authorities as well as by other relevant authorities. There are joint modelling standards for basic data, including documentation and proposals for UIDs (unique IDs) for basic data objects and for quality marking of basic data. There is also a place to store and publish information about basic data nationally that is generally accessible.

The proposed assignment does not include modelling the basic data that is covered by the framework. This will be done in assignment 2 during the spring of 2020.

The responsibility for managing and further developing the deliveries in this assignment should be managed through a separate assignment, change of instructions or similar.

Assignment 2 – Establish basic data domains

The Swedish Companies Registration Office, the Swedish Tax Agency and Lantmäteriet have been given a joint assignment, with the support of DIGG

1. to establish basic data domains for company information, personal information, as well as property information and geographical information.

Time period: 2020

Cost: SEK 6 million (SEK 2 million each for DIGG, the Swedish Companies Registration Office and the Swedish Tax Agency. Lantmäteriet is applying for corresponding funds through its digital first assignment)

Now that the assignment is complete, it is clear how the various domain coordinators intend to work with their domain responsibility. This includes working methods, procedures, organisation including coordinating the work within the domain, managing and developing the domain, as well as dealing with domain-related issues. In addition, all three domains have supplied a comprehensive information model of the information contained in the domain, as stipulated at a national level.

Common to both the national level and the domain level is that the forms of collaboration between managers at national and domain level are described, accepted and published. In addition, there is a calculation of the consequences for the authorities in terms of required resources etc. for the management of the framework.

How this provision is to take place will be presented in the report on the secure and effective exchange of information, and there are dependencies to this assignment. This does not prevent this assignment from being launched, since these measures need to be implemented in order to create the conditions for an effective exchange of information.

In addition, the authorities want to highlight the need to create clarity in respect of how "open data" is governed in current law. The Government should appoint an inquiry that will adopt an overall approach to these issues.

The authorities consider that the following items need to be clarified in applicable law at an overall level.
1. That the publication of information as open data is an official function, as can be seen from uniform regulations for authorities.
2. That the official function is clearly demarcated or has a link to constitutional rights in respect of the disclosure of information.

That it is clear what deliberations an authority has to carry out with regard to GDPR, registry statutes, the OSL and security legislation in order to carry out the official function, and which of these deliberations should instead be performed by the legislative authority when designing the official function.

Appendix 1 The assignment

	Government decision	**III 4**
		1 Appendix
The Government	24.05.2018	
	Fi2018/02149/DF	

The Ministry of Finance   Recipients according to *appendix*

Assignment regarding secure and efficient access to basic data

The Government's decision

The Government has commissioned the authorities specified in the *annex* to the decision to jointly submit proposals aimed at providing secure and effective access to basic data, including e.g. by clarifying the responsibility for and improving the standardisation of such data.

Interim reports regarding the progress of the work must be submitted to the Government Offices (the Ministry of Finance) by agreement. The assignment must be finally reported to the Government (the Ministry of Finance) by 30 April 2019 at the latest.

For 2018 and 2019, the Swedish Companies Registration Office, Lantmäteriet and the Swedish Tax Agency may each apply for a maximum of SEK 1,500,000 each year for the assignment.

The costs will be charged to appropriation 1:18 Agency for Digital Government under Expenditure Area 2, National economy and financial management, Appropriation item 7, National digital infrastructure. The funds are paid out following the request submitted to the Legal, Financial and Administrative Services Agency. The request for funds for 2018 must have been received no later than 1 September 2018. The reporting of used funds for 2018, and the repayment of unused funds for the same year, must be submitted to the Legal, Financial and Administrative Services Agency no later than 28 February 2019, with a copy being sent to the Government Offices (Ministry of Finance). The request for funds for 2019 must have been received no later than 1 March 2019. The reporting of used funds for 2019, and the repayment of unused funds for the same year, must be submitted to the Legal, Financial and Administrative Services Agency no later than 1 June 2019, with a copy being sent to the Government Offices (Ministry of Finance). In the event of a request, any repayment and reporting, reference must be made to this decision.

Background

The need for a comprehensive approach and clearer national governance in the field of digital infrastructure has been highlighted in several reports and deliberations, including in the report digitalförvaltning.nu (SOU 2017:23). The report highlights the need for a governance policy for a national digital infrastructure, with proposals being submitted for a comprehensive plan to strengthen the digitisation of the public sector. Other inquiries have described needs and proposed actions in this area, for example in the reports Basic data - in the service of society (SOU 1997:146), Lantmäteriet - new avenues for increased societal benefit (SOU 2003:111) and Reduced and simplified submission of data for companies (SOU 2013:80).

Sweden lacks several of the common public-sector basic components and solutions that are available in other comparable countries (Government bill 2017/18:1 Expenditure area 2, sections 6.3.3 and 6.4). The lack of a national digital infrastructure has resulted in a large number of authority-specific solutions that differ from one another, which has largely produced an inefficient regime for the public sector as a whole. The Government therefore intends to strengthen the governance and coordination of public sector information provision by clarifying the division of responsibility and increasing standardisation.

In the Government bill "State administration in the service of citizens", the Government judged that basic data should be given a definition that covers public information of importance for society's efficiency and with extensive usage (Government bill 1997/ 98:136 pp. 61 and 62). This assessment will also apply as a starting point for this assignment. Furthermore, the Government has assessed that information in the civil register, the companies register, the vehicle register and the land register, as well as certain geographical information, constitutes basic data and that a more efficient regime can be created with such data being exchanged free of charge between government agencies (Government bill 2016/17:1 Expenditure area 22, section 4.5.1.). An effective exchange of basic data is one of the preconditions for achieving the objective of only having to submit information once where possible, which is also one of the priorities that Sweden, through the Tallinn Declaration on eGovernment, has stated should be a guiding principle. In the long run, it is also considered than an effective exchange of basic data will be able to result in better conditions for benefiting from new digital technologies, such as artificial intelligence, which can provide benefits for citizens and efficiency improvements.

At present, Sweden lacks comprehensive governance of the basic data that is used, or potentially could be used, across a broad front in the public sector. Basic data is extremely important in an increasingly digitalised society and a data-driven public sector. For example, this might relate to information about private individuals, companies and properties. Achieving good order in the public sector's overall

basic data is also required in order to strengthen information security within the public sector and ensure adequate protection of privacy.

More about the assignment

The authorities, bearing in mind their own basic data, must analyse and describe the need for and benefits of basic data, both for the public sector and for private individuals, organisations and companies. The results of the analysis regarding the need for basic data should be coordinated with the results of the needs analysis that is to be carried out according to a separate assignment regarding secure and efficient electronic information exchange in the public sector.

Based on the identified need for and benefits of basic data, the authorities must identify which properties characterise basic data. Against this background, the authorities must also analyse and submit proposals for any additional information that ought to be defined as basic data.

It must be clear from the analysis whether the proposed basic data can be made available as open data, and what measures are necessary to achieve this.

The authorities must also analyse and submit proposals for joint guidelines for basic data and for the processing of such data by the responsible authorities. The guidelines for basic data may e.g. relate to quality, relevance, availability and usability. The guidelines for the responsible authorities' processing of basic data may e.g. relate to joint procedures, models, concepts and the need for coordination. The guidelines must also relate to the way the requirements stipulated with regard to the regulations on confidentiality and information security, as well as regarding the protection of privacy, can be maintained.

The proposed guidelines must be compatible with applicable law, e.g. the regulations on the processing of personal data, as well as regarding freedom of information and confidentiality. Furthermore, the guidelines are intended to create the conditions for effective and secure access to basic data, both in the public sector and for private individuals, organisations and companies. As far as possible, the guidelines must also correspond to or be based on European or international principles in the area (e.g. the European Interoperability Framework (EIF)), as well as the international agreements that Sweden has entered into in this area (e.g. the Tallinn Declaration on eGovernment).

The authorities must analyse the consequences of any proposals to define additional information as basic data and to introduce the proposed guidelines, as well as propose the necessary measures and describe any obstacles to adaptation in line with the proposed guidelines. The impact assessment must include e.g. costs and economic effects. To the extent it is proposed that information from municipalities and county councils be defined as basic data, the authorities must pay particular attention to the consequences for municipal self-government. The analysis must also take into account the consequences for Sweden's security.

Finally, the authorities will be submitting proposals for measures to clarify the responsibility for and increase the standardisation of basic data.

During the implementation of the assignment, the authorities must take into account those requirements that are stipulated to safeguard Sweden's security, the need for systematic information security work and the protection of privacy.

In this work, guidelines, surveys and analyses in respect of the supply of information and basic data within e.g. the eCollaboration Programme should be taken into account, e.g. "Guidance on digital collaboration" and the report "Effective supply of information". Data that has been developed within the framework of national strategies, such as the national geodata strategy (N2015/08894/SUBT and N2015/08630/KLS), should also be taken into account. The same applies to ongoing assignments regarding the provision of data, such as Lantmäteriet's assignment to promote a smarter urban planning process (Fi2018/00396/DF).

The authorities must implement the assignment jointly. The assignment must also be carried out in collaboration with the government agencies, municipalities, county councils and private actors to which the authorities mainly supply their basic data. In addition, collaboration must take place with the Swedish eHealth Agency and the Swedish Social Insurance Agency. Collaboration will also take place with the Swedish Data Protection Authority, the Government inquiry into the establishment of an authority for the digitisation of the public sector (Fi 2017:09), until the Agency for Digital Government has been established, as well as with the Swedish Civil Contingencies Agency, the Swedish Armed Forces, the Swedish National Archives, Statistics Sweden, the Swedish Security Service, the Swedish Agency for Economic and Regional Growth, the Swedish Transport Agency, the eCollaboration Programme, the Swedish Institute for Standards and the Swedish Association of Local Authorities and Regions.

Following the establishment of the Agency for Digital Government, the Government intends to commission this agency to be the coordinating authority for this assignment.

On behalf of the Government

Ardalan Shekarabi

Andreas Mårtensson

Copy to

Prime Minister's Office/SAM

Ministry of Justice/KRIM, Ll, L4, L6, PO, SSK and Å

Ministry for Foreign Affairs/HI

Ministry of Defence/MFI, RS and SUND

Ministry of Health and Social Affairs/FS and SF

Ministry of Finance/BA TOT, E2, ESA, K, S3 and SFÖ

Ministry of Education and Research/GV and UH

Ministry of Energy and the Environment/S

Ministry of Enterprise and Innovation/D, FF, IFK, SPN, SUBT and SUN

Ministry of Culture/KL

Ministry of Employment/A/SAK

Swedish Public Employment Service

Swedish Data Protection Authority

Swedish eHealth Agency

Swedish Armed Forces

Swedish Social Insurance Agency

Legal, Financial and Administrative Services Agency

Swedish Civil Contingencies Agency

Swedish National Archives

Statistics Sweden

Swedish Security Service

Swedish Agency for Economic and Regional Growth

Swedish Transport Agency

Investigation into the establishment of an authority for the digitisation of the public sector (Fi 2017:09)

The eCollaboration Programme

Swedish Institute for Standards

Swedish Association of Local Authorities and Regions

The Government

Government decision

06.09.2018
Fi2018/03036/DF

The Ministry of Finance

Addressees:
See the *appendix*

Change of assignment regarding secure and efficient access to basic data

The Government's decision

With the amendment of the Government's decision of 24 May 2018 regarding secure and effective access to basic data (Fi2018/02149/DF), the following will apply for the authorities referred to in the *appendix* to this decision.

The authorities must carry out the assignment together. The Swedish Agency for Digital Government must be the coordinating authority for the assignment. This means e.g. that the authority must coordinate the analysis work, compile and submit the reports, as well as ensure that cooperation and collaboration take place in accordance with that which follows from the assignment.

For 2018, the Swedish Agency for Digital Government may request a maximum of SEK 300,000 for the assignment. For 2019, the Government has estimated that Agency will receive a maximum of SEK 300,000 for the assignment.

The costs will be charged to appropriation 1:18 Agency for Digital Government under Expenditure Area 2, National economy and financial management, Appropriation item 7, National digital infrastructure. The funds are paid out following a request submitted to the Legal, Financial and Administrative Services Agency. The request for funds for 2018 must have been received no later than 1 December 2018. The reporting of used funds for 2018, and the repayment of unused funds for the same year, must be submitted to the Legal, Financial and Administrative Services Agency no later than 28 February 2019, with a copy being sent to the Government Offices (Ministry of Finance).
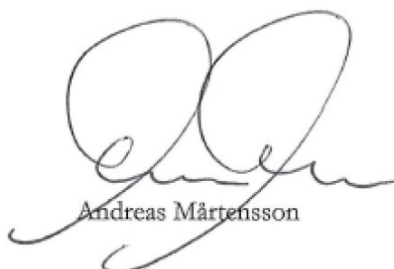
Background

On 24 May 2018, the Government commissioned the Swedish Companies Registration Office, Lantmäteriet and the Swedish Tax Agency e.g. to carry out analyses relating to basic data, to identify properties that characterise basic data, to propose joint guidelines for basic data and for the handling of such data by the responsible authorities, as well as to analyse the consequences of any proposals. The assignment includes collaborating and interacting with e.g. government agencies, municipalities, county councils and private actors. Interim reports regarding the progress of the work will be submitted to the Government Offices (the Ministry of Finance) by agreement. The assignment must be finally reported to the Government (the Ministry of Finance) by 30 April 2019 at the latest.

It is apparent from the above decision that the Government intends to commission the Agency for Digital Government to be the coordinating authority for the assignment, once the agency has been established. The Agency commenced activities on 1 September 2018.

On behalf of the Government

Ardalan Shekarabi

Andreas Mårtensson

Copy to

Prime Minister's Office/SAM

Ministry of Justice/KRIM, Ll, L4, L6, PO, SSK and Å

Ministry for Foreign Affairs/HI

Ministry of Defence/MFI, RS and SUND

Ministry of Health and Social Affairs/FS and SF

Ministry of Finance/BA, E2, ESA, K, S3, SFÖ, SSA and TOT

Ministry of Education and Research/GV and UH

Ministry of Enterprise and Innovation/D, FF, IFK, SPN, SUBT and SUN

Ministry of Culture/KL

Ministry of Employment/A/SAK

Swedish Public Employment Service

Swedish Data Protection Authority

Swedish eHealth Agency

Swedish Armed Forces

Swedish Social Insurance Agency

Legal, Financial and Administrative Services Agency

Swedish Civil Contingencies Agency

Swedish National Archives

Statistics Sweden

Swedish Security Service

Swedish Agency for Economic and Regional Growth

Swedish Transport Agency

The eCollaboration Programme

Swedish Institute for Standards

Swedish Association of Local Authorities and Regions

3(3)

Appendix 2 Participants in the assignment

Name	Title	Organisation	Role
Anna Eriksson	Director-General	DIGG	Steering Group, Chair
Johan Bergsten	Head of Department	Swedish Companies Registration Office	Steering group
Per Lehto	Head of Unit	Swedish National Courts Administration	Steering group
Kristina Fridensköld	Head of Department	Swedish eHealth Agency	Steering group
Stefan Olowsson	CIO	Swedish Social Insurance Agency	Steering group
Anders Sandin	Head of Division	Lantmäteriet	Steering group
Andreas Elvén	Head of Department	The Swedish Tax Agency	Steering group
Lotta Nordström	Head of Section	Swedish Association of Local Authorities and Regions	Steering group, co-opted
Mikael Österlund	Strategist	DIGG	Coordination Group, Chair
Daniel Antonsson	Head of Unit	DIGG	Coordination group
Joakim Nyström	Assignment leader	Swedish Companies Registration Office	Coordination group
Malin Klintborg	Head of Unit	Lantmäteriet	Coordination group
Magnus Wallström	Business Developer	The Swedish Tax Agency	Coordination group
Ulf Palmgren	Programme Director	Swedish Association of Local Authorities and Regions	Coordination group
Markus Bill	Business Developer	Swedish Social Insurance Agency	Coordination group
Magnus Lassesgården	CM Manager	Swedish National Courts Administration	Coordination group
Johan Palmqvist	Head of Unit	Swedish eHealth Agency	Coordination group
Herbert Adams	IT Architect	Swedish National Courts Administration	Coordination group
John Cunningham	Information Architect	Swedish Companies Registration Office	Needs and architecture, Chair, final report

Kristina Fenger-Krog	Digital strategist and team leader	Swedish Association of Local Authorities and Regions	Needs and architecture, final report
Lars Hägg	Business Architect	Lantmäteriet	Needs and architecture
Magnus Konnskog	Information Developer	Lantmäteriet	Needs and architecture, final report
Malena Appell	Information Architect	The Swedish Tax Agency	Needs and architecture, final report
Andreas Carlsson	IT Architect	Swedish Association of Local Authorities and Regions	Needs and architecture
Lars-Kristian Stölen	Digital Strategist	SGU	Needs and architecture, final report
Therese Nordenvall	Business Architect	Swedish Environmental Protection Agency	Needs and architecture
Mattias Ekhem	Business Architect	Swedish Companies Registration Office	Needs and architecture, final report
Jerker Wesslén	Business Developer	The Swedish Tax Agency	Needs and architecture
Linn Kempe	Chief Legal Adviser	DIGG	Law, Chair, final report
Malgorzata Drewniak	Lawyer	Lantmäteriet	Law, final report
Jens Tiensuu	Lawyer	Lantmäteriet	Law
Mathea Franzén	Lawyer	Lantmäteriet	Law
Michael Nylén	Lawyer	Swedish Companies Registration Office	Law
Gunnar Svensson	Lawyer	The Swedish Tax Agency	Law
Philip Levin	Lawyer	DIGG	Law
Wenche Skoglund	Lawyer	Swedish Social Insurance Agency	Law
Mats Svärdsudd	Security Officer	Swedish Companies Registration Office	Security, Chair, final report
Edward Fenn	Information security specialist	Swedish eHealth Agency	Security

Liisa Laukkanen	Business Developer focusing on information security	Swedish Social Insurance Agency	Security
Mohim Sarkosh	Information security specialist	The Swedish Tax Agency	Security
Viktoria Hagelstedt	Senior Advisor	DIGG	Collaboration, final report
Anou Persson	Communications Officer	DIGG	Communication, final report
Tim Käll	Analyst	DIGG	Business intelligence analysis, final report
Magdalena Norlin-Schönfeldt	Head of Unit	DIGG	Final report