

## **Report on Departmental Open data Commitments and adherence to Public Data Principles for the period between October and December 2012**

**XX March 2012**

Open Data is not just about releasing datasets. The Public Data Principles (Annex A) are designed to encourage departments and government organisations to look at their infrastructures and processes and make improvements to better enable the release of the data and improve the release of data in open and reusable formats.

During this reporting quarter, initiatives and work included:

- Department for Transport negotiated with the Association of Train Operating Companies to release the National Rail fares data for the first time;
- Ordnance Survey upgraded the formats under which their OS Open Data products can be downloaded;
- The Civil Aviation Act received Royal Assent at the end of 2012, opening up a wider scope of airport and airline data;
- The Department for Communities and Local Government has increased their capacity and capability to release more data to 5\* quality.

### **Departmental Progress**

#### **Datasets**

##### **Corporate releases – Departmental Returns**

*Corporate releases supports progress against Public Data Principles numbers 2,3,4,5,6,8,9,11*

*A fully detailed list of the corporate commitments can be found at Annex B*

1. For this report, the individual commitments were broken down into more detailed groups than in the last report to allow for better analysis and reporting: corporate – covering cross-government commitments from PM letters May 2010 and July 2011; published commitments – covering commitments for individual departments from PM letters, Open Data Strategies and the Autumn Growth Review; and other releases – covering dataset releases that had not been publically committed to previously but had been released within the reporting quarter.
2. The openness scoring used in the previous report has been temporarily withdrawn, as a number of inconsistencies were found in the process and the tools used for calculating the figure. These related to technical issues between the source of the data and data.gov.uk analysis tools, and inclusion criteria of particular datasets. Work is under way to produce improved tools to measure the openness of data held on data.gov.uk. As part of this work, the criteria for datasets included in the score will also be defined.

3. Overall performance this quarter is the same as in the previous quarter. A direct comparison is not possible because the different types of commitments have been separated in order to improve the level of detail available.

Whilst previously, nine departments were fully compliant, this quarter only 6 departments achieved this: BIS, DfT, HMRC, HO, MOJ and MOD.

However, only two departments are reporting a serious delay, compared to four in the previous statement.

4. No return was received for DCMS for this quarter. Despite reporting failures across corporate commitments in the previous quarter, no improvement has been made during this reporting quarter. DCMS have stated that they have gone through significant staff changes in the last 12 months, which have severely impacted the collection and publication of corporate commitments within the department. The Cabinet Office Transparency Team and corporate commitment policy leads will work with DCMS to improve this for the next reporting quarter.
5. In the table below, dates against the commitments indicate the latest version of the data that departments were committed to publishing by the end of the reporting quarter. The measurement of 'met' or 'not met' denotes whether the expected publications were available at the end of the reporting quarter. A measurement of 'not met' merely indicates that the expected data was not publically available at the end of December 2012 – the data may have been published in the interim period between the end of December 2012 and the publication date of this report.
6. Data on expenses, travel, hospitality and gifts for Ministers, Special Advisors and Senior Officials has been delayed, so the latest data publically available is being reported as Q1 2012/13 instead of the expected Q2 2012/13. Q2 2012/13 data has been held by the policy lead (Cabinet Office) to ensure that all departments publish this data simultaneously.
7. There is an overall reduction in compliance by departments from the last report, but responses to returns indicate that it is frequently internal departmental processes that prevent timely publication. This was also highlighted as a corporate issue in the Cabinet Office workshop ([see point 1 - Building Capacity and Capability for more detail](#)).
8. Whilst the Cabinet Office Transparency Team cannot control internal processes, it can ensure that senior officials within departments are aware of the scheduled publication times of corporate commitments in future.

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	BIS	CO	DCLG	DECC	DEFRA	DCMS	DfID	DfE	DfT	DoH	DWP	FCO	HMRC	HMT	HO	MoD	MoJ
<a href="#">Spend Data</a> Nov 2012	Met	Not Met	Not Met	Not Met	Not Met		Met	Met	Met	Met	Met	Met	Met	Not Met	Met	Met	Met
<a href="#">Procurement Card Spend</a> Oct 1012	Met	Not Met	Not Met	Met	Not Met		Met	Met	Met	Met	Met	Met	Met	Not Met	Met	Met	Met
<a href="#">Organogram</a> Sept 2012	Met	Met	Met	Not Met	Not Met		Not Met	Not Met	Met	Not Met	Met	Met	Met	Met	Met	Met	Met
<a href="#">Exceptions to Moratoria</a> Q2 2012/13	Met	Met	None to report	Met	Met		Met	Not Met	Met	Met	Not Met	Met	Met	Met	Met	Met	Met
<a href="#">Workplace Management Information</a> Nov 2012	Met	Met	Met	Met	Not Met		Met	Met	Met	Met	Met	Met	Met	Not Met	Met	Met	Met
<a href="#">Ministers, Special Advisors and Senior Officials expenses, travel and hospitality</a> Q1 2012/13	Met	Met	Met	Met	Met		Met	Met	Met	Met/Not Met	Met	Met	Met	Met	Met	Met	Met
<a href="#">Tenders and Contracts</a> Real Time	Met	Met	Met	Met	Met		Met	Met	Met	Met	Met	Not Met	Met	Met	Met	Met	Met
<a href="#">Real Time</a> Energy Use	Met	Met	Met	Met	Met		Met	Met	Met	Met	Met	Met	Met	Met	Met	Met	Met

9. DCLG are reporting a delay to the publication of their spend data and Government Procurement Card (GPC) data. They are reporting at a lower level threshold (£250) than other government departments (£25k, with some reporting at £500). Additionally, they have released GPC data dating back to 2003. Whilst they are undoubtedly providing greater transparency on their spend across the department, there is a requirement to produce timely data, and DCLG have given assurance that efforts are being made to ensure delays do not hinder future publications of their spend and GPC data.
10. The CO delays in publishing spend and GPC data were due to delays in the internal sign-off process. Work is being done to resolve any issues to ensure it does not hinder future publications to agreed deadlines.
11. DEFRA have identified a number of corporate publications that are delayed; the delays being mostly the result of sign-off procedures required for arms-length-body (ALB) data. They have recognised the problem and are taking steps internally by overhauling procedures to ensure future publications will be made to published schedules.
12. DfID and DoH are both reporting delays in publication of their organogram.
13. DfE are reporting a delay to the publication of their organogram due to restructuring of their ALBs, and a delay to the publication of their exceptions data owing to resource issues.

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14. DWP are reporting a delay to their exceptions to moratoria data. This was caused by an organisational change that hindered data collection. The data have now been published.
15. FCO are reporting a delay to their tenders and contracts data, primarily caused by the necessity to redact data for reasons of national security. This, in turn, delays publication of the tenders and contracts.
16. HMT are reporting a delay to their financial data and workplace management information. The financial data delay has been caused by a large backlog of data building up over 2012. This has now been resolved and future publications should be to schedule. The workplace management information was delayed due to problems receiving, coordinating and agreeing data from ALBs.

### **Published Commitments**

*Published Commitments supports progress against Public Data Principles numbers 1,2,3,4,5,8,9,10,11,12.*

1. All departments made commitments in their Open Data Strategies to publish named datasets between 2012 and 2015. In total, these amounted to 142 datasets.
2. These were a combination of datasets that had been announced as part of the Autumn Growth Review in 2011; updating of data that had been previously released into a new open and reusable format; and 'new' datasets that were being published for the first time.
3. Twelve of these were given a specific release date between October and December 2012.
4. Of these 12, three were not delivered on time:
  - DEFRA - Formal boundaries of the UK Marine Strategy Area and the MSFD sub-regions in UK waters for the purposes of implementation of the EU Marine Strategy Framework Directive – October 2012;
  - DEFRA - Biogeographically defined assessment areas used in the UK Marine Monitoring and Assessment Strategy Charting Progress 2 assessment of the state of UK seas – October 2012;
  - CO – Community Life Survey - Statistics on community engagement – October 2012, subsequently published in February 2013;

### **Other Publications**

*Other Publications supports progress against Public Data Principles numbers 1,2,3,4,5,8,9,10,11,12.*

1. A number of departments have published data beyond their published commitments within this quarter.

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2. CO:
  - tax arrangements of Public Sector Employees; and
  - Public Bodies that have been closed since August 2012.
3. DCLG:
  - released new statistical estimates of well-being of residents at Lower-layer Super Output Area level, the purpose of which is to illustrate the likely degree of variation between neighbourhoods. The data is 5\* quality and can be explored via an interactive map;
  - released a new dataset of key indicators about Housing Markets, again in 5\* format.

DCLG are taking great strides to release high-quality 5\* data but work is ongoing to ensure that this data becomes available on data.gov.uk as per Public Data Standards.

4. DEFRA:
  - Public Service Agreement indicators for England;
  - Freedom of Information and Environmental Information Responses; and
  - UK location Metadata summary report.
5. MOD:
  - Defence Infrastructure Organisation released Tregantle firing range data.
6. HMT:
  - released UK Official Holdings of International Reserves;
  - Pocket Data Bank - a weekly HM Treasury statistical publication, containing major economic indicators and series for both the domestic and international economies.
7. HMRC:
  - Trade Info Dataset Catalogue interactive tables;
  - key tax deadlines for tax agents;
  - customer experience scores.
8. DfE:
  - A-Z of terms – the controlled vocabulary used and controlled by DfE. Controlled vocabulary is a carefully selected list of words and phrases which are assigned to pieces of information to help you to retrieve what you need when searching. It helps to reduce ambiguity where a concept can be given different names.
9. DfT:
  - Base Year Freight Matrices - Modelled road freight vehicle movements for a base year of 2006, produced by the Base Year Freight Matrices (BYFM) study. Data consists of numbers of vehicles per average day between a set of origin-destination zone pairs. Vehicles are split into three categories: artics, rigids and vans.
10. DoH:
  - Historic prescription level data by prescribing GP practice;
  - 461 datasets underpinning Chief Medical Officer's annual report
11. HO:
  - Underlying data in support of the Annual Employment Monitoring Report (EMR) - The EMR is produced to provide an annual update on how the Home Office is

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performing against the monitoring of its statutory duties to its employees in accordance with equality legislation;

- Premises approved for civil marriages and partnerships.

12. DWP:

- Phase 1 Stat-Xplore containing housing benefit data - Stat-Xplore provides a guided way to explore DWP benefit data, ask different questions, and see the results in an interactive chart.

13. BIS:

- released further information from Companies House on directors and office holders details;
- BIS published a simplified version of the Income Contingent Loan Repayment Model as a way of offering transparency on the repayment forecasts and estimated resource cost of loans given out to students. This builds on an earlier version published alongside the response to the Browne Review into Higher Education Funding and has been welcomed by external commentators.

BIS policy is to encourage its staff to publish data to at least a 3\* standard, but they are experiencing technical problems achieving this for complex spreadsheets where data can become corrupted during the transfer process.

### **Arms Length Bodies Progress**

*ALB reporting supports progress against Public Data Principles numbers 1,2,3,4,5,8,9,10,11,12.*

1. Compliance within ALBs is still not consistent across government. This includes the monitoring of compliance by parent departments.
2. Some of the non-compliance is being reported as caused by technical issues, such as older browser versions that are not compatible with the organogram visualisation tool.
3. While developing tools for open data, all care is taken to ensure compatibility with as many versions of browsers and software as possible, but it is not always possible to include every version, as some older browsers/software do not have the increased capability required. At all times, the most publically popular browser/software version is used as the starting point.
4. Compliance by ALBs with publishing their metadata on data.gov.uk has not seen an improvement since the last quarter. Some departments such as DECC, are starting to work more closely with their ALBs to ensure that they comply fully with issued guidance.
5. Within DoH, ALB compliance is reported as good, with particular attention being paid to the opening and closure of ALB organisations, ensuring that new organisations are made aware of open data requirements from the outset.

6. Also within DoH, the Health and Social Care Information Centre continues to have a key role as the chief organisation that collects and holds health and care data for the system. Under the Social Care Act 2012, HSCIC are required to publish, in safe, de-identified format, virtually all of the data it is required to collect. It released over 100 new or updated datasets within this reporting period.
7. HO also report full compliance by their ALBs with published commitments and have started work with ALBs to release other data as outlined in the HO Open Data Strategy
8. DWP ALBs are complying with all relevant corporate requirements and additionally have released a number of datasets this quarter including:
  - Industrial Injuries Advisory Council are publishing their detailed advice to Ministers, a wide range of advice about the Council and minutes of Council meetings;
  - Health and Safety Executive are publishing Senior Officials expenses, travel and hospitality and new tenders and contracts in line with central government departments commitment;
  - The Pensions Regulator has published a statistical data publication strategy and has made a commitment to publish monthly management information automatic enrolment and to introduce a new annual 'Blue Book' on this subject;
  - Pension Protection Fund has published its register of interests and expenses; Funding Strategy; the '7800 index' monthly; Strategic and Business Plan; and the PPF and the Fraud Compensation Fund's Statement of Investment Principles.
9. DCLG ALBs publish expenditure in line with DCLG at a level of £250, including Government Procurement Card spend and are all complying with other corporate publications when within scope.
10. BIS are reporting compliance by their ALBs on completing corporate commitments but note that more work needs to be done to ensure that full compliance, e.g. publishing metadata on data.gov.uk, is adhered to.
11. DEFRA has established a project across all their ALBs to deliver wider transparency commitments including continuous improvement in data quality and creating a dynamic information market.
12. DfT have an established Transparency Sector Board

## **Building Capacity and Capability**

*Building Capacity and Capability supports all Public Data Standards*

1. In response to actions from the Q2 WMS in December 2012, the Cabinet Office Transparency Team held a cross-government workshop to look at the issues facing departments that hinder the release of data. The workshop took four themes as discussion points: culture; corporate; legal; and technology. The results showed that while departments

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are independent of one another and work and are structured in very different ways - for culture and corporate issues especially - there were striking similarities in the issues faced by teams. With technology and legal issues, though some translated across departments, a number were specific to departments.

2. The Cabinet Office Transparency Team is now working alongside departments to produce guidance and best practice examples, based on the workshop outcomes, which can be shared across departments and government organisations.
3. DCLG are taking huge strides forward in building the capacity and capability within their department and satellite organisations to produce 5\* data as a standard.
4. DCLG held a consultation during October and December to establish the Code of Recommended Practice for Local Authorities on Data as mandatory.
5. Best practice case studies showcasing how DCLG teams have identified and exploited opportunities for embedding open data and transparency into their work programmes were promoted as part of a series in a communication strategy to raise awareness and engage colleagues during October - December 2012.
6. Building on the success of the proof-of-concept, DCLG are on track to begin developing Open Data Communities as a permanent, sustainable solution. Open Data Communities provides a single site to obtain a selection of statistical Local Authority data on, among others, finance, housing, well-being and deprivation, in linkable data format.
7. Looking beyond DCLG, through their partnership with the Local e-Government Standards Body, they have started work with the Local Government Association and various local authorities to support their bids to the Data Strategy Board's breakthrough fund. Current candidates for new open, re-usable local data include: (i) information on the wider context for and implications of the troubled families programme, from several councils in the north-west; and (ii) information on demand and land availability for housing in the Hampshire area. In both cases, they are looking to use Open Data Communities to provide DCLG's national datasets for re-use over the web alongside local, third-party sources.
8. FCO has recruited a Head of Transparency to drive its agenda forward within the department and improve its capability to produce and publish quality open data.
9. DECC have expanded the remit of their SIRO network (which includes representatives from its ALBs and agencies) to include transparency and information management. This includes monitoring performance and sharing expertise and best practice.
10. HMT have taken the decision to form a Transparency Unit within the department to bring together all the work on corporate management information and data.
11. MoJ are carrying out a large number of feasibility and exploratory exercises to help define future releases that will be of the greatest benefit to the intended audience.
12. Work in the reporting quarter looked at the feasibility of:

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- establishing a data laboratory and data-matching suite;
  - establishing a Mypage space containing information on individual users' interactions with MoJ services;
  - Making data available on the three largest tribunal jurisdictions available at site-specific level and in a reusable format.
13. MoJ are also engaging with data developers and the private sector to source evidence of what people are interested in and the extent to which they are delivering by testing the Open Justice microsite with members of the public.
  14. In October, Ministers from the Cabinet Office and BIS launched an independent review to be headed by Stephan Shakespeare to consider the market for public sector information.
  15. The Social Mobility Transparency Board held meetings in October and December 2012. The aim of this government board is to match and share a much wider range of data on progression through education and into the labour market to underpin research, policies and initiatives outside government to improve social mobility.
  16. The Data Strategy Board held its third meeting in November 2012, chaired by Stephan Shakespeare.

#### **Open Data Institute**

1. The Open Data Institute was announced in the Chancellor's Autumn Statement in 2011. Following grant approval in May 2012 for £10 million over five years (to be matched by private funding), it opened its doors on 1 October 2012 with the mission to catalyse an open data culture resulting in economic, environmental and social benefits.
2. The ODI will unlock supply, generate demand, create and disseminate knowledge to address local and global issues.
3. Between 1 October and end of December 2012, the ODI:
  - i. received [£750k match funding](#) from the Omidyar Network;
  - ii. signed a [Memorandum of Understanding](#) with the World Bank to train the world's political and national leaders in open data;
  - iii. agreed a dedicated £1.1 million for open data [innovation vouchers](#) for the Technology Strategy Board, and secured £850k from the Data Strategy Board to run an open data [Immersion Programme](#) to stimulate innovation;
  - iv. ran [four hackathons](#);
  - v. produced two [guides](#);
  - vi. wrote four [consultation responses](#);
  - vii. produced four [case studies](#);

- viii. began incubating five [start-up companies](#), mentoring one of those companies to help them identify a potential [£200 million saving](#) for the NHS;
- ix. and convened over 700 people, including foreign delegations, UK Government officials and civil society organisations.

### **International**

1. In October, members of the CO Transparency Team and representatives from 'core' data owners, such as Companies House and Land Registry, held a meeting with the Danish Government on their release of 'core' data for free, in an open and re-useable format.
2. The meeting was held to discuss how the Danish overcame the issues relating to core data releases; how they built their financial case to offer the data for free; and how they overcame any format issues.
3. In November, members of the CO transparency Team met representatives of the Brazilian Government to discuss transparency and open data. In particular, discussions focused on privacy, technical and corporate releases of data.
4. Other countries that sought/received advice on data portal management/set up from the CO Transparency Team are:
  - European Union
  - Japan
  - Argentina
  - Canada
5. The UK continues to drive the programme of the Open Government Partnership as Lead Co-Chair, a role that it inherited in September 2012 and retains until November 2013.
6. The first Ministerial Steering Committee was held in December 2012 and achieved the following:
  - three senior appointments to the International Expert Panel (namely Mary Robinson, Mo Ibrahim and Graca Machel), who will oversee the activities of the Independent Reporting Mechanism (IRM) and raise its profile on the global stage;
  - the appointment of five Technical Advisers to the IRM;
  - a successful Peer Engagement event to support new members of the OGP, which was attended by representatives from more than 15 countries;
  - and a framework for effective engagement between the OGP and multilateral organisations.
7. Even though it fell outside the current reporting period, it should be noted that as of 1 January, the UK holds the OGP Chairmanship and the G8 Presidency in the same year, which

is an opportunity for real change. The Prime Minister has already outlined his G8 3Ts agenda: Tax, Trade and Transparency.

8. The UK released on data.gov.uk in October a group of guidance documents to illustrate how the UK Government set up its organograms for government organisations, governance structures within data.gov.uk, and transparency governance structures used within UK government.
9. Plans are under way to release more of these documents to assist other countries in releasing open and reusable high-quality data.

### **UK Action Plan**

1. The CO Transparency Team assessed progress against the current 2012 UK National Action Plan. It highlighted a number of issues with the current commitments; some of which are now obsolete, due to a change in the work focus of the Open Data Agenda. A full self-assessment will be made in March 2013.
2. During the reporting period, the team and representatives from civil society started to develop the new UK National Action Plan, which will be submitted to the OGP in October 2013.
3. The approach, of collaboratively creating the plan in an open process, reflects the innovative working practices of the OGP, which is itself a partnership between governments and civil society in participating countries.

### **Data.gov.uk**

*Data.gov.uk supports all Public Data Principles, particularly numbers 4, 14*

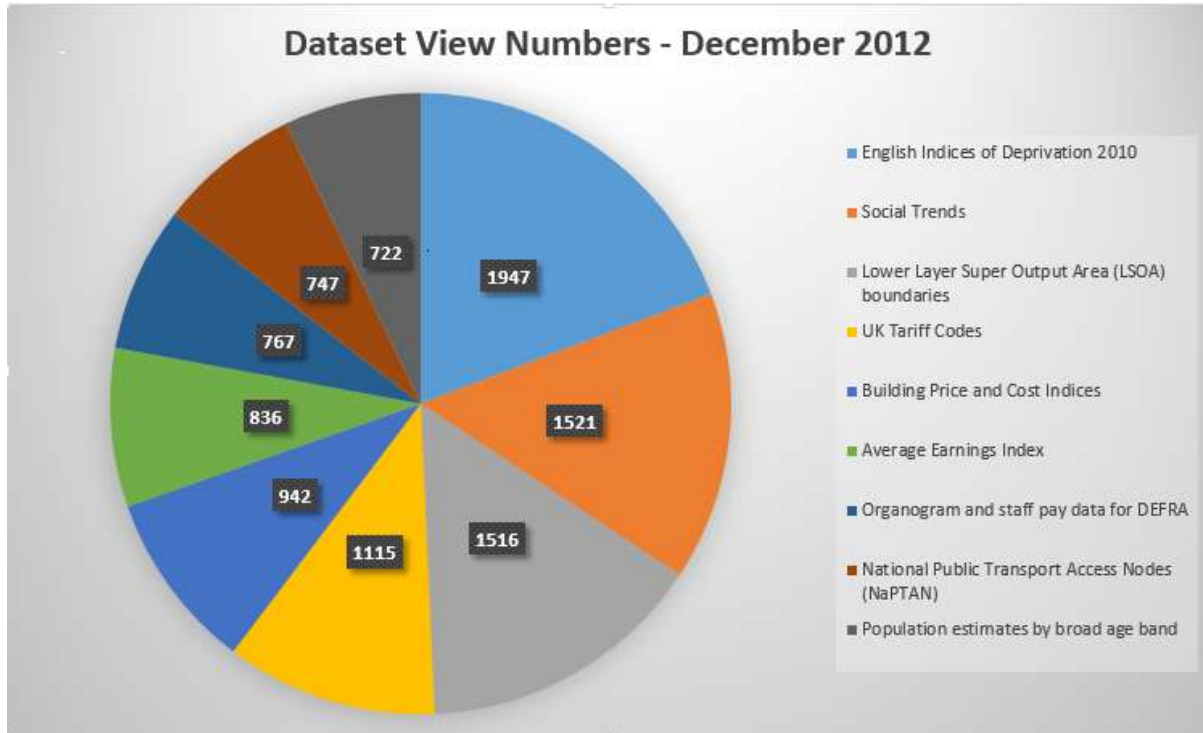
1. Data.gov.uk has released several new tools to help departments track their publications and their quality. A new spend report tool provides detailed information on which departments are up to date in publication of their expenditure data, as well as on their adherence to Treasury guidelines for financial publication and how well-structured the data is.
2. New code was written in cooperation with openspending.com to build a new and improved transaction browser based on HMT COINS dataset.
3. The code to automatically assign 5\* ratings to datasets on data.gov.uk was made public as open source.
4. Data.gov.uk has been working on providing new tools for the management of datasets by publishers, with site usage stats visualisation, top 20 popular datasets by views and downloads, and top 20 publishing departments (this has now been released).
5. We are also working on bringing location-based search to all datasets in the catalogue (as applicable) and on expanding search to the contents of the data files themselves.
6. Work is under way on new thematic browsing tools so users can discover data around a key set of themes (such as environment and health); as well as on upgrading and strengthening

the software platform running the system. Work will also start on a re-assessment of our semantic web infrastructure to further its reach and usability.

7. In November, at the request of the Open Data Institute, Deloitte produced a short review of the state of the worldwide open data supply side. This identified data.gov.uk not only as the leading data portal across the world, but also as the most comprehensive and feature-rich when comparing size and scope across all data portals. This conclusion was further supported by a similar report undertaken independently by Cap Gemini.
8. Data.gov.uk released as open source code the tool devised to ascertain the rating of a dataset based on the 5\* rating adopted in the Open Data White Paper.

## Data.gov.uk Analysis

## Most visited datasets in December 2012



## Comparison of visitors between Oct – Dec 2011 and Oct – Dec 2012

	Oct – Dec 2011	Oct – Dec 2012	% increase
Visits to data.gov.uk	182,920	418,900	129.01%
Unique visits – individual IP addresses – multiple visits from the same IP are counted as one unique visit	143,498	343,038	139.05%
Page Views – the number of times a page was loaded in users browsers	672,767	1,521,273	126.12%
New Visits – visits from first time IP addresses	73.79%	78.40%	6.25%

## Annex A

### Public Data Principles

1. Public data policy and practice will be clearly driven by the public and businesses that want and use the data, including what data is released when and in what form.
2. Public data will be published in reusable, machine-readable form.
3. Public data will be released under the same open licence which enables free reuse, including commercial reuse.
4. Public data will be available and easy to find through a single, easy-to-use, online access point ([www.data.gov.uk](http://www.data.gov.uk)).
5. Public data will be published using open standards, and following relevant recommendations of the World Wide Web Consortium (W3C).
6. Public data from different departments about the same subject will be published in the same, standard formats and with the same definitions.
7. Public data underlying the Government's own websites will be published in reusable form.
8. Public data will be timely and fine-grained.
9. Release data quickly, and then work to make sure that it is available in open standard formats, including linked data forms.
10. Public data will be freely available to use in any lawful way.
11. Public data will be available without application or registration, and without requiring details of the user.
12. Public bodies should actively encourage the reuse of their public data.
13. Public bodies should maintain and publish inventories of their data holdings.
14. Public bodies should publish relevant metadata about their datasets and this should be available through a single online access point; and they should publish supporting descriptions of the format provenance and meaning of the data.

## Annex B

**Corporate Commitments**

Commitment	Description
Spend Data	Monthly publication of all expenditure over £25,000 including a plain English description (1 month in arrears)
Procurement Card Spend	Monthly publication of all expenditure over £500 on the Government Procurement Card (2 months in arrears)
Organogram	6-monthly publication of posts, salaries and job descriptions within each department. Full disclosure including name of post holder for those at Senior Civil Service payband 2 (or equivalent) and above
Exceptions to Moratoria	Quarterly publication of any exceptions to the current government restrictions on spend on ICT, consultancy, recruitment, property, consultancy, advertising and marketing.
Workplace Management Information	Monthly management information on staff numbers and paybill costs in Civil Service departments, their agencies and their executive NDPBs.
Ministers, Special Advisors and Senior Officials expenses, travel and hospitality	Quarterly detail on expenses, travel, hospitality, gifts and meetings with external companies for Ministers, Special Advisors and Senior Officials
Tenders and Contracts Real Time	Online publication of all new tenders and contracts awarded over £10,000, including PIN notices
Real Time Energy Use	Central government departments would publish online the real-time energy use of their headquarter buildings. Most of the real-time energy displays provide energy data in half hourly intervals, and are published on departmental websites with a delay of no more than 24 hours