



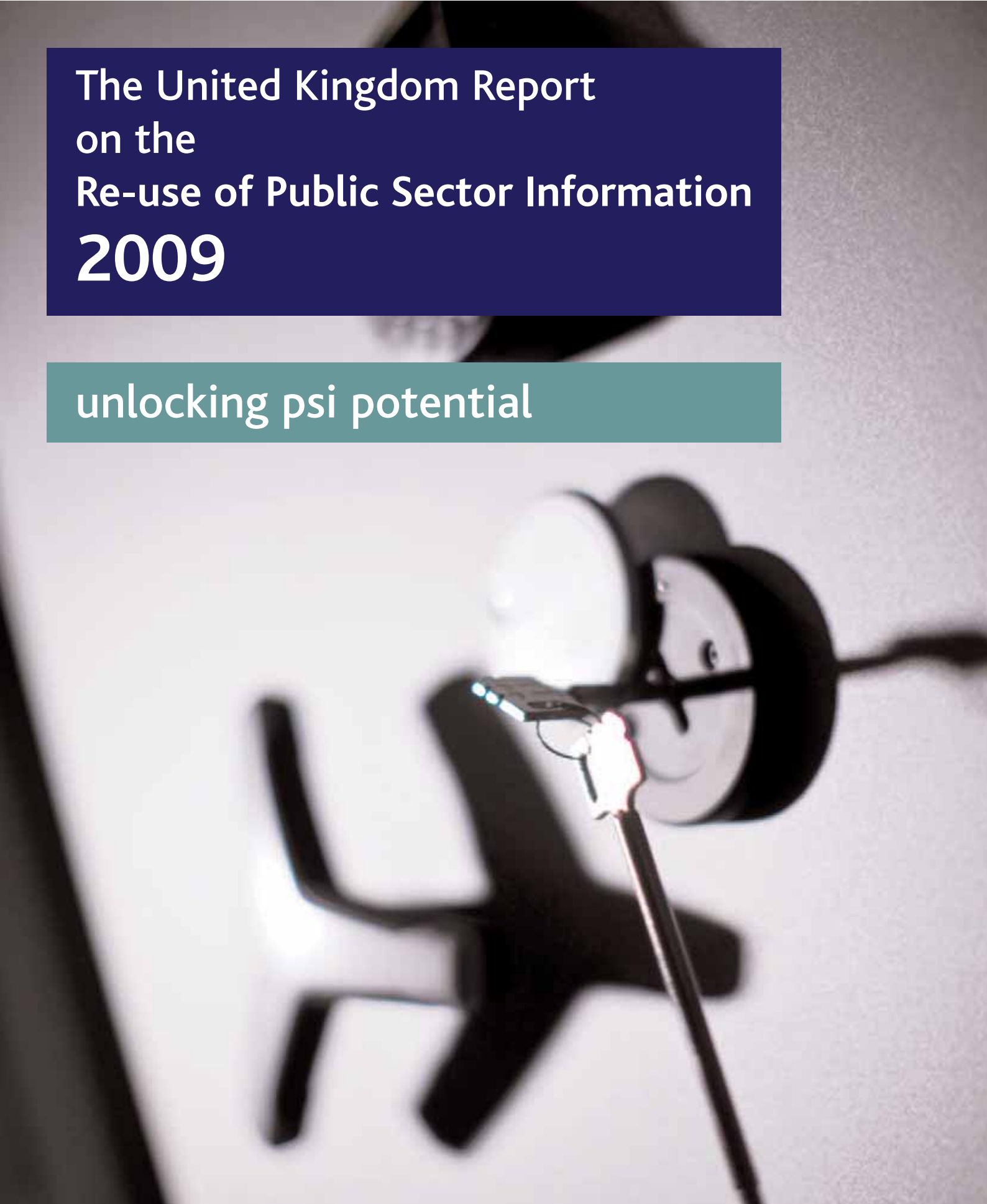
OPSI

Office of Public Sector Information

Part of The National Archives

The United Kingdom Report on the Re-use of Public Sector Information 2009

unlocking psi potential





The United Kingdom Report
on the
Re-use of Public Sector Information
2009

*Presented to Parliament
by the Lord Chancellor and Secretary of State for Justice
by Command of Her Majesty*

July 2009

This report can also be accessed on the Office of Public Sector Information website at: <http://www.opsi.gov.uk/advice/psi-regulations/uk-report-reuse-psi-2009.pdf>

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Foreword



Public Sector Information: Meeting the Challenge

Until recently, public sector information was an arcane subject that interested only a hardy few. That has now changed. Over the past year, I have been struck by the volume of reports, initiatives and pronouncements on the subject. The world is waking up to the vast potential of PSI to enrich our lives and our economy.

As this report demonstrates, progress is being made across a broad front. Convincing cases have been made for the economic benefits that will flow from making information available for re-use. Reports such as the Power of Information and Digital Britain show how public sector information underpins a wide range of innovative and exciting web based services that help people find out more about the communities in which they live and work.

Active partnership with the public will deliver the improvement of existing public services and the creation of new services. Through this partnership we can achieve high standards in the information world and tailor services to meet specific needs. We want to give the public the information they need to shape the design and delivery of public services. This is the transformation of public service delivery. We are not only improving how government interacts with the citizen, but are transforming how it engages with the public.

This report charts the progress that has been made so far. Engaging the wider public sector on this issue remains a challenge. It is also vital that government keeps up the pace and continues to use online tools that make the process of re-using PSI as simple and streamlined as possible. Finally, we need to raise the bar in terms of establishing new standards of best practice that helps the UK maximise the potential that the PSI agenda offers.

This is a tremendously exciting and challenging agenda and one to which this government is firmly committed. It is vital that we maintain our momentum as the potential rewards for the UK are immense.

A handwritten signature in black ink that reads "Michael Wills". The signature is written in a cursive, slightly slanted style.

Michael Wills
Minister for Information
Ministry of Justice
9 July 2009

Executive Summary

The Timeline in last year's report captured the scale and acceleration of activity in the three years since the Re-use of Public Sector Information Regulations 2005 (S.I. 2005 No. 1515) (PSI Regulations)¹ were launched on the information policy landscape. This pace has not slackened over the past year. There is a recognition across both public and private sectors that information is the fuel that drives innovation in the knowledge economy. It also underpins public service delivery. This Report sets out the key initiatives and landmarks that have shaped that information policy landscape over the past year.

An important milestone over the past year was the European Commission's Review of implementation of the Directive on the re-use of PSI. This gave the UK a clean bill of health and praised our leadership and innovation to date. We have shared our ideas with other governments and relished the challenge of comparing notes with colleagues in other jurisdictions. The views and analyses in Australia, New Zealand and the US have helped shape our thinking as has the regular dialogue with our European partners.² We relish the contact and pooling of ideas in the global PSI community, whether it be the different approaches to delivering liberal licensing regimes or the exchange of technical data tools and ideas that start in one country and are adapted and developed elsewhere. We are the beneficiaries of these developments and, as with information, good ideas do not recognise geographical boundaries.

We are learning from each other the importance of removing barriers, physical, legal and cultural, in opening up the re-use and re-usability of PSI. Equally, we recognise that, at every stage, progress and improvement needs to deliver change fast and be responsive to users' needs.

The UK continues to be active in collaborating across departmental, national and international boundaries to select the best solutions to drive the PSI agenda. Users of PSI want common sense approaches, fairness and, most importantly, reassurance and confidence in the processes and systems that deliver PSI re-use. The Office of Public Sector Information (OPSI as part of

1 <http://www.opsi.gov.uk/si/si2005/20051515>

2 See <http://gov2.net.au/> and <http://www.data.gov/> for examples of commitments towards open data and UK services using Linked Data (see 6.27).

The National Archives) provides the central hub through which these issues are channelled.

The pioneering work in the UK is reflected in the delivery aims of the expert panel on open government data under the lead of Sir Tim Berners-Lee and Professor Nigel Shadbolt announced by the Prime Minister in June 2009. Their challenge, from a web enabled world viewpoint, complements existing insight from experts on the Advisory Panel on Public Sector Information. It is a catalyst for embedding re-use requirements in every aspect of our information policy landscape.

Followers of PSI – and there are many ranging from representative industry groups, press campaigners to trading funds and users – can interpret the span of related PSI policy as fragmented. Drawing together the complex mix of information activity that drives UK plc requires a balance between centralised and coherent standards and conditions that allow innovative experimentation at grass roots. As this Report demonstrates, striking the right balance is not a precise art and is a key measure of progress.

This dialogue and challenge helps shape evolving policy. Without the constant pressure to meet these challenges, we would be stale if we thought we had delivered all we needed. The hurdles identified last year remain on our way to achieving the PSI vision that we aspire to in the UK.

No-one can fail to take notice of the importance that is attached to PSI as a driver of innovation which connects communities and users with vital information resources. This collaboration has been one of the major shifts in focus over the last year and is covered in this Report.

At a time of fixed resources and budgets, activity needs to be accountable to ensure that in delivering PSI responsibilities, we are providing value and benefit across the public sector. With so much activity, we have to prioritise to get the best out of the skills and expertise inside and outside government. Partnerships with user communities, that have started to work closely with public sector information providers, is encouraging. Local initiatives and examples of good practice demonstrate the very innovation to which the UK aspires. OPSI and The National Archives will continue to support those endeavours as we concentrate on how to make information as widely available as possible to support public service delivery and innovation.

Carol Tullo
Director, Office of Public Sector Information
The National Archives
9 July 2009

Unlocking the potential of public sector information at www.opsi.gov.uk

“OPSI has helped lay the foundations for the work we are taking forward for the Prime Minister”

Sir Tim Berners-Lee³

³ Director of the World Wide Web Consortium, and who led the creation of the World Wide Web

1. The Office of Public Sector Information: Role and Remit

1.1 The Office of Public Sector Information (OPSI),⁴ part of The National Archives, is at the heart of information policy in the UK, setting standards, delivering access and encouraging the re-use of public sector information (PSI). OPSI has responsibility for the management of much of the UK government's intellectual property and is the regulator of public sector information holders for their information trading activities. Through OPSI, the challenge for the public sector is on maximising the value from official information providers that trade in their information. It is important that conditions and processes are in place that enable re-users to access the richness of the public sector's output across diverse areas of operation. This brings with it substantial responsibilities to create the right conditions for unlocking the potential of PSI. These priorities are embedded in OPSI's objectives:

- to deliver the policy lead on the re-use of PSI across the UK
- as a regulator to promote high standards of information trading across the public sector under the Information Fair Trader Scheme (IFTS) and investigate complaints under the Re-use of Public Sector Information Regulations
- to license, advise and manage the re-use of Crown copyright material
- to develop innovative technological solutions and models that support emerging information policy
- to put solutions and new initiatives into practice that facilitate PSI re-use.

PSI Finances

1.2 The table below shows the cost of operating PSI activity during the financial year 2008/09. OPSI also provides services outside the scope of responsibilities shown above (e.g. the provision of legislation services across Government), which share common day-to-day operational costs. The costs below therefore include both direct costs in providing

⁴ <http://www.opsi.gov.uk/>

PSI services and a share of other costs that have been arrived at through apportionment reflecting those elements that are reasonable to apply to the PSI activities and responsibilities. These figures do not include the costs of the Advisory Panel on Public Sector Information (APPSI), which were £116,649 in 2008/09.⁵

	Note	£	£
Costs:			
Salary	1	771,000	
Property and Infrastructure	2	184,000	
Other Running	3	218,000	
Total Costs			1,173,000
Income:			
Royalties	4	(101,000)	
Admin Charges	5	(6,000)	
Total Income			(107,000)
Total Net Costs			1,066,000

Note:

- 1) Based on direct costs of PSI teams and apportioned costs of support teams
- 2) Based on staff apportionment of PSI activity
- 3) Based on direct cost and staff apportionment of PSI activity
- 4) Licensing income received from third parties from commercial use of Crown copyright
- 5) Charges made to Other Government Departments for collection and distribution of PSI royalty income
- 6) The figures in this table have not been subject to independent audit although they are included within The National Archives Annual Report which is audited by the National Audit Office.

1.3 OPSI's work is embodied in The National Archives' vision to lead and transform information management across the public sector. There are obvious benefits from having the full spectrum of information management responsibilities sitting within one lead organisation. This brings together the UK Government's thinking on information exploitation and re-use, while addressing how OPSI ensures that the public sector is aware of what information it controls and manages. Through shaping policy; pioneering new ways of working with PSI; setting standards across information trading and information management; providing support and guidance; and influencing understanding and culture, OPSI aims to make information easy to find, use, share and trade in. The website⁶ reflects the activity over the last year, providing the guidance and services that are key to the delivery of OPSI's responsibilities.

⁵ See APPSI website for the APPSI Annual Report <http://www.appsi.gov.uk/>

⁶ <http://www.opsi.gov.uk/>

2. The European Perspective

- 2.1 Under the European Directive on the Re-use of Public Sector Information, Member States were required to introduce laws, regulations and administrative provisions to implement the Directive by 1 July 2005. Four Member States including the UK met this deadline with the remaining Member States completing transposition by May 2008. Two Member States of the European Free Trade area (Iceland and Norway) completed their transposition by January 2009.
- 2.2 The European Commission continues to monitor and take actions to ensure that the Directive has been implemented correctly and the obligations on Member States have been met. The Commission is satisfied that the UK has implemented the Directive correctly. The Commission also reported that it had opened 18 infringement cases against Member States for incorrect or incomplete implementation of the Directive.⁷ To date, the European Court of Justice has delivered four judgments against Member States for failure to implement the Directive. In late June 2009, the Commission notified the Polish Government that the steps taken to implement the Directive were insufficient.

EC Formal Review

- 2.3 The Commission published its Review of the PSI Directive on 7 May 2009 in the form of a Communication. This was published in 22 languages together with a supporting Staff Document.⁸ The aim of this Communication is to review the application of the PSI Directive and to highlight the potential for re-use of PSI in the digital age. In producing

⁷ http://ec.europa.eu/information_society/policy/psi/docs/pdfs/directive/com09_212/com09_212_en.pdf . Subsequent to this there was a further notification on 25 June 2009 by the Commission relating to infringement proceeding against Poland <http://europa.eu/rapid/pressReleasesAction.do?reference=IP/09/1011&format=HTML&aged=0&language=EN&guiLanguage=en>

⁸ http://ec.europa.eu/information_society/policy/psi/docs/pdfs/directive/com09_212/com09_212_en.pdf and http://ec.europa.eu/information_society/policy/psi/docs/pdfs/swd_070509/staff_working_doc.pdf

the review the Commission draws on a number of fact finding initiatives including:

- a public consultation in the form of a questionnaire to gather information from Member States on their views on different aspects relating to the implementation, impact and scope of the Directive⁹
- an assessment study undertaken by MICUS Management Consulting on the impact of the PSI Directive in the three sectors of geographical, meteorological and legal information, and
- the recommendations of the ePSIplus project.

2.4 Each of the above initiatives was structured to direct comments and responses on three specific areas:

- implementation and impact of the Directive
- scope of the Directive, and
- looking ahead.

2.5 The Commission published the responses to the public consultation received from PSI stakeholders in November 2008¹⁰ and the Member States in December 2008.¹¹ OPSI, on behalf of the UK, submitted a response to both consultations.

The European Commission's Communication on the PSI Directive

2.6 Three main areas were identified as causes for concern in the Commission's Communication. These were:

- discriminatory practices
- the level of charges for PSI, and
- complex licensing policies.

2.7 The Communication also identified practical problems for re-users, specifically highlighting a lack of awareness on what PSI is available, and public sector organisations failing to realise the economic potential of their data.¹² The Commission concluded that the basic conditions to facilitate the re-use of PSI throughout the European Union have been introduced by the Directive. However, progress and implementation of the Directive across Member States is uneven and significant barriers still exist to re-use.

9 http://ec.europa.eu/information_society/policy/psi/docs/pdfs/online_consultation/report_psi_online_consultaion_stakeholders.pdf

10 http://ec.europa.eu/information_society/policy/psi/online_consultation/review_Direct2008/stakeholders/index_en.htm

11 http://ec.europa.eu/information_society/policy/psi/online_consultation/member_states/index_en.htm

12 http://ec.europa.eu/information_society/newsroom/cf/itemlongdetail.cfm?item_id=4891

- 2.8 The Commission stated that it does not have any current plans to amend the Directive. It cited two principal factors behind the decision – many Member States were late in implementing the Directive with the final Member State implementing the Directive in June 2008; and that most Member States have also yet to undertake a review of exclusive arrangements.¹³ It concluded that for many Member States it was too early to assess the implementation. The Commission is undertaking a study of exclusive arrangements across Member States.
- 2.9 The Commission had considered the possibility of extending the scope of the Directive to include PSI held by cultural, educational, research organisations and public broadcasters. Following a consultation exercise, the Commission found that whilst there is significant potential value for the re-use of PSI held by such organisations, the benefits have yet to be clearly defined and further investigation is required.
- 2.10 As part of its concluding summary the Commission confirmed it will undertake a further review by 2012 when more evidence of the impact, effects and application of the Directive will be available. It will then consider legislative amendments, taking into account the progress made by Member States at this date.
- 2.11 The Commission's Communication summarised the key points for action¹⁴ as:

Key points for action for member states

- Ensure full and correct **implementation** and application of the Directive
- Terminate **exclusive arrangements** as prescribed by the Directive
- Apply **licensing and charging models** that facilitate the re-use of PSI
- Ensure **fair competition** between public sector organisations and re-users

In addition, Member States are encouraged to promote the identification and ready availability of **information resources** and to set up **quick and inexpensive conflict resolution mechanisms**.

- 2.12 The UK has made significant progress against each of the key action points:
- **Implementation:** the UK implemented the Directive by the original deadline. The Commission has confirmed that the UK implemented the Directive fully.
 - **Exclusive arrangements:** the UK met the deadline for reviewing exclusive arrangements and where possible, terminated exclusive licences, see 5.18.

¹³ The Commission is undertaking a study of exclusive arrangements across Member States. http://www.epsiplus.net/news/news_highlights/ec_initiates_exclusive_agreements_studies

¹⁴ http://ec.europa.eu/information_society/policy/psi/docs/pdfs/directive/com09_212/com09_212_en.pdf

- **Licensing and charging models:** a wide range of PSI is available through the UK online licence, the Click-Use Licence, and 17,934¹⁵ licences are in use worldwide. OPSI has published new licence terms in draft form, for comment, see 7.13. There is an increasing trend towards marginal cost pricing, see 5.9.
- **Fair competition:** Through its governance and oversight role, OPSI regulates PSI primarily through the Information Fair Trader Scheme (IFTS). It is working closely with the Office of Fair Trading (OFT) to ensure there is an effective framework in place that encourages and facilitates the re-use of PSI in a fair and non-discriminatory manner, see 5.2.
- **Information resources:** The National Archives, through OPSI, exploring the use of new web technologies to make government information and data more accessible and re-usable, see Chapter 6.
- **Conflict resolution mechanisms:** under the PSI Regulations, OPSI has a statutory responsibility for the investigation of complaints about the re-use of PSI, see 5.15.

2.13 In recognising that there is more to be done, the UK government believes that the key foundations are in place. This view was supported by the ePSIplatform,¹⁶ (the successor organisation to ePSIplus) which cited the UK as an exemplar in the PSI field:

“To adopt the best practice that has already appeared and is demonstrating the potential – the evidence points at the UK as a model to adopt and adapt.”

Chris Corbin¹⁷

2.14 The Commission also highlighted some specific action points that it would need to address. These are listed below.

Key points for action for the European Commission

- Closely monitor implementation and application of the Directive
- Scrutinise exclusive arrangements (2009-10)
- Analyse the economic case for marginal cost
- Encourage exchange of good practices (proactive re-use policies, public tasks, conflict resolution)
- Further review by 2012, accompanied where appropriate by a proposal for amendments to the Directive.¹⁸

¹⁵ As at 30 June 2009.

¹⁶ <http://www.epsiplatform.net/>

¹⁷ Independent researcher on Information Policy, at the ePSIplatform conference (3rd APORTA meeting, Madrid, 9 June 2009)

¹⁸ http://ec.europa.eu/information_society/policy/psi/docs/pdfs/directive/com09_212/com09_212_en.pdf

ePSIplus

- 2.15 The ePSIplus project¹⁹ was a Thematic Network, funded under the eContentplus programme to support the implementation of the Directive during the period that led up to the Commission's review. It played a key role in monitoring progress on PSI across Member States through a series of meetings and conferences in Member States. ePSIplus provided detailed guidance and advice to the Commission and was wound up at the end of February 2009.

European PSI Platform

- 2.16 The European PSI Platform²⁰ is funded under the Commission's eContentplus programme and builds upon the work of the ePSIplus Thematic Network (September 2006 to February 2009). OPSI is the UK national partner on the European PSI Platform.²¹ OPSI is contributing articles and features on the European PSI Platform, highlighting UK initiatives and developments.

Cross-European liaison

- 2.17 The Commission has acknowledged the progress made by the UK in taking forward the re-use of PSI and the key role played by OPSI.
- 2.18 Given the progress made by the UK other Member States have approached The National Archives, through OPSI, for advice in developing PSI strategies based on the OPSI model. OPSI has had constructive exchanges with individual Member States, notably France and Spain. The focus of these discussions has been on sharing best practice and developing robust PSI initiatives.

"Every Member State needs a UK/OPSI body."

Javier Hernandez-Ros²²

¹⁹ <http://www.epsiplus.net/>

²⁰ <http://www.epsiplatform.eu/>

²¹ http://www.epsiplatform.eu/contacts/european_public_sector_information_psi_platform_contacts/national_representative_organisations_european_psi_platform/united_kingdom_opsi_office_of_public_sector_information

²² Head of Access to Information, Information Society and Media Directorate-General, European Commission, at the PSI Conference (Unlocking the Potential of Public Sector Information, London, 14 October 2008)

3. The UK Perspective

Mapping the information landscape

- 3.1 The growth of the web has emphasised how vital information is to all of us. It is also integral to the activities of organisations across the private and public sectors. Information, particularly PSI, is at the heart of the citizen's relationship with government and the public sector; it provides a focus for democratic rights through access legislation and data protection, and underpins the information and content industries, bringing with it economic benefits. The importance of information is reflected in the ever-increasing range of interlinked legislation, policies and strategies. Keeping track of the various policy strands and working out how they fit into the bigger information policy landscape can be daunting.
- 3.2 The National Archives links to all the key initiatives across the information landscape. This chapter focuses on a strategic overview of developments within the UK over the past twelve months. The Timeline charts these initiatives and developments over this period. The prime focus for OPSI has been to ensure that a consistent and coherent framework emerges, from the diversity and rapid growth in information policy drivers, and that effective links are made with the PSI re-use agenda.

The Trading Funds Assessment

- 3.3 Arising from the Commercial Use of Public Information Report (CUPI)²³ and Models of Public Sector Information Provision via Trading Funds (the Cambridge Report),²⁴ the Government launched an assessment to be undertaken by the Shareholder Executive and HM Treasury, into the business strategies of the information trading activities of the six major Trading Funds. This was announced as part of the Budget Report 2008. Cabinet Office, the Department for Business, Innovation and Skills (formerly the Department for Business, Enterprise and Regulatory

²³ http://www.offt.gov.uk/shared_offt/reports/consumer_protection/oft861.pdf

²⁴ <http://www.berr.gov.uk/files/file45136.pdf>

Reform) and OPSI contributed to the process. The Shareholder Executive's conclusions were announced in the Operational Efficiency Programme (OEP), as part of the Budget Report 2009. This is covered in detail in Chapter 4.

The Power of Information Taskforce

- 3.4 The Power of Information (POI) Taskforce was established to help shape and progress the recommendations contained in the POI Report. It particularly promoted the concepts of access, innovation and openness. The Taskforce published its Final Report²⁵ on its website in March 2009 as an interactive document in beta, seeking comments from the public and industry. The report is discussed in detail in Chapter 6 together with an outline of the Government's response as part of the Digital Engagement Programme.

Working Together – Public Services On Your Side

- 3.5 In March 2009 the Government published *Working Together – Public Services On Your Side*²⁶ outlining its vision for public services reform. In the Strategic Government section of the report, the Government supported the overall messages of the POI Taskforce, picking up on four key delivery themes:
- **open information:** publish information about public services in ways that are easy to find and re-use
 - **open innovation:** promote innovation in online public services
 - **open discussion:** promote greater engagement through more collaborative consultation and engagement, and
 - **open feedback:** publish best practice in engaging with large numbers online.

Digital Engagement: Update on Power of Information

- 3.6 The *Digital Engagement Report: Update on Power of Information* was the Government's official response to the POI Taskforce Report and was published in May 2009. The National Archives worked closely with the Cabinet Office to develop the Government's response, which was to accept the substance of all of the recommendations.
- 3.7 Actions arising from the recommendations that deal specifically with the re-use of PSI provide a focus for The National Archives' PSI activity over the next twelve months. Further details of this activity are provided in Chapters 6 and 7.

25 <http://poit.cabinetoffice.gov.uk/poit/>

26 <http://www.hmg.gov.uk/workingtogether.aspx>

- 3.8 To drive forward the Digital Engagement agenda at a strategic level, the Government established the Digital Engagement team within the Cabinet Office under the leadership of the Head of Digital Engagement. Working alongside this team, and in response to a specific recommendation contained in the POI Taskforce Report, a new external high level advisory panel will be formed. This advisory panel will replace the Taskforce and will oversee the implementation of the POI Taskforce recommendations. The panel will report to the Minister for the Cabinet Office and will be led by Sir Tim Berners-Lee, the Director of the World Wide Web Consortium (W3C), who led the creation of the World Wide Web.²⁷ Further details on the work of the Digital Engagement team and the panel can be found on the Digital Engagement blog at <http://blogs.cabinetoffice.gov.uk/digitalengagement/>.
- 3.9 Sir Tim Berners-Lee will lead a project for government to create a single point of access for all government information, using the latest Linked Data technology. Linked Data is the best practice for exposing, sharing, and connecting pieces of data, information, and knowledge, using the web. The National Archives contains the Government's centre of excellence in this area. With the right expertise, Linked Data projects can be delivered comparatively quickly, at relatively little cost. The National Archives' work on Linked Data and new technologies is dealt with in Chapter 6.
- 3.10 The open government data project²⁸ potentially supports several different policy objectives:
- greater transparency and openness of government
 - the reform of public services, enabling consumer choice (for example by making available performance information), and
 - the development of the knowledge economy by making PSI available for commercial re-users.
- 3.11 The National Archives has also established a six month trial platform that allows users to search and query government information in different ways. This allows users to enter a query for information and retrieves data from a number of databases.²⁹ This will form part of the open government data project.

Digital Britain

- 3.12 The *Digital Britain Report*³⁰ was published in June 2009. Its stated aim was to "secure the UK's position as one of the world's leading knowledge

27 http://www.cabinetoffice.gov.uk/newsroom/news_releases/2009/090610_web.aspx

28 <http://blogs.cabinetoffice.gov.uk/digitalengagement/post/2009/05/22/Information-and-how-to-make-it-useful.aspx>

29 OPSI is establishing a UK Government SPARQL endpoint. SPARQL is the standard query language for Semantic Web data, which can be used to express queries across diverse data sources.

30 <http://www.culture.gov.uk/images/publications/digitalbritain-finalreport-jun09.pdf>

economies". The Report underlines the importance of strengthening and modernising the UK's digital infrastructure and recognises the important role played by PSI and government content in the digital economy. It acknowledges that it is essential to have appropriate licensing models in place, such as the Click-Use Licence, which facilitate access and re-use.³¹

3.13 One outcome of the Digital Britain Report, is that the National Endowment for Science, Technology and Arts (NESTA) will lead a pilot to develop, test and implement a simplified intellectual property rights (IPR) framework for publicly procured digital media. A number of public sector organisations, including OPSI, the Central Office of Information (COI), and the Cabinet Office, are contributing to the pilot study. The principal aims are to:

- clarify a consistent set of terms and language across Government departments
- test a set of frameworks on specific projects across different types of IPR, and analyse their performance, the potential for secondary exploitation and the benefits created, and
- share the findings with stakeholders and agree a new IPR framework for the procurement of digital media by public sector organisations.

INSPIRE and the Location Strategy

INSPIRE

3.14 The European Commission's INSPIRE Directive³² creates a European Spatial Data Infrastructure by improving the interoperability of spatial (a term often used interchangeably with "geographical") information³³ across the European Union. The INSPIRE Directive was approved by the European Parliament and the Council of the European Union in March 2007 and was required to be transposed into the national laws of Member States by 15 May 2009. The Directive requires public authorities that create and use spatial, or geographical, information to make their information available to other public organisations across Europe so new products and services may be developed by combining this information. The Directive also requires public authorities to make their information accessible to members of the public and to allow re-use.

3.15 The transposition of the Directive into UK law is led by the Department for Environment, Food and Rural Affairs (Defra), under the control of a high level project board and advised by a UK Government Leads Working Group, with members from interested departments, including The National Archives, and the devolved administrations. The working group had its last meeting in September 2008, as its functions were

31 http://www.culture.gov.uk/images/publications/digitalbritain_impactassessment.pdf

32 Infrastructure for Spatial Information in the European Community: <http://eur-lex.europa.eu/JOHtml.do?uri=OJ:L:2007:108:SOM:EN:HTML>

33 Information that relates to place or location. It can be referenced by, for example, postcode or grid reference.

superseded by the structures created for implementation of the Location Strategy.

Place matters: the Location Strategy for the United Kingdom

- 3.16 In November 2008, the Department for Communities and Local Government (CLG) published *Place Matters: The Location Strategy for the United Kingdom*.³⁴ This report, prepared by the Geographical Information Panel, identified the need for a Location Strategy for the UK. The Panel was formed in 2005 to advise CLG and membership was drawn from departments, including Ordnance Survey and Land and Property Services (formerly, Ordnance Survey for Northern Ireland), and representatives from private sector bodies interested in geographical information, including the Royal Institution of Chartered Surveyors and the Association of Local Authority Chief Executives. The report recommended that the government adopt the Location Strategy as the means for co-ordinating work on the use of spatial information of all kinds, and create a Location Council to oversee it. Transposition and implementation of the Directive fell naturally within the scope of the new Council. The Government invited comments from the public on *Place Matters* by the end of January 2009 and published its responses in April 2009.³⁵ OPSI's involvement ensures the continued application of the PSI Regulations to the licensing of spatial information for re-use. The responses were generally favourable and the Location Council was established, with representation from The National Archives. Its objective is to maximise the value of spatial information to the public, government, business and industry in the UK by means of a consistent framework for this information to assist its use, service delivery and the development of new initiatives.
- 3.17 A consultation document and an impact assessment on the transposition of the Directive were published by Defra in March 2009.³⁶ These described the purpose of INSPIRE and set out the new obligations that would be placed on public authorities that create and use spatial information. The Directive itself is primarily an enabling document; the details are to be set out in a collection of 'implementing rules' governing metadata standards and the definition of spatial objects, amongst others. These are being drafted by committees of experts from all the Member States and some have been published as regulations by the Commission.
- 3.18 Draft regulations for implementation of the Directive are expected to publish in autumn 2009. These new regulations will reinforce that the re-use of spatial data held by public sector organisations is still subject to the PSI Regulations.

34 Place matters: the Location Strategy for the United Kingdom <http://www.communities.gov.uk/documents/communities/pdf/locationstrategy.pdf>

35 <http://www.gipanel.org.uk/gipanel/docs/response-to-comments-received-on-uk-location-strategy.pdf>

36 <http://www.defra.gov.uk/corporate/consult/inspire/index.htm>

Location Council

- 3.19 The Location Strategy proposed that Defra lead a UK Location Council to oversee the implementation programme, the UK Spatial Data Infrastructure (UKSDI) Programme. The aim is to create an operational Spatial Data Infrastructure for the UK. Defra has appointed a Programme Director to take this forward.
- 3.20 The National Archives is represented on the Council and is leading work on the simplification and harmonisation of licensing arrangements for location information, through the Information Fair Trader Scheme and other related work.

The Future of Copyright

- 3.21 A key challenge for copyright remains – how can it operate in a digital world where information can be downloaded and reproduced very easily? This needs to be reconciled with the growing demands from the public for online access to PSI. A number of discussion documents and initiatives on copyright have been published.

Copyright in the Knowledge Economy

- 3.22 In July 2008 the EC published a Green Paper, *Copyright in the Knowledge Economy*,³⁷ which examined the exceptions and limitations set out in the Information Society Directive of 2001. It considered how copyright was assisting or inhibiting the development of the knowledge economy in Europe. The Green Paper invited views on the scope of regulation and direction of the use of copyright material. It also examined the need for change, particularly around copying by libraries and archives.

Copyright: the Future

- 3.23 Building on the Gowers Review of Intellectual Property,³⁸ David Lammy, Minister for Higher Education and Intellectual Property, launched a public consultation, *Copyright: the Future*, in December 2008.³⁹ It intends to establish a broad framework of principles that will underpin negotiations on changes to copyright law at European and international level. The results are due to be published in late 2009.

37 http://ec.europa.eu/internal_market/copyright/docs/copyright-infso/greenpaper_en.pdf

38 <http://www.official-documents.gov.uk/document/other/0118404830/0118404830.asp>

39 <http://www.ipa.gov.uk/c-policy-consultation.pdf>

4. The Financial Impact

- 4.1 One of the main drivers behind the PSI Agenda is the economic benefits to be gained from allowing public sector content to be re-used in information products and services. These economic benefits of PSI were examined in detail in the Commercial Use of Public Information⁴⁰ and the Models of Public Sector Information Provision via Trading Funds (the Cambridge Report).⁴¹ These reports led to a number of further initiatives which are discussed in this chapter. In parallel, The National Archives has allocated resources in the coming year for dedicated economist support to shape and inform policy and demonstrate a wider understanding of the public value of PSI. This fellowship is jointly funded with the Economic and Social Research Council (ESRC).

Trading Funds Assessment

- 4.2 In the Budget Report 2008, the Government announced that the Shareholder Executive, part of the Department of Business, Innovation and Skills (formerly the Department for Business, Enterprise and Regulatory Reform), would undertake, jointly with HM Treasury, an assessment of the business models of government Trading Funds and consider the benefits to the wider UK economy from any potential changes to the Trading Funds model. The Shareholder Executive and HM Treasury were tasked with reviewing the impact of any changes to the current pricing, access and licensing regimes on the business models of six data-rich Trading Funds. These were the Met Office, HM Land Registry, Ordnance Survey, Companies House, the Driver and Vehicle Licensing Agency and the UK Hydrographic Office.

40 http://www.ofc.gov.uk/shared_ofc/reports/consumer_protection/ofc861.pdf

41 <http://www.berr.gov.uk/files/file45136.pdf>

- 4.3 The Assessment was divided into two discrete phases. The main focus of the first phase was how the Trading Funds could open up the information they create or hold. Each of these organisations generates information that can provide opportunities for innovation, the development of value added products and services, and economic growth. OPSI played a key role at both strategic and project group level in the Assessment.
- 4.4 The first phase identified the key principles of good practice relating to information trading and highlighted OPSI's enhanced oversight and governance role which will ensure that these principles are applied across the Trading Funds. The principles were published in the Operational Efficiency Programme (OEP) Final Report on 21 April as part of the overall Budget Report 2009.⁴² A summary of the OEP statement is provided in the table below.
- 4.5 During the Assessment, it became apparent that the primary focus was on Ordnance Survey and the need to develop a new business strategy for the organisation in light of technological, market and other drivers for change.
- 4.6 The second phase of the Assessment which will further examine the business plans and specific models of the other Trading Funds is being incorporated into the OEP.

Excerpt from the OEP Final Report 2009

Trading Funds Assessment

Accurate and easily available information enables the better delivery of public services and increased accountability of government.

The Assessment identified key principles of good practice relating to information produced by all Trading Funds. These principles are:

- information easily available – where possible at low or marginal cost;
- clear and transparent pricing structures for the information, with different parts of the business accounted for separately;
- simple and transparent licences to facilitate the re-use of information for purposes other than that for which it was originally created; and
- clearly and independently defined – with input from customers and stakeholders – core purposes ("public tasks") of the organisations.

The Office of Public Sector Information will provide enhanced oversight and governance to ensure application of these principles across the Trading Funds that create significant amounts of information.

A new business strategy for Ordnance Survey has been developed [...] which also will ensure easier and simpler access to high-quality information.

⁴² http://www.hm-treasury.gov.uk/d/oep_final_report_210409_pu728.pdf

Operational Efficiency Programme

- 4.7 The OEP set out recommendations, as part of the Budget Report 2009, for increasing efficiencies across a range of areas in the public sector, including assets and property, collaborative procurement, and back office and IT. The work programme on specific assets, including several Trading Funds, continues and will report on a six monthly basis. The programme consisted of five strands, one of which was asset management and sales, aiming to ensure the more efficient and commercial operation of commercial assets held by the public sector.
- 4.8 Under this strand, the initial list of assets included Trading Funds such as Ordnance Survey, HM Land Registry and the Met Office. Adopting a collaborative approach, the OEP team worked closely with the Shareholder Executive to examine the business strategies of the Trading Funds included in the Trading Funds Assessment.

Supervision of Ordnance Survey

- 4.9 The first phase of the Trading Funds Assessment concluded that mapping data produced by Ordnance Survey was more likely to be maintained at high quality levels under a funded revenue model rather than through direct funding from taxation. Two fundamental observations emerged from the initial phase. These were: the recognition of the high quality of the data produced by Ordnance Survey; and, the need for Ordnance Survey to provide easier access to the data so it can be re-used for both commercial and non-commercial purposes. The Assessment also concluded that Ordnance Survey needed to be more customer-focussed and commercially driven. Accordingly, a new commercial strategy for Ordnance Survey was published.⁴³
- 4.10 The strategy focuses on five key areas:
- Promoting innovation – with an enhanced free service to allow experimentation with digital information and a clear path from this service to greater commercialisation
 - Reforming Ordnance Survey's licensing framework – so that it is much simpler to use Ordnance Survey data and services in other applications
 - Reducing costs over time – to ensure that Ordnance Survey continues to offer value for money
 - Supporting the sharing of information across the public sector – to enable better public policy and services
 - Creating an innovative trading entity – to explore further commercial opportunities around Ordnance Survey data and services.

⁴³ <http://strategy.ordnancesurvey.co.uk/>

- 4.11 OPSI is working closely with the Shareholder Executive, the Office of Fair Trading (OFT) and Ordnance Survey in developing the new business strategy. A key challenge is to produce a new licence framework that will make licensing simpler, fairer and more transparent for business and other customers. Another area that will need to be addressed is the issue of derived data, which is those cases where base data is used across a chain of users.
- 4.12 OPSI is monitoring and tracking progress on the new strategy, in consultation with OFT, to ensure that the strategy delivers its aim to provide users with easier and simpler access to spatial information. Progress reports will publish in October 2009 and April 2010 and regular updates will be available on the OPSI website.

One Scotland Mapping Agreement

In May 2009 the One Scotland Mapping Agreement was signed by the Cabinet Secretary for Finance and Sustainable Growth in Scotland and the Parliamentary Under Secretary of State in the Department for Communities and Local Government.⁴⁴ The Agreement facilitates data sharing and information delivery via web services and represents a new partnership between the public sector and Ordnance Survey. It sets up a framework under which the public sector can obtain base spatial data from Ordnance Survey. This is key to establishing a Spatial Data Infrastructure. The Agreement enables Scotland to meet its requirements under the INSPIRE Directive (see 3.14). This marks a significant shift to more enabling terms.

Progress on the Commercial Use of Public Information Report

- 4.13 The OFT's CUI Report published in 2006, contained a series of recommendations on PSI that would deliver economic growth and benefits that could result from removing barriers to the re-use of PSI. The government produces six monthly update reports to track the progress of these recommendations. Many of the recommendations have progressed and have been taken forward by the POI Taskforce Report and the Trading Funds Assessment.

⁴⁴ <http://www.ordnancesurvey.co.uk/oswebsite/business/sectors/government/scotland/index.html>

Organisation for Economic Co-operation and Development

- 4.14 The Organisation for Economic Co-operation and Development (OECD) developed a series of principles⁴⁵ which seek to provide a framework that will stimulate the wider use and re-use of PSI. The OECD PSI Principles benefited from the experiences of implementing the Directive. A key difference between the Directive and the OECD PSI Principles is that the Directive provides a legal framework which has to be implemented, whereas the OECD principles merely require OECD members to take account of the PSI principles when establishing or reviewing their policies regarding access and use of PSI.

⁴⁵ <http://www.oecd.org/dataoecd/0/27/40826024.pdf>

5. Governance and Supervision

A robust regulatory environment

- 5.1 In the evolving world of PSI it is critical that the legal framework is supported by a robust regulatory framework. A regulatory framework not only ensures compliance but also provides users of PSI with the assurance they need that standards of good practice are being met.

The Information Fair Trader Scheme



- 5.2 The Information Fair Trader Scheme (IFTS), underpinned by disputes resolution processes, has been used as the mainstay of the OPSI regulatory framework since 2002. It has had many successes, but as the UK re-use landscape changes, it is essential that the shape of the future regulatory framework complements the new agenda. The standard has been raised since the Power of Information (POI) and the Office of Fair Trading's (OFT) Commercial Use of Public Information (CUPI) Reviews. Government expects more from public sector information traders, particularly in terms of being more proactive in allowing the information they hold to be used and re-used. OPSI undertook a comprehensive review of IFTS to champion best practice and meet the needs of this evolving yet maturing information landscape.

5.3 The IFTS principles were reviewed and enhanced in April 2009. Under the revised IFTS, there is an obligation to allow re-use unless there are strong reasons to the contrary. The new principles are:

Maximisation	An obligation to allow others to re-use information unless there are strong reasons not to, for example, personal data and copyright ownership issues
Simplicity	Simplicity of processes, policies and licences, including process in place that allow sub licensing and use in derived data products
Transparency	Transparency of licence terms and conditions, and charging information, for example, the basis for calculating the price
Fairness	Public sector information holders (PSIHs) should not use their market power to compete unfairly. All customers, as well as the PSIH itself, are to be treated the same for the same types of re-use
Challenge	A robust complaints process in place to reconsider licensing decisions. OPSI can investigate the PSIH's licensing decisions if they appear to be incorrect
Innovation	PSIHs to proactively explore new methods of helping re-users innovate and develop information products and services, for example, presenting information in a user friendly way or allowing free re-use for small business. PSIHs are to consider ways to open up information for free non-commercial re-use

- 5.4 A Performance Management Framework was introduced to highlight key areas of good practice and assist in developing areas for improvement.

The Coal Authority

The Coal Authority joined the IFTS scheme in 2009 as a volunteer member. It was the first organisation to be assessed under the revised IFTS.

The Chief Executive of the Coal Authority has set the organisation challenging targets to improve public access to information, both through web services and through the release of risk maps and other data. The Coal Authority invited OPSI to conduct an IFTS verification to review their proposed data trading model.

As part of its responsibility for managing the legacy of coal mining, the Coal Authority maintains the most complete record of all UK coal mines. Because of this, copies of the records are frequently sought after for re-use in property searches, Home Information Packs and planning applications. This forms part of a healthy private sector market for property information. Consequently, the private sector has sought complete copies of the records.

The IFTS verification identified a number of actions to maximise re-use. These include recommendations that the Coal Authority should offer full access to its mining database for some types of commercial re-use. Other recommendations include the Coal Authority publishing the basis on which potential licensees can currently directly access the mining database or receive extracts from it and publish timetabled proposals for introducing wider access to the database.

- 5.5 New members joining IFTS since June 2008 include the Coal Authority, the Health and Safety Executive, Companies House, and The Defence and Science Technology Laboratory (under the Ministry of Defence delegation).
- 5.6 The verification process is designed to fully test compliance with the IFTS principles. The assessment is in the form of a full audit. Ahead of the on-site assessment, a wide range of material is analysed including policy and guidance. It is at this stage that risks are identified. The on-site assessment consists of interviews with key personnel, the review of case files and the examination of processes. The verification also comprises a website and licence review. During the last twelve months (July 2008 to June 2009) the team has undertaken verifications of the Central Office of Information, HM Land Registry, Driving Standards Agency, Medical Healthcare and Regulatory Products Agency, Land and Property Services (formerly Ordnance Survey Northern Ireland), the Driver and Vehicle Licensing Agency, the Coal Authority, Ministry of Defence and Companies House.

IFTS Online



- 5.7 IFTS Online, aimed at local government and the National Health Service (NHS), was developed by OPSI to help public sector organisations that are not major information traders meet their PSI responsibilities. The assessment process takes the form of a questionnaire, on completion of which OPSI produces a tailored report providing advice, feedback and recommendations.
- 5.8 IFTS online has continued to expand, with new members from a variety of government agencies including Traffic Scotland and the Highways Agency. Since it was launched in 2005, 49 public sector organisations have completed the online assessment. Members are re-assessed regularly to ensure they maintain the required standards.

Regulating charges for re-use

- 5.9 Most government content is available for re-use on a marginal cost basis. The practical effect is that most government content is available for re-use free of charge.⁴⁶ Where government departments and agencies wish to charge for re-use they need to demonstrate to OPSI that there is a valid reason for so doing. In assessing whether charges are appropriate, OPSI will apply a series of tests. These tests, in beta, were made available for public comment on PSI Perspectives, OPSI's blog and platform for user engagement, in July 2009.⁴⁷
- 5.10 As OPSI is responsible for approving whether particular content is charged for, it will cease to license any content that involves payment. This will involve a number of transitional arrangements being made by the end of 2009. Departments and agencies that satisfy the charging tests will undertake the licensing themselves and will be subject to verification under IFTS by OPSI to ensure they meet good practice (see 5.6).
- 5.11 All licensing of government content that involves the payment of a fee will be regulated under the enhanced version of the IFTS. Building on existing IFTS principles the new, rigorous principles raise the standards in requiring public sector organisations to demonstrate a more proactive and user responsive approach to their content.

⁴⁶ Trading Funds are exempt from this to support their commercial activities.

⁴⁷ <http://perspectives.opsi.gov.uk/>

Regulation of Trading Funds

- 5.12 As the responsibility for the management of Crown copyright rests with Her Majesty's Stationery Office (which operates within OPSI and The National Archives), major government information traders are granted delegations of authority that enable them to license the re-use of the PSI they produce. A condition of each delegation is that they must comply with IFTS principles. Through the IFTS process, OPSI regulates the activities by ensuring PSI is traded fairly and transparently.
- 5.13 As noted in Chapter 4, the Trading Funds Assessment reviewed the activities of the six major Trading Funds. It concluded that five of the trading funds which were originally to be the subject of detailed assessment (Met Office, UK Hydrographic Office, Companies House, the Driver and Vehicle Licensing Agency and HM Land Registry) have good practices in place and are operating within IFTS principles. For Ordnance Survey a new business strategy has been developed which improves access to information for re-use. OPSI continues to review the activities of these Trading Funds, and others, as part of the IFTS in its capacity as the regulator.
- 5.14 As a result of the Trading Funds Assessment, OPSI has an enhanced governance and supervisory role in the regulation of Ordnance Survey as it develops and implements its new business strategy. This is covered in detail in Chapter 4.

Statutory complaints process

- 5.15 OPSI has maintained a highly visible presence as a regulator. Although no complaints have escalated through to the statutory complaints process under the PSI Regulations this year, OPSI has been able to resolve a number of disputes in the period covered by this report. The following illustrates the range of activity OPSI has undertaken in the resolution of disputes as a regulator and mediator, and also in raising awareness in disputes mechanisms.

Raising awareness of the disputes mechanisms

A series of workshops were co-hosted with OFT to address issues with Ordnance Survey. Industry and the public were given the opportunity to outline any concerns. As a result, Ordnance Survey produced an action plan detailing the changes in the short term (outside the wider Trading Fund Assessment). *July 2008*

OPSI presented to the Association of Independent Property Search Agents (IPSA) on the PSI statutory complaints process. *March 2009*

Disputes resolution

OPSI received a complaint from a private search company against a local authority. Following a detailed assessment OPSI concluded that the complaint was not valid under the PSI Regulations. *March 2009*

A publisher brought a complaint against a government department involving issues around the department's public task, use of trademarks and competition. Following OPSI's intervention the two parties agreed to proceed through mediation. *March 2009*

OPSI helped to broker an agreement involving the use of Ordnance Survey originated geographical data used by government departments. This had previously been the source of operational difficulties. *July 2008*

Mediation

- 5.16 Mediation provides an effective alternative to the formal statutory complaints process. OPSI's mediation service continues to assist government departments and agencies, and the private sector in resolving issues regarding the re-use of PSI and licensing.
- 5.17 OPSI conducted the first formal mediation since its team of mediators received accreditation under the Centre for Effective Disputes Resolution in April 2008. The mediation sought to resolve issues relating to the re-use and sub-licensing of derivative publications. It also sought to establish a more productive business relationship for future dealings. The mediation resulted in a Settlement Agreement that set out a series of actions for each party and a summary of the terms of the settlement.

Exclusivity

- 5.18 Under the PSI Directive, all public sector organisations were required to:
- publish a list of any exclusive rights granted
 - review the validity of the grant of exclusivity every three years
 - terminate any exclusive deals that had been granted before the PSI Regulations came into force on 1 July 2005 either at the earliest date allowed for in the contract/licence or by 31 December 2008.
- 5.19 OPSI carried out a survey of all UK public sector information holders (PSIHs) and obtained details of exclusive agreements granted across central and local government. It assessed these agreements to determine whether or not they fall within the scope of the PSI Regulations with a view to termination or amendment of the exclusive agreement. As part of this process OPSI instructed the PSIHs that issued the exclusive agreements, to remedy their arrangements. A

summary of these agreements was published on the OPSI website in December 2008. OPSI has reviewed the three exclusive agreements that have been granted by OPSI/HMSO. OPSI terminated one of the agreements and concluded that the other two identified fell outside the scope of the PSI Regulations.

- 5.20 OPSI, through IFTS, checks for non-discriminatory licensing practices as standard procedure. This includes monitoring for exclusive agreements.
- 5.21 Only two of the Member States met the European Commission's deadline on reviewing exclusive agreements – the UK and the Netherlands. Consequently, the Commission has decided to carry out its own review of exclusive licences across Member States.⁴⁸ This will exclude the UK and the Netherlands as the Commission is content that the reviews undertaken by these two countries were satisfactory.
- 5.22 OPSI has shared with the Commission the standard letters that it had issued to UK PSIHs requesting details of any exclusive agreements. The letters also set out why the question of exclusivity was an issue. The Commission recognised that these explanatory letters represented an effective way of explaining the issues and seeking the required information from PSIHs. The Commission is recommending that the letters should be adapted for use by other Member States.

Public task definition

- 5.23 The concept of what constitutes the public task for public sector organisations is an important one in the context of the PSI Directive. Only information falling within the scope of an organisation's public task is covered by the Directive and PSI Regulations.
- 5.24 The original guide to the PSI Regulations sought to provide guidance on the meaning of the term public task. However, OPSI recognises that further clarity and guidance is required in order that public sector organisations can provide a clear statement as to the scope of their individual public tasks. In collaboration with its legal advisers, OPSI is exploring further clarification of the term.

PSI Timeline 2008–2009

There has been considerable activity across the public sector information landscape over the past year. The Timeline on the following pages maps the quantity and range of initiatives, reviews, conferences and general interest from all sectors in this policy area. Building on from the Timeline published in the 2008 UK Report on the Re-use of PSI, it emphasises how PSI remains an important issue for government and the public.

⁴⁸ http://www.epsiplus.net/news/news_highlights/ec_initiates_exclusive_agreements_studies

PSI Timeline 2008–2009

- UK Government responds to EC Directive questionnaire
- CUPI Progress Report
- Show us a better way competition launched
- Copyright in the Knowledge Economy published
- Environment Agency's Detailed River Network launched
- Show us a better way competition judging
- Digital Britain Interim Report published
- Place Matters: The Location Strategy published
- Location Council
- Show us a better way competition winners announced
- Operational Efficiency Programme Interim Report published
- Pre-Budget Report 2008 published
- EduBase website re-launched
- Crime Mapping initiative launched
- IPO consultation on copyright
- UKgovwebbarcamp
- Semantic Interoperability Community of Practice
- POI Taskforce Draft Report published in beta
- IPO workshop at NESTA
- Copyright: The Future published

- Unlocking Service launched
- UK Report on the Re-use PSI 2008 published
- Links between Access and Re-use Guidance published
- Medicines and Healthcare Regulatory Agency IFTS re-accredited
- Land and Property Services IFTS accredited
- Licensing Forum
- Community of Practice: Unlocking the Potential of Your Information Assets launched
- COI IFTS accredited
- Whitehall & Westminster World conference: Unlocking the Potential of PSI, London
- Knowledge and Information Symposium
- Location Council
- E-commission Symposium
- Knowledge Council
- Click-Use web services launched
- HMLR IFTS re-accredited
- Licensing Forum
- Knowledge Council
- DSA IFTS re-accredited
- OPSI comments on INSPIRE on EC website

- Public tender for European PSI Platform
- Open Tech 2008
- APPSI responds to EC Directive questionnaire
- Annual COPSO seminar
- EC Digitalisation and Online Accessibility Progress Report published
- Europeana (the European Digital Library) Local Best Practice Network project launched
- ePSIplus conference: PSI Asset Registers and Metadata
- Innovation Think Tank Meeting
- ePSIplus conference: Pricing
- mashup* event: data and government 2.0
- ePSIplus Network: Recommendations and Supporting Evidence
- ePSIplus Annual Report published
- Barcamp London
- Free Legal Web barcamp
- Re-appointment of APPSI members
- Open Knowledge Foundation Workshop
- ePSIplus conference: Competition Authorities
- Europeana (the European Digital Library) launched
- OECD Workshop Paris
- Online Information Conference
- Annual APPSI seminar
- EC ICT Policy Support Programme
- PSI Platform awarded to MDR Partners
- www.data.gov launched
- ePSIplus Final Thematic Meeting
- APPSI response POI Taskforce Draft Report
- Managing Public Sector Information Conference

- POI Taskforce concludes
- INSPIRE consultation launched
- beta.civilservice.gov.uk
- POI Taskforce Final Report published
- Working Together: Public services on your side published
- Ordnance Survey new business strategy published online
- Shareholder Executive Assessment announcement
- Operational Efficiency Programme Final Report published
- Budget 2009
- Location Strategy Responses published
- PGA2 awarded
- Intellectual Property Working Group
- Government response to POI Taskforce Final Report
- Ordnance Survey new business strategy official launch
- Tower09 (*Transformational Government conference*)
- One Scotland Mapping Agreement signed
- Sir Tim Berners-Lee appointed
- Digital Britain Final Report published

- Companies House IFTS accredited
- Location Council
- OPSI user perception testing
- The Coal Authority IFTS accredited
- Knowledge Council
- New licensing arrangements for Scottish Parliament material implemented
- New IFTS Principles published
- DVLA IFTS accredited
- PSI PerSpectIves launched
- Location Council
- New licence terms published in beta
- Charging criteria for information trading published in beta
- Licensing Forum

- ePSIplatform launched
- Locus seminar
- 5th Communia Workshop: *Accessing, Using, Reusing Public Sector Content and Data*
- EC information notice for reviewing exclusive arrangements
- European Land Information Service launches website with innovative web tools
- New APPSI members appointed
- UNESCO Public Service Media 2009 Conference
- EC Communication on PSI Directive published
- APPSI responds to INSPIRE Directive
- APPSI responds to new Ordnance Survey business strategy
- European Commission PSI Group Meeting
- PSI Alliance Annual Meeting
- The Information Journey: an investigation of UK public sector information management practice, IBM
- EC Initiates Exclusive Agreements Studies
- Launch of Government 2.0 Taskforce (Australia)

- 5.25 The Shareholder Executive, in its Trading Fund Assessment, identified the key principle of good practice that Trading Funds should have a clearly and independently defined public task. It is equally important that the definitions are tested amongst industry users and the public.
- 5.26 The Shareholder Executive, in consultation with OPSI, will be revising Ordnance Survey's public task to reflect the new business strategy. This process for determining the public task will include a formal Government 12 week public consultation.

The role of the Advisory Panel on Public Sector Information

- 5.27 Under the PSI Regulations, the Advisory Panel on Public Sector Information (APPSI) has a statutory responsibility for reviewing complaints, if requested, that have been investigated by OPSI.
- 5.28 Over the past year, APPSI undertook three key strands of work in order to examine whether its Complaints Review function needed to be revisited or re-assessed. This involved:
- updating the procedures for reviewing complaints in the light of actual experience
 - considering the operation of the Review Board
 - considering the question of whether the APPSI complaints review function provides an adequate redress for non-compliance with the PSI Regulations. This work continues, as it requires an analysis of the relationship between the Review Board and its powers, on the one hand, and the powers of OPSI on the other.
- 5.29 APPSI subsequently published a revised review complaints procedure which clarified the process.⁴⁹

The Information Commissioner's Office and the Scottish Information Commissioner

- 5.30 The distinction between access to information and re-use of information was outlined in the UK Report on the Re-use of PSI 2008.⁵⁰ Revised guidance was published by The National Archives, through OPSI, in July 2008, to promote a clear understanding of the distinction between access and re-use. Revised guidance note 1, *Links between access and re-use*,⁵¹ explains the distinction and also provides guidance on how to handle requests from members of the public where access and re-use overlap.

49 <http://www.appsi.gov.uk/complaints-resolution/index.htm>

50 <http://www.opsi.gov.uk/advice/psi-regulations/uk-report-reuse-psi-2008.pdf>

51 <http://www.opsi.gov.uk/advice/psi-regulations/advice-and-guidance/psi-guidance-notes/links-between-access-and-reuse.pdf>

5.31 The National Archives continues to work with the Information Commissioner's Office and the Office of the Scottish Information Commissioner to ensure a common understanding of the respective responsibilities. Protocols⁵² with OPSI provide a focus for regular meetings and discussion and the opportunity to exchange views on relevant policy developments. The protocols have proved a useful framework for the collaborative approach that underpins the link between the access and re-use agendas.

5.32 OPSI, as part of The National Archives, continues to maintain close working relationships with the Ministry of Justice, the department responsible for access to information policy such as the Freedom of Information Act 2000⁵³ and the Data Protection Act 1998.⁵⁴ Collaborative working at policy level ensures that links are made between the access and re-use agendas.

52 <http://www.opsi.gov.uk/advice/psi-regulations/disputes-resolution/index>

53 http://www.opsi.gov.uk/Acts/acts2000/ukpga_20000036_en_1

54 http://www.opsi.gov.uk/Acts/Acts1998/ukpga_19980029_en_1

6. Community Engagement and Innovation

Changing public sector culture

- 6.1 The challenges for facilitating the re-use of PSI include creating a more positive attitude towards information management across the public sector. It is vital that the public sector is receptive to opening up information by making information available in standardised and re-usable formats. For example, making more information and data available in open source formats will help stimulate access and re-use. The challenge is for the public sector to move from a culture of controlling information to an enabling culture where the emphasis is on making information accessible and available for re-use.
- 6.2 An emerging theme is that PSI is no longer the preserve of government and public sector websites. Whilst these websites continue to play an important role in the provision of services and the dissemination of information, there is a significant role to be played by the private and third sectors that can use, re-use and adapt this information in new and innovative ways. Increasingly, public service providers are looking for multi-channel approaches that make use of a much broader range of delivery models, underpinned by re-use. For this reason it is becoming increasingly important to service providers to make PSI available in formats that facilitate re-use by other communities. OPSI, part of The National Archives, is committed to delivering solutions and developing best practice models.

The Power of Information

The Power of Information Taskforce

- 6.3 The Power of Information (POI) Taskforce concluded its work on 31 March and produced its Final Report in March 2009. In the spirit of open communication and collaboration, the Report was published in beta as an interactive document, allowing users and industry to comment. The National Archives, through OPSI, was tasked with a

number of recommendations. These recommendations aligned with the work already undertaken by OPSI. The Taskforce made 25 recommendations on what government can achieve through the use of web based tools. Specifically, it outlined a vision for how technology can:

- further facilitate and embed the PSI re-use principles
- improve public services through innovation
- structure data in re-usable formats
- simplify licensing arrangements, and
- make it easier to access government information.

- 6.4 The Government accepted all the Taskforce's recommendations, either in part or in full, in its response *Digital Engagement: Update on the Power of Information*, published in May 2009. The Cabinet Office, The National Archives and the Central Office of Information (COI) will work with other departments to meet the recommendations. Details of the work that The National Archives is taking forward on developing a new licensing model is explained in Chapter 7.

OPSI's Unlocking Service

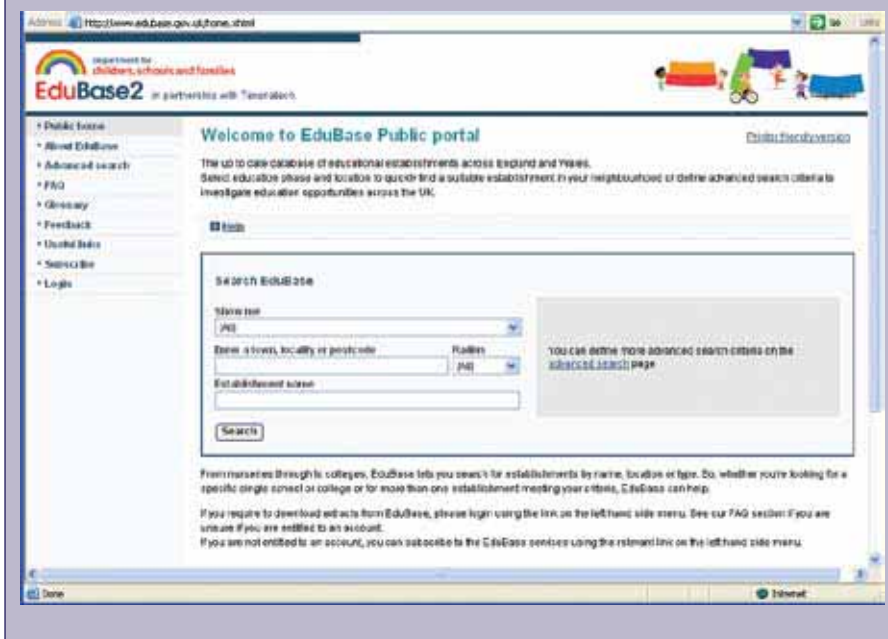
- 6.5 As part of the recommendations made in the POI report, government responded by accepting the following recommendation and OPSI was tasked with:

***Recommendation 8.** To improve government's responsiveness to demand for public sector information, by July 2008 OPSI should create a web-based channel to gather and assess requests for publication of public sector information.*

- 6.6 OPSI accepted the challenge to identify the opportunities for innovative re-use. This proved a difficult task, as it involved identifying what information was of interest to users and then making that information available to re-users. In order to achieve this, OPSI launched the Unlocking Service. This was a re-use request webchannel to gather and assess requests to re-use PSI. Through this channel, OPSI was able to identify what information users wanted and what would be beneficial to them. The Unlocking Service was launched on 5 July 2008 and helped users surface PSI to enable them to tailor solutions and services in their communities of interest, and also helped users to access the information they needed. By March 2009, over 50 requests were made to the service. These ranged from cases that were easy to solve, such as COI allowing the re-use of its RSS News Feeds, through to complex issues, such as the charging for Ordnance Survey boundary line data or Met Office weather data. The public sector is engaged actively in publishing more and more data. The datasets identified by re-users through the Unlocking Service are being prioritised and are being explored under current initiatives for making more information widely available, for example through the work being led by Sir Tim Berners-Lee.

EduBase

Easier access to education data was one of the issues that emerged from the Unlocking Service. The Department for Children, Schools and Families launched a new, re-useable version of its EduBase website making it more accessible for re-use. The Department restructured the format in which the data was delivered to users, improving user interfaces for searches, and marking-up content making it possible to use application programme interfaces (APIs). The result of all this was providing self-serve access to the public, such as Netmums, a local network for parents to share information. Users are able to comment and create a rating system thereby adding value and building on statistical information. Figures and statistics can be difficult to interpret so this type of information needs to be re-presented in new ways to be understood by, and useful to, the citizen. This key database is now more accessible for re-use. EduBase was a one-off information resource for the 'Show Us a Better Way' competition. It was one of the first projects to emerge from the Unlocking Service and is an example of how the Unlocking Service facilitates requests.

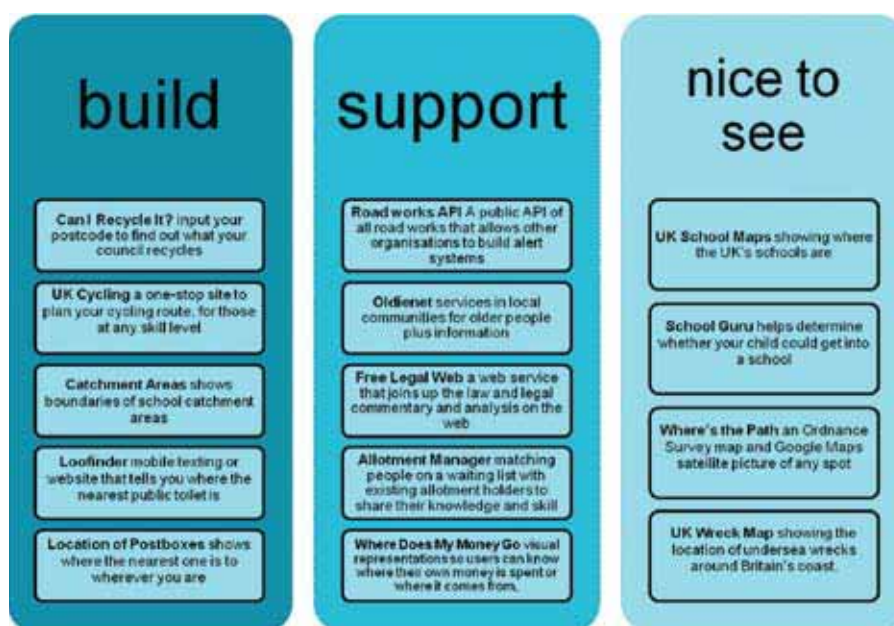


Show Us A Better Way

- 6.7 The formation of the POI Taskforce in March 2008 stimulated a range of activity and initiatives. Some of this activity was highlighted in the UK PSI Report 2008, including the Show Us A Better Way competition. The competition was launched in July 2008 by the Taskforce inviting the public to suggest ideas for new services underpinned by online tools and information, with a prize fund of up to £20,000 to help build on their ideas.

6.8 The Taskforce asked users and the public to identify better ways of how PSI could be re-used and to develop new ideas for improving public services online. The aim was to understand the possibilities afforded by community led development of services using new and innovative methods and Web 2.0 techniques. In November 2008, the Taskforce announced the five winning entries that the Taskforce will help to build, five ideas that it will support and four ideas that it would like to see further development.⁵⁵

6.9 These ideas are summarised in the diagram below.



6.10 The response to the competition was overwhelming with hundreds of ideas submitted for new services. Many of the ideas were reliant on the ready availability of PSI, highlighting the enthusiasm for re-using this information and the potential benefits that are waiting to be harnessed. The competition closed in September 2008.

6.11 Some of these ideas have already taken shape and are progressing, such as the Free Legal Web.⁵⁶ The service aims to join up legal information that is already available but brings it together in one space, using legislation, cases and official documents and other resources, such as law publications and articles. As the official publisher of legislation The National Archives, through OPSI, has been tracking this idea from the outset and is supporting the initiative in various ways, for example by using the citation service the FreeLegalWeb project is developing.⁵⁷

55 <http://www.showusabetterway.co.uk/>

56 <http://legalweb.wordpress.com/>

57 <http://www.freelegalweb.org/about/housing/>

Examples of competition ideas



The Power of Information Taskforce Final Report

- 6.12 The benefits of PSI and the need to change PSI were explored in detail in the POI Report.⁵⁸ The report explored how engagement with public citizens could be transformed, using new web based tools to improve public services. The UK Government accepted the recommendations made by the original report. Since then POI thinking has increasingly been a focal point for departments and agencies in how they view their use of the web.
- 6.13 To hasten the pace of change, the POI Taskforce⁵⁹ was created to identify opportunities for innovation in better communication and to progress government action. The Taskforce's Final Report focussed on the delivery of POI recommendations and what further steps should be taken.⁶⁰

Digital Engagement

- 6.14 In May 2009 the Digital Engagement unit at Cabinet Office was formed to encourage, support and challenge government departments to shift from communicating with citizens on the web to conversing and collaborating with them through digital technology. This is evidenced in both the Taskforce's Final Report and the UK Government's response which were both published in interactive forms, open for comments and dialogue (see 3.4 and 3.6). Opening up PSI and allowing re-use complements this agenda.

⁵⁸ http://www.cabinetoffice.gov.uk/media/cabinetoffice/strategy/assets/power_information.pdf

⁵⁹ <http://powerofinformation.wordpress.com/>

⁶⁰ <http://poit.cabinetoffice.gov.uk/poit/>

The National Archives' contributions to the Digital Engagement agenda

- 6.15 The recommendations focussed on how technology can further facilitate and embed the PSI re-use principles, improving public services delivery through using new technologies to encourage innovation and information sharing.
- 6.16 To achieve the recommendations assigned to it, The National Archives has undertaken significant work to lead the public sector:

PSI PerSpectlves

- 6.17 The National Archives launched PSI PerSpectlves⁶¹ a blog to engage with interested communities, share work and thinking openly, inviting comments and discussion. The blog is available on the OPSI website and encourages interaction and engagement with key users and industry. This is covered in Chapter 7.

New licensing model

- 6.18 OPSI is developing a new licensing model, building on the success of the Click-Use Licence which was first launched in 2001. The new licensing model improves on the current licensing system and the draft new terms were published on PSI PerSpectlves in beta, seeking user input. This is covered in Chapter 7.

Charging policy

- 6.19 Most Government content will be available for re-use on a marginal cost basis. This will form a major part of OPSI's regulatory function. This is covered in Chapter 5.

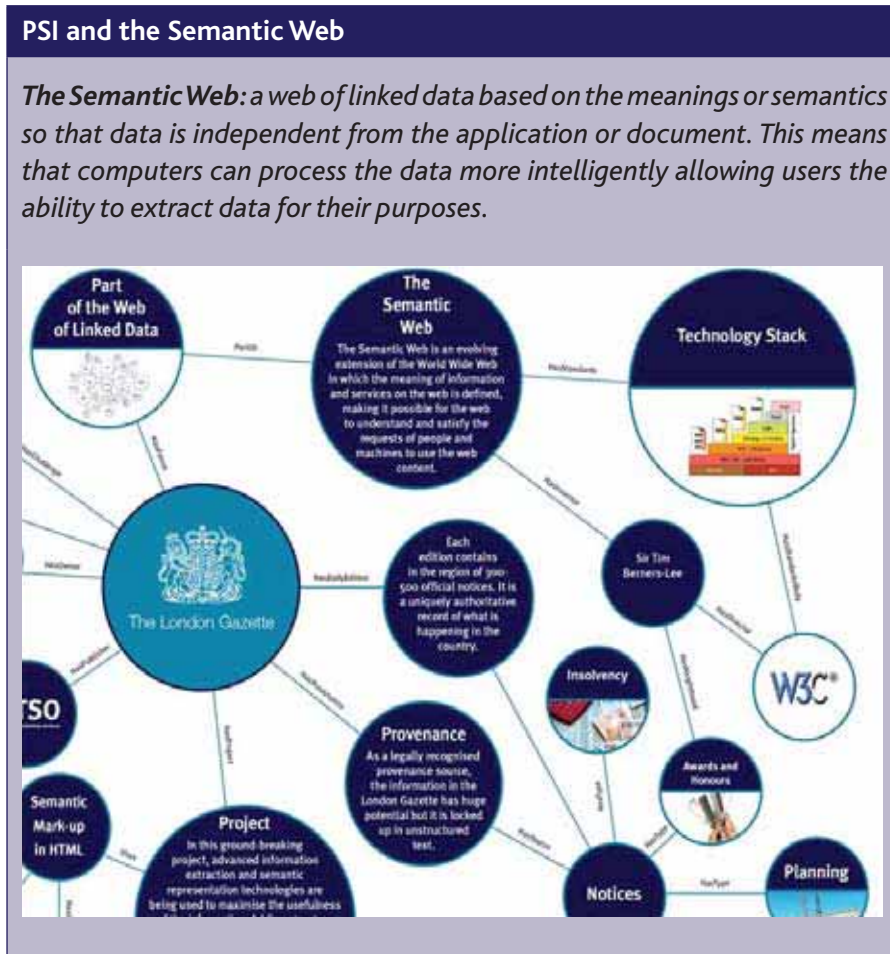
Information publishing

- 6.20 To highlight how information that was once static, such as in print form, can now be re-used or re-presented in new and flexible ways, OPSI undertook a pilot exercise to convert Command and Departmental House of Commons Papers (key official documents that are regularly requested by users) from PDF formats (where information cannot be easily extracted) to new re-usable formats.⁶² These new formats allow the data to be easily extracted, manipulated and re-used. Twenty documents were converted using the new interface and illustrate the possibility of converting data into re-usable formats.
- 6.21 Through these initiatives and others, The National Archives is pushing forward the idea of using new technologies to make PSI accessible and available for re-use.

61 <http://perspectives.opsi.gov.uk/>

62 XML formats were used in the pilot.

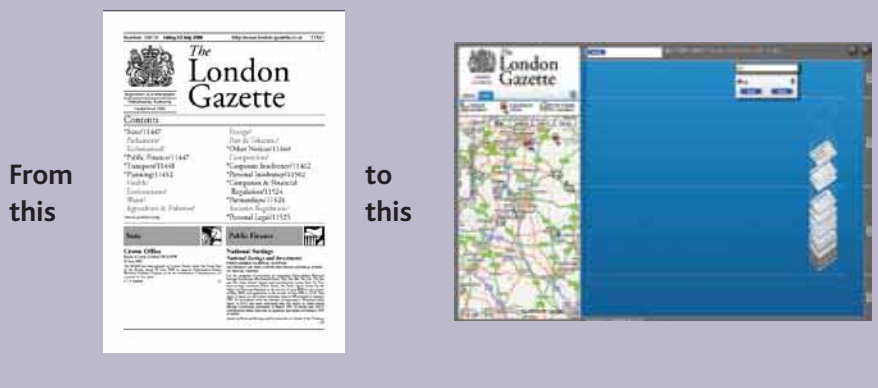
PSI and the Semantic Web



- 6.22 Making effective use of web technology to publish government data is an important part of the PSI agenda. Linked Data or Semantic Web technologies have enormous appeal as they are suitable for the large-scale publishing of data on the web by the government.
- 6.23 OPSI is a world leader with publishing government information using Linked Data technology, for example work to unlock Statutory Notices in the London Gazette, the UK's Official Journal. The National Archives, of which OPSI is a part, is a member of the World Wide Web Consortium (W3C), the international body responsible for web standards development.

The London Gazette

The London Gazette project illustrates how the use of the RDFa⁶³ approach can enrich the data contained within the Gazettes. Gazettes are official journals that contain over 250 different types of statutory notices, covering topics such as insolvency, planning, transport and environmental information. They are uniquely authoritative sources of information in the UK and a new issue is published every working day in London, Edinburgh and Belfast. Information within each edition is trapped inside PDF documents, or in sections of text on a web page making it very hard to re-use. By adding semantic markup (metadata) to the content where it is already published the information can be readily extracted.



- 6.24 The National Archives has pioneered the use of new standards and approaches for web publishing that unlock government data and supported others in government to do the same. A number of different approaches are being developed to do this, which can then be adopted and used by the public sector and others.
- 6.25 Following Sir Tim Berners-Lee's appointment, The National Archives has brought forward plans to release a Linked Data version of the Statute Book⁶⁴ to autumn 2009. This will be a major development for the publishing of government information using Linked Data as many pieces of PSI can be linked back to legislation.
- 6.26 For example, the Central Office of Information (COI) led a project to unlock information on the Civil Service website about public sector vacancies.

63 RDFa provides a way of adding machine readable data to visually displayed information in a web page so the data can more easily be extracted and re-used.

64 The UK Statute Book contains all UK legislation in force.

Public Sector Jobs

To further promote the civil service as a place to work and to increase the number of applications from diverse backgrounds, COI commissioned work on using the RDFa approach in advertising public sector vacancies to make the data re-usable. Fragments of information are presented in a useful way and by adding RDFa to the data, search engines can extract information to make searches more comprehensive. This enables departments to publish details of their vacancies in a way that is tailored to their departmental requirements without a need to conform to a centralised system. Departments can continue to publish data in HTML but by using RDFa this data can be shared and re-used. This method involves no extra cost and allows other users to scrape the data and re-use it, further unlocking government data.⁶⁵

Harnessing technology across the wider information landscape

- 6.27 The National Archives is working with other governments and organisations worldwide, to share experience and to learn from others. The work of the Obama Administration with the creation of data.gov⁶⁶ and recovery.gov⁶⁷ has directed attention to the re-use of government information. The e-Government Interest Group of the W3C provides an important forum for those interested in open government data to discuss best practice approaches. The fact that the W3C has prioritised this area of work emphasises how both the private and public sector have realised the potential benefits and innovation of PSI re-use. The National Archives has taken a leading role contributing to W3C documents such as *Improving Access to Government through Better Use of the Web*⁶⁸ and the *Data.gov** Memo,⁶⁹ designed to help the public sector to publish data on the web.
- 6.28 The National Archives is also engaged with the University of Southampton on a project entitled OpenPSI, funded by the Joint Information Systems Committee (JISC). Due to be completed in the autumn of 2009, the project aims to support the re-use of PSI by the academic and research community.

Consultations and documents online

- 6.29 Another form of social engagement is through public consultations and documents online that allow interaction between government departments and the public. Government has already begun work on

65 <http://webbackplane.com/mark-birbeck/blog/2009/04/23/more-rdfa-goodness-from-uk-government-web-sites>

66 <http://www.data.gov/>

67 <http://www.recovery.gov/>

68 <http://www.w3.org/TR/2009/WD-egov-improving-20090310/>

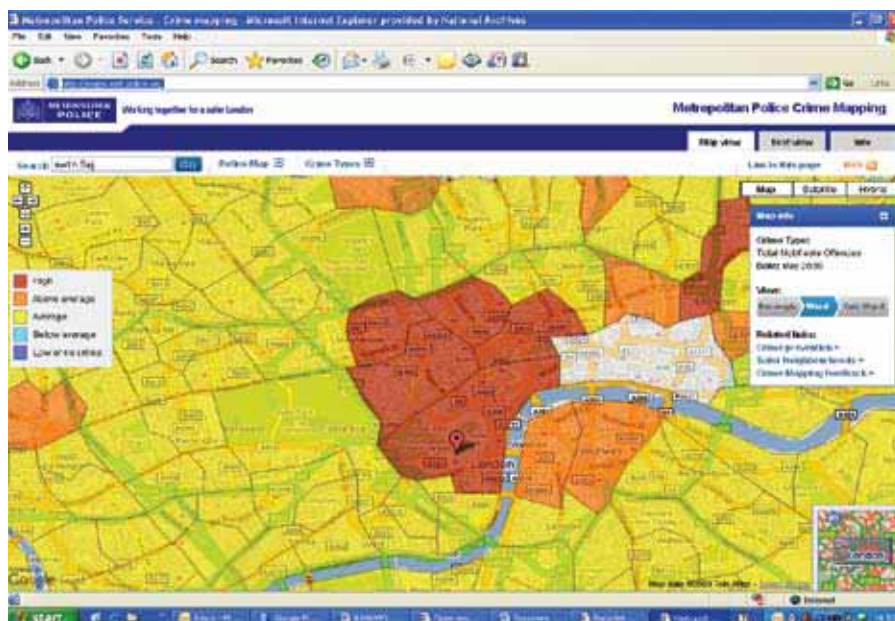
69 <http://www.w3.org/2007/eGov/IG/wiki/Data-gov-memo>

describing public consultations using a new standardised metadata markup. This will open up this information for re-use.

- 6.30 The Digital Engagement strategy is to move from one off consultations to a continuous dialogue. To enable such conversations to happen a number of recent government reports, including the POI Taskforce Report and the new Ordnance Survey business strategy, were published in an interactive form that allows the public and industry to add their comments. The National Archives has embraced this new form of communication with its PSI PerSpectives blog.⁷⁰ Not only a blog, it is a platform for collaboration with the re-use community. PSI PerSpectives provides a place where The National Archives can share its thinking and in turn, receive feedback from re-users.

Crime mapping

- 6.31 In August 2008 the Metropolitan Police Service, in conjunction with the Metropolitan Police Authority and the Mayor of London, launched the crime mapping initiative. Mashing spatial data with crime statistics the Metropolitan Police Service has been able to produce a site where citizens can find what crime has been committed in London. By January 2009, all 43 police forces in England and Wales had launched crime mapping websites. Welsh forces and those in the East Midlands region of England have chosen to map collaboratively.
- 6.32 Users can search a ward or borough for crime levels or by crime type such as burglary, robbery, anti-social behaviour or vehicle crime, or police station. The maps illustrate the crime rate of the location chosen and this data is refreshed monthly. This initiative empowers citizens by providing them with information about their areas and encourages them to engage with their neighbourhood policing teams.



70 <http://perspectives.opsi.gov.uk>

Working with technology users in the public sector

6.33 The National Archives co-hosted the second UKGovWeb Barcamp⁷¹ with colleagues from the Ministry of Justice in January 2009, attended by over 100 people. A volunteer led event, the UKGovWeb Barcamps bring together those in government working with the wider community, or developers and social entrepreneurs, to share understanding and to learn in an open and collaborative environment. It has evolved into a network for those who deal with the web within the wider public sector to exchange knowledge about how the public sector is using the web. Making more government data available for re-use has been a reoccurring theme at various other community led events this year, such as the OKFC09,⁷² Rewired State⁷³ and OpenTech.⁷⁴ The National Archives has participated frequently and engaged with this growth of public, voluntary led activity around PSI re-use.

Spreading awareness

6.34 A major part of OPSI's work involves raising awareness of the potential of PSI, and to ensure that public sector organisations are able to meet their responsibilities under the PSI Regulations. OPSI also promotes actively the re-use of PSI and encourages government, both local and central, to make their information available and in re-usable formats. The National Archives staff have spoken at many national and international conferences, to raise the issues that exist in the PSI arena, to demonstrate UK initiatives, and to help solve these issues through collaborative learning and sharing of good practice.

6.35 Regular participation in, and speaking at, conferences is valuable. The National Archives supported a conference hosted by *Whitehall and Westminster World* in October 2008, *Unlocking the Potential of Public Sector Information*.⁷⁵ The conference brought together those with an interest in PSI and its re-use, from central and local government, public sector organisations and industry. It was chaired by ex-Chair of APPSI, Professor Richard Susskind and included a keynote address by Tom Watson,⁷⁶ then Minister for Digital Engagement at the Cabinet Office, and presentations from many prominent figures in the PSI arena, from both UK and Europe. The morning session included a policy workshop, which focused on, and discussed, the challenges to PSI re-use. The afternoon session explored PSI and public service transformation, where a panel of experts discussed PSI and the web. The concluding session sought to highlight engaging and interesting topics in a series

71 <http://www.ukgovweb.org/>

72 Open Knowledge Foundation Conference 2009 <http://www.okfn.org/okcon/>

73 <http://rewiredstate.org/>

74 <http://www.ukuug.org/events/opentech2009/>

75 http://www.epsiplus.net/reports/opsi_conference_08

76 <http://www.civilservicenetwork.com/hubs/egov/egov-features-article/newsarticle/minister-trails-data-lab/>

of lightning talks.⁷⁷ These introduced key issues and showcased projects that illustrated the re-use of PSI in action (see AMEE example highlighted below). The conference was reported by Whitehall and Westminster World in October (now the Civil Service World).⁷⁸

6.36 Building on the success of the conference The National Archives, in conjunction with APPSI and the Cabinet Office, is supporting a second PSI Conference, where Michael Wills, Minister of State, will deliver a keynote address on the re-use of PSI. This conference, PSI In Action: Transforming the Information Landscape⁷⁹ will examine how the PSI agenda is delivering benefits on three important fronts:

- economic activity and the benefits to the information industry
- social benefits that flow from removing obstacles to re-use, and
- how re-use can transform public service delivery.

Avoiding Mass Extinctions Engine

AMEE is a project that aims to track the carbon footprint of everything on Earth. It is a platform for aggregating information and is basically 'the world's energy meter'. AMEE has worked with the Department for Environment, Food and Rural Affairs (Defra) and the Department for Energy and Climate Change to use their official data for calculating carbon footprints as part of the AMEE platform. This means that third party services can use AMEE's application programme interface (API) and Defra's data to create their own useful services such as carbon calculators.

Gavin Starks, founder of AMEE delivered a lightning talk at the PSI Conference in October 2008, emphasising how the aggregation of government and private sector information can be used to create useful services and applications to benefit communities, governments and industry.

Working with Local Government

Communities of Practice

6.37 Local government is a rich source of information that is available for re-use. OPSI has endeavoured to raise awareness of the PSI agenda across local government. This has involved running workshops and seminars targeted at local government, supported by guidance and initiatives.

6.38 One of the initiatives that developed was the Improvement and Development Agency (IDeA) community of practice, launched by The National Archives, through OPSI, in September 2008. This community is a network of peers across the same profession who share knowledge, skills, and experience. The aim is to reinforce the social and economic

⁷⁷ A lightning talk is a short presentation, no longer than 10 minutes that introduces a concept or topic.

⁷⁸ <http://www.civilservicenetwork.com/features/features-article/newsarticle/information-age/>

⁷⁹ <http://www.psiinaction.co.uk>

benefits of the re-use of PSI. OPSI is particularly emphasising the need to share best practice. Entitled *Unlocking the Potential of Your Information Assets*, the community of practice can be found via IDeA's website.⁸⁰ The community consists of 47 members, 29 of whom are local authorities. The remainder of the members are from central government, and the private and third sectors. This outreach is reinforced by working with APPSI's new Local Government representative to further engage local government and raise awareness of the benefits to local authorities in facilitating the re-use of PSI.

Local government surveys

- 6.39 Since 2006, PSI Consulting Ltd⁸¹ has undertaken an annual survey of local government to gauge compliance with the PSI Regulations. Although there has been some progress, the results underline that much needs to be done to achieve full and active compliance. Key findings include a disparity of fees charged for carrying out a search of the register of local land charges and an increase in charges for property searches.

Property searches

- 6.40 There is a high level of demand from the private sector to re-use local government property search data. However, the private sector has identified various obstacles to re-use in this market. A recent complaint to the Information Commissioner's Office (ICO) highlighted these problems. The National Archives is in discussions with the Department for Communities and Local Government, the Local Government Association and the Ministry of Justice. The principal issues are around consistency of charging, timing of supply and the terms and conditions applied by some local authorities.

80 www.communities.idea.gov.uk

81 <http://www.psiconsulting.co.uk/home.html>

7. PSI Re-use Business

- 7.1 Having the appropriate licensing models in place that encourage PSI re-use lies at the heart of the PSI agenda. Although important to ensure PSI is not used in a way that could mislead those relying upon it, it is equally important that the licensing mechanisms are facilitative and enabling. The UK has had considerable success with the Click-Use Licence in encouraging re-use. OPSI, as part of The National Archives, is taking this to the next level by testing new licence models, and other initiatives, with users and customers as set out in this chapter.

The Click-Use Licence

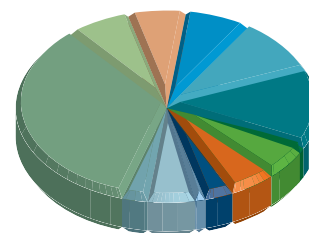


- 7.2 The launch of the Click-Use Licence in 2001 successfully opened up a wide range of information for re-use providing an online solution that is streamlined, simple, transparent and quick. The Click-Use Licence has been instrumental in opening up PSI to a much wider global audience. As at 30 June 2009, 17,934 Click-Use Licences were in use. In addition, there are 1,495 Click-Use Licences covering UK Parliamentary copyright material.
- 7.3 The Click-Use Licence was originally developed as a means of delivering a licensing mechanism that was quick and transparent. It was targeted very much with core information produced by government in mind. However, as the Click-Use Licence evolved, the scope of the licence has changed. For example, material produced by the Scottish Parliament can now be re-used free of charge under the generic Click-Use Licence.
- 7.4 OPSI is in discussions with the UK Parliament, the Scottish Parliament, the Northern Ireland Assembly and the National Assembly for Wales to identify future licensing models for the material they produce.

Analysis of sector and markets for PSI

7.5 Monitoring the take-up of the Click-Use Licence has helped to reinforce the impact of PSI on a wide range of users and sectors. Given that the Click-Use Licence was originally developed to meet the needs of publishing and information industry users, the diversity of re-users is particularly encouraging. The breadth of re-users is illustrated by the chart below.

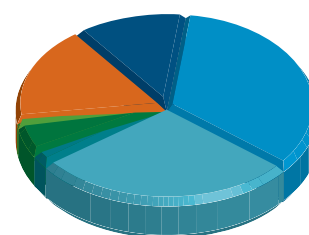
Click-Use Licence Re-Users by category
1 July 2008 – 30 June 2009



Charity	7%
Consultancy	10%
Education/Training	13%
Financial	1%
Health	5%
IT and Internet Based Publishing	5%
Legal and Professional	3%
Library/Museum	1%
Manufacturing/Industry/Retail	5%
Marketing/Media	3%
Private Individual	34%
Public Administration	7%
Publisher	6%

7.6 In the age of the web, PSI is not confined to national boundaries. Although most re-users are based in the UK, there is nevertheless, a high level of interest in UK PSI across the world. This is illustrated by the number of Click-Use Licence holders who are based outside the UK.

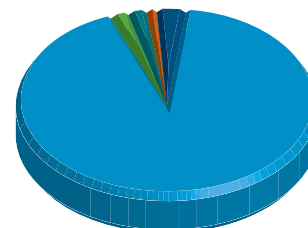
Click-Use Licence Re-Users by Continent
1 July 2008 – 30 June 2009



Europe (excluding UK)	34%
North America	29%
South America	2%
Africa	5%
Antarctica	1%
Asia	17%
Australasia	12%

7.7 It is essential that people can access and re-use information with the minimum of delay. This is particularly the case with commercial products and services based on PSI where the products need to be current and timely. For this reason, OPSI monitors the time it takes to transact licence applications under a set of published service standards. The underlying service standard is to ensure that applications for re-use are met within 20 working days in accordance with the PSI Regulations and OPSI has met this target by responding to 97% of requests within 20 working days.

Number of days to make a final licence offer



0-5 days	92%
6-10 days	2%
11-15 days	2%
16-20 days	1%
21+ days	3%

Click-Use web services

7.8 OPSI developed and launched the new Click-Use web services in December 2008. This innovative service provides an automated process which facilitates the granting of licences machine to machine. It effectively provides a single licensing interface for the user who wishes to obtain a licence for Crown and non-Crown material owned by multiple rights holders. For example, working with the Land and Property Services (LPS, formerly Ordnance Survey Northern Ireland), the web services enable the licensing of mapping data via a central GeoHub where the copyright is owned by different rights owners.

7.9 This means that a user only needs to request a licence via LPS' central GeoHub and automatically, has the right to re-use data that is held by a number of different copyright holders. This avoids the need to obtain multiple licences as they are consolidated under the GeoHub Licence.

7.10 As an approach, Click-Use web services may now be deployed wherever multiple rights holders are involved and there is a need to simplify the licensing process for re-users.

Crown copyright user testing

7.11 One of the key findings of the POI Taskforce⁸² is that Crown copyright needs to be easier to understand. It recommended therefore that OPSI should 'begin a communications campaign to re-present and improve understanding of the permissive aspects of Crown copyright along the lines of Creative Commons⁸³ (licence models)'. In particular the Taskforce suggested that the government should consider the use of symbols and other forms of visual representation to encourage re-use.

82 <http://poit.cabinetoffice.gov.uk/poit/>

83 <http://www.jisc.ac.uk/publications/documents/bpcreativcommons.aspx>

7.12 In order to test public perceptions about government information and how it may be re-used, OPSI commissioned an on-line user survey.⁸⁴ Over 1,500 people responded to the survey. The key messages that emerged were:

- there is scope for the public sector to emphasise that it actively encourages re-use
- there is a need to stress the simplicity and enabling aspect of the licensing process. This overcomes any preconceived notions that there may be complexity and barriers associated with re-use
- Crown copyright is in itself not seen as a barrier, although there are some negative perceptions around the terms *copyright* and *licence*, while *Crown* was understood to mean government. Nevertheless, there is scope for raising awareness of Crown copyright
- OPSI needs to build on the work already done in terms of improving clarity of licence terms so they can be understood by a wide audience. This is related to using simple and plain English
- Creative Commons licensing models are not widely known. In fact, some users thought the term Creative Commons was connected to the House of Commons.

New licensing model

7.13 Based on user responses OPSI is developing a simplified licensing model, supported by easy to understand guidance that will provide a level of clarity and reinforce the enabling aspects of licensing government content.

7.14 In response to the POI Taskforce's recommendation about licensing, and taking into account the results of the user survey, the Government stated that OPSI would develop a new licence model to replace the Click-Use Licence. The new licence model will take the licensing of government content to a new level. While the Click-Use Licence is simple and quick, it involves re-users completing a registration and application process. The new licence will cut out this process.

7.15 The intention in developing the new licensing model is to offer a level of interoperability to enable users of other standard licences such as Creative Commons and GNU to re-use government information through alternative licensing routes. Draft licence terms were produced and made available for comment on PSI Perspectives in June 2009.⁸⁵ The intention is to launch the new streamlined Click-Use Licence by the end of 2009.

84 <http://perspectives.opsi.gov.uk/2009/05/crown-copyright-user-testing.html>

85 <http://perspectives.opsi.gov.uk/2009/06/opsis-new-licensing-model-taking-the-licensing-of-government-content-to-the-next-level.html>

- 7.16 As recommended by the POI Taskforce Report, OPSI is exploring how source codes can be handled within the PSI framework. Using best practice from the open source community, OPSI is exploring making licences more open and interoperable, through collaboration with users.

Scope of OPSI's licensing role

- 7.17 One of the key recommendations contained in the POI Taskforce's report advocated that public information should be available at marginal cost. In accepting this recommendation, the Government stated that OPSI will cease licensing the re-use of government content that involves a payment of any fee above marginal cost. Government departments and agencies will take on this licensing responsibility by delegation, subject to their satisfying the charging criteria as set out by OPSI. This is explained in detail at 5.9.

PSI PerSpectives

- 7.18 Road testing and evaluating various PSI initiatives is crucial to ensure that the initiatives meet customer expectations and requirements. Consequently, OPSI launched the blog PSI PerSpectives⁸⁶ on 1 June 2009. This online platform shares information and views on the PSI agenda, to engage industry and users on PSI issues in order to reach a common understanding. This forum will also highlight the key initiatives and range of activities undertaken by OPSI to enable feedback and comment on work in progress. The new licence term proposals were one of the first initiatives to have been posted to the site. The list of criteria setting out the circumstances where it is appropriate to charge for the re-use of certain types of information followed in July.

The Advisory Panel on Public Sector Information

- 7.19 The Advisory Panel on Public Sector Information (APPSI) has contributed actively to the PSI agenda over the past year. One of its Terms of Reference is to advise Ministers and the Director of OPSI on the opportunities from the information industry that emerge from the re-use of PSI. At each of its regular meetings, the Panel invited representatives who led on key policy areas, such as the Trading Funds Assessment, the POI Review, and the EC Review of the PSI Directive, to engage constructively with current issues and help shape policy in these areas.

86 <http://perspectives.opsi.gov.uk>

7.20 APPSI has also actively fulfilled its role in providing advice to Michael Wills, Minister of State. The Minister attended the Panel's meeting in April 2008 to hear a discussion of the Cambridge Study⁸⁷ between the economist who was the principal author of the report and APPSI's economic representative. APPSI continues to play a central influencing role in developing policy on PSI, contributing to various initiatives and consultations. It continues to raise knowledge and awareness of the re-use of PSI at conferences and seminars, including the PSI conference in October 2008 and the Free Our Data conference in February 2009, amongst others.

7.21 APPSI provides horizon scanning of key information issues and these are highlighted in its Annual Report and on its website.⁸⁸

87 <http://www.berr.gov.uk/files/file45136.pdf>

88 <http://www.appsi.gov.uk/>

8. Information Management

Knowledge Council

Driving good knowledge and information management across Government

- 8.1 The Government Knowledge Council, which was formed in 2007, provides a forum across government for knowledge and information management. It plays a pivotal role in delivering the Government's Service Transformation Programme and the Transformational Government Strategy through the focus on the efficient use of government knowledge and information. This is a challenging agenda for the Knowledge Council, and an extensive programme of cross-departmental work is underway, aimed at bringing about the more effective and efficient use of government knowledge and information.

The government knowledge and information management strategy

- 8.2 In November 2008, the Government published *Information Matters*⁸⁹ which aims to build government's capability in managing its knowledge and information. Through this strategy, the Knowledge Council will also strengthen the position of knowledge and information management as the essential corporate function it is, alongside Finance and Human Resources and help build a culture of effective knowledge sharing across government departments.
- 8.3 The strategy is part of a broader initiative across government to ensure information, both personal and non-personal, is managed more effectively and securely. Improving data handling is a continuous process, especially in the digital age and raising standards in the management of personal and government information is core to this strategy. The Data Handling Procedures⁹⁰ in the Government Review⁹¹ specifically addressed how data – particularly personal data, can be handled. This strategy complements and supports the recommendations

89 <http://www.nationalarchives.gov.uk/documents/information-matters-strategy.pdf>

90 <http://www.cabinetoffice.gov.uk/media/65948/dhr080625.pdf>

91 <http://www.justice.gov.uk/reviews/docs/data-sharing-review-report.pdf>

of that review, by helping to address the need to strengthen professionalism and capability in this area.

- 8.4 A detailed delivery plan for implementing the recommendations of the knowledge and information strategy will be published by the Knowledge Council during 2009.

The key messages of the strategy are:

Knowledge and information is an asset and every civil servant must clearly understand its value to manage and handle it as such.

- information is a corporate asset. Senior leaders must ensure that information handling and management is high on the strategic agenda
- good knowledge and information management is important for everyone. Every civil servant must clearly understand that information is an asset with value, and understand the role they play in managing that asset.

The pace of change and the challenges of the digital era mean there are not only new opportunities but also new risks.

- we live in an information society. Government services critically depend upon information to run effectively
- the effective use, sharing and re-use of PSI has the power to improve people's lives and boost the economy through the social and economic opportunities it creates
- strong leadership and governance will be key both to seizing opportunities and to managing the challenges ahead
- managing information poorly can undermine confidence and trust in public institutions
- our information professionals must be able to support the cultural change needed to make every civil servant understand the critical role that they have in managing information as an asset.

The core skills of people working with knowledge and information management in the civil service should be continuously raised to meet the challenges of the digital age.

- strong leadership is essential in the civil service to bring about a knowledge sharing culture that maximises the use of the knowledge and expertise
- management of information must be excellent if government departments are to maintain the confidence of the public and to operate accountably and efficiently
- the drive to increase capability in information management mirrors the excellent work already done to improve capability in Finance, IT and HR.

8.5 Following the publication of *Information Matters*, IBM commissioned Kable to undertake independent research into the use of modern information management principles and the ways in which they could contribute to the delivery of improved public services. The outcome of the research was published in *The Information Journey: an investigation of UK public sector information management practice*.⁹² The report identifies the importance of developing information management tools and building an information sharing culture in the public sector. This dovetails in with the work of the Government Knowledge and Information Management Network (GKIMN) and OPSI, part of The National Archives.

The Knowledge and Information Management Function

8.6 Knowledge and information management (KIM) is a formal government profession and a key business function covering 4,000 professionals across government. Through the Knowledge Council, the following aims are being promoted:

- build recognition across government of the expertise of KIM professionals and of the value they bring to operational effectiveness
- develop professionalism and a competency framework to equip KIM professionals with the most up to date skills and career paths
- unify the specialist disciplines and professions within the KIM profession to build a stronger community.
- The Knowledge Council provides a focal point for KIM professionals across the public sector. One of the strengths of the KIM function is the range and depth of disciplines and professions that sit under its umbrella; librarians, information and records managers, knowledge managers and archivists, to name but a few. The function provides a space where its members can develop the skills and influence to meet the evolving challenges of the "Century of Information" – whether technological, organisational, regulatory or legislative.

8.7 The Knowledge Council provides a focal point for KIM professionals across the public sector. One of the strengths of the KIM function is the range and depth of disciplines and professions that sit under its umbrella; librarians, information and records managers, knowledge managers and archivists, to name but a few. The function provides a space where its members can develop the skills and influence to meet the evolving challenges of the "Century of Information" – whether technological, organisational, regulatory or legislative.

The Government Knowledge and Information Management Network (GKIMN)

8.8 GKIMN was established to support the knowledge and information management function. The GKIMN team oversees and co-ordinates the implementation of strategies to support the function, and provides services and activities to connect people working in knowledge and information in central government and public sector organisations.

⁹² http://www-01.ibm.com/software/uk/itsolutions/information-management/?position=ln&referral=uk_IM_info_journey

Information Management Assessments

- 8.9 The National Archives has a prime policy responsibility across government for leading and transforming information management. This responsibility has been taken forward in the context of the Information Management Assessment (IMA) Programme. Since its formation in 2006 and the refocus of the programme in 2008, nine pilot assessments were successfully conducted.
- 8.10 In 2008, the IMA Programme was refocused on the top 25 core government departments. The processes and techniques used in the assessments were also reviewed and now include consideration of the governance, leadership and culture of the organisation.
- 8.11 The Programme's goal is to deliver measurable improvements in information management across government by providing robust, independent validation of the standards and integrity of the processes and capability within departments. The IMA Programme is now the best practice model for government departments wishing to demonstrate a high level of commitment to managing their information.
- 8.12 The Programme continues to ensure that The National Archives promotes exemplary information and records management and acts as a conduit for continuous learning and good practice. In addition, the programme aims to support and encourage government departments to review their own capability in relation to records management practice and information management processes.
- 8.13 Another strand of The National Archives' information management strategy is carried out on behalf of the Information Commissioner. If the Information Commissioner's Office (ICO) identifies areas of concern in a public body, it may invite The National Archives to undertake an assessment against the Section 46 Code of Practice under the Freedom of Information Act (2000).
- 8.14 In November, the first Information Management Assessment on the Department for International Development (DFID) took place under the refocused programme.⁹³ Over the previous year (July 2008 – June 2009), other departments assessed included the Ministry of Defence, the Environment Agency and the Department for Transport. In July 2009, the Department for Children, Schools and Families will be assessed.
- 8.15 Departments are reviewed six months after receiving accreditation to the Programme. During that time they are required to develop an action plan and to illustrate progress against the recommendations made.

93 <http://www.nationalarchives.gov.uk/documents/dfid-ima-report-november-2008.pdf>

The Licensing Forum

8.16 OPSI leads the Licensing Forum, which continues to be a lively and valuable forum where licensing practitioners across government can share best practice, discuss issues and hear of the latest policy developments. A wide range of issues were discussed during the year, including:

- copyright
- progress on the INSPIRE Directive and licensing implications
- public sector intangible assets
- assessing datasets for re-use
- developments in public sector re-use across Europe
- the Knowledge Council
- the impact of PSI on climate change, and
- innovative licensing practice in government

8.17 Minutes of the meetings can be found at <http://www.opsi.gov.uk/advice/licensing-forum>

9. Transforming the Information Landscape

9.1 OPSI's remit, as part of The National Archives, is to drive the PSI agenda. The main focus is on raising awareness, increasing compliance with the PSI Regulations and developing innovative solutions and initiatives that maximise re-use. Wider strategic objectives were set in 2008 and these will continue to shape UK activity for the coming year, as it moves forward. Annex A summarises the progress made to date as set out in this Report, and the following actions outline the plans for the coming year.

Action 1: Building on recent developments, reinforce and maintain momentum in UK public sector organisations.

9.2 Ensuring that public sector organisations understand the benefits of PSI and have the appropriate processes in place to facilitate re-use remains a top priority. Delivering PSI across the public sector is an ambitious challenge and there are many hurdles to be cleared. The National Archives is seeking to raise the level of awareness and compliance by means of conferences, meetings, seminars and through web guidance.

9.3 There is considerable, untapped potential in the re-use of information produced by local government and it is important to encourage buy-in from local government. A particular focus is on developing workable solutions across local government for property search data.

9.4 The National Archives will continue to contribute to progress and sharing best practice at a European level contributing articles and discussion documents about PSI related issues on the ePSIplatform.⁹⁴

9.5 Building on the success of the PSI conference in 2008, The National Archives is supporting a further conference in 2009 to maintain the momentum and profile behind PSI. PSI Perspectives is the vehicle to test new ideas and stimulate user involvement in shaping policy and practice.

94 <http://www.epsiplatform.net/>

Action 2: Using the outcomes of the current reviews and assessments, reframe the UK guidance and best practice in response to evolving policies and customer needs.

- 9.6 New processes and structures are necessary in order to ensure re-users are able to identify what information is available, find out how to obtain it and know what the terms of re-use are.
- 9.7 The National Archives has a critical overarching role in co-ordinating policy developments and taking forward new initiatives. OPSI, part of The National Archives, will play a major role in shaping and developing the new Ordnance Survey business strategy, working closely with the Office of Fair Trading (OFT), the Shareholder Executive and Ordnance Survey.
- 9.8 A major programme of activity has followed the Government's response to the Power of Information (POI) Taskforce Final Report recommendations. OPSI has the lead on taking forward the development of new streamlined and interoperable licences and the publication of criteria for charging. These are being tested on PSI PerSpectives and will be underpinned by the issue of guidance on an evolving basis. OPSI will also support the work of the new advisory panel that has strategic responsibility for the recommendations set out in the POI Taskforce Final Report.
- 9.9 OPSI will continue to contribute to the formulation of policy around the management of intellectual property rights (IPR). This includes the licensing and and rights management work stream of the Location Council. OPSI is also involved in a pilot project to produce a simplified IPR framework for publicly procured digital media.

Action 3: Continue to use established tools to enable information re-users to have confidence and clarity in the definitions and different approaches to trading activity across the public sector.

- 9.10 Engagement with the re-user community is of paramount importance when testing new processes, ideas and initiatives. PSI PerSpectives is a vital tool that can be used to test assumptions and new concepts. This raises the profile of PSI and provides assurance of government's commitment to the PSI agenda.
- 9.11 The outcome of the Trading Funds Assessment has led to a commitment by OPSI, in consultation with OFT, to monitor the progress of Ordnance Survey's new business strategy. OPSI developed measures by which to track progress and has sought input from key stakeholders. An important issue identified in the Trading Funds Assessment was defining the public tasks of Trading Funds and Ordnance Survey in particular. In addition, the aim will be to develop a coherent strategy to deal with derived data, where base data is used across a wide range of users. The Shareholder Executive and Ordnance Survey are taking forward this work in conjunction with OPSI.

- 9.12 OPSI, in its role as a regulator, is developing criteria to be applied when departments and agencies wish to charge for the re-use of PSI, other than on a marginal cost basis.

Action 4: Reinforce the risk to the business and services of public sector organisations and encourage exemplars to champion good information management practices by directed guidance and targeted support.

- 9.13 IFTS was re-launched to incorporate the new principles of maximisation, innovation and simplicity in April 2009. The effect of this is to raise standards in information trading activities. This complements the re-focused Information Management Assessment strategy which is designed to raise the level of information management across the public sector. OPSI works closely with the public sector organisations before, during and after the audits, providing advice, guidance and support to assist them in meeting their responsibilities.

Action 5: Clarity around licensing re-use of data that has aggregated third party copyright material within it will be produced in revised guidance.

- 9.14 After the successful launch of the GeoHub that was developed by OPSI and the Land and Property Services, OPSI is exploring rolling out the Click-Use web service, which involves third party copyrights, to other parts of the public sector.

- 9.15 Copyright is at the heart of the re-use and increasingly, copyright material is being drawn from a number of different sources. It is therefore, essential that licensing processes are in place to reflect this position. A number of government initiatives have touched on third party copyright and ownership issues, including Digital Britain, Copyright: The Future and the Location Strategy. OPSI has had direct input into each of these and continues to play a leading role.

Action 6: Communication and alerts to all public sector organisations will be renewed with tracking of progress on the OPSI site.

- 9.16 As the information landscape evolves, users must have a place where they can track progress on the latest initiatives and reviews. The National Archives uses its OPSI website as a tool to highlight and update users on the current issues, initiatives or reviews. PSI PerSpectives provides a forum for the exchange of views and ideas across the private and public sectors.

- 9.17 In addition, there are a number of other communication channels that The National Archives employs to deliver the PSI strategy. These include annual PSI conferences, the Licensing Forum, seminars and workshops held by The National Archives and involving The National Archives participation.

9.18 OPSI has a key part to play in alerting public sector organisations of their legal obligations under the PSI Regulations. For example, information was circulated to the public sector about the need to terminate exclusive agreements.

Action 7: A single copyright web page with one reference for the copyright and licensing conditions across government will be explored to deliver coherence and consistency.

9.19 OPSI has developed a new generation licence which is being tested on PSI PerSpectives. The new licence will be launched on the OPSI website and other government departments and agencies will be encouraged to provide links to the site. This will provide a one stop shop for the licensing of government content.

Action 8: OPSI and The National Archives will continue to work within current resources harnessing technology and pooling resources and expertise to deliver the improvements needed, alive to the demands and expectations that this agenda places on the organisations to deliver the UK goals.

9.20 Sound management of PSI is recognised as the means to realise the benefits of PSI re-use to foster innovation and boost the economy. This involves looking at new ways of releasing and publishing information, working within existing resources by employing new technologies and the Semantic Web. The National Archives will release a Linked Data version of the Statute Book by autumn 2009 and is exploring new options for making material available in open source formats.

Conclusion

9.21 The last year has been characterised by the increasing number of initiatives that have helped drive change and new attitudes towards the management and re-use of PSI. The progress made in the UK was highlighted in the Commission's formal review of implementation of the European Directive. It is imperative that we maintain the momentum and continue to make progress in this challenging policy area as the potential rewards are immense.

Annex A: Progress on 2008 Actions

The actions highlighted in the PSI Report 2008 inform this Report and are summarised in the following table.

Number	Proposed Action from 2008 Report	Progress
1	Wider public sector uptake	Launch of Unlocking Service (see 6.5) and PSI PerSpectives (see 7.18). Participation in EU, international and national conferences and liaison.
2	Being responsive to evolving policies	Development of a fast track licence process (replacing the PSI Click-Use Licence, see 7.13) and testing of the charging criteria (see 5.9).
3	Robust governance of information trading activity	New enhanced IFTS principles launched April 2009 (see 5.9). Launch of Unlocking Service to test user requirements (see 6.5) and PSI PerSpectives to test definitions and new initiatives (see 7.18).
4	Strong information management practice	Established Communities of Practice network (see 6.37) and reinforce role of the GKIMN (see 8.6). Re-focussed Information Management Assessment Programme (see 8.9).
5	Third party copyright	Click-Use web services launched for LPS (see 7.8)
6	Tracking public sector progress	Review and publication of exclusive licensing arrangements (see 5.18). Updates on current initiatives on OPSI website and regular working meetings with other government departments. Liaison and communication with re-users. Launch of Unlocking Service and PSI PerSpectives.
7	Streamlined licensing	New simplified licence terms (see 5.18) informed by user survey (see 7.11).
8	Effective use of resources and expertise	Promoting information management and the benefits of PSI re-use, within existing resources, through prioritising work and streamlining processes (see 7.13).

Annex B: Glossary

AMEE	Avoiding Mass Extinctions Engine
API	Application Programming Interface
APPSI	Advisory Panel on Public Sector Information
CLG	Department for Communities and Local Government
COI	Central Office of Information
CUPI	Commercial Use of Public Information Report
DEFRA	Department for Environment and Rural Affairs
DFID	Department for International Development
EC	European Commission
EU	European Union
GKIMN	Government Knowledge and Information Management Network
HMSO	Her Majesty's Stationery Office
ICO	Information Commissioner's Office
IFTS	Information Fair Trader Scheme
IMA	Information Management Assessment
Interoperability	The ability to share data between different systems
INSPIRE Directive	Directive for the Infrastructure for Spatial Information in Europe
IPO	Intellectual Property Office
IPR	Intellectual Property Rights
IPSA	Association of Independent Property Search Agents
JISC	Joint Information Systems Committee
KIM	Knowledge and Information Management
Linked Data	An initiative for exposing, sharing, and connecting pieces of data, information, and knowledge, using the web

LPS	Land and Property Services (formerly Ordnance Survey Northern Ireland)
Metadata	Information that describes stored data
NHS	National Health Service
OECD	Organisation for Economic Co-operation and Development
OEP	Operational Efficiency Programme
OPSI	Office of Public Sector Information
OFT	Office for Fair Trading
PDF	Portable Document Format
POI	Power of Information
PSI	Public Sector Information
PSI Regulations	The Re-use of Public Sector Information Regulations 2005 (S.I. 2005 No. 1515)
PSIH	Public sector information holder
RDF	Resource Description framework: a framework for developing tools and applications using a common language for describing web resources
RDFa	Resource Description Framework attributes, provides a way of adding machine readable data to visually displayed information in a web page so the data can more easily be extracted and re-used
Semantic Web	The next generation of the web consisting of interconnected data. The Semantic Web provides common formats for combining data from different sources and a way of relating that data to real world objects
SPARQL	A standard query language for Semantic Web data, which can be used to express queries across diverse data sources
The Directive	The European Directive on the Re-use of Public Sector Information
Web 2.0	An umbrella term for treating the web as a platform for collaboration and participation, embracing reusable data and services, richer user interfaces, user generated content and social media
XML	Extensible Markup Language is a general purpose specification for creating custom markup languages

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