



Department for
Communities and
Local Government

DCLG Open Document Implementation Plan

Alpha v 0.2

Revised July 2015



Purpose of Plan

To provide a high-level overview of the Department's approach to the mandate to use Open Standards in the viewing and sharing of documents.

DCLG will be progressively (see overview below) moving to the use of open formats that will ensure that citizens and people working in government can use the applications that best meet their needs when they are viewing or working on documents together.



Open Document Implementation Plan

The **DCLG's Open Document Implementation Plan** is intended to continue DCLG's work as a Digital Enterprise built around industry standard ICT and high quality external user focussed digital services that are supported by robust internal digital operations. It is based on supporting our four corporate technology and digital strategic themes:-

- **Improving Our Strategic Fit** focussing on **POLICY** issues – devised and developed in line with HMG Strategic aims and priorities
- **Delivering A Better Department** focussing on supporting our **PEOPLE** – who implement and enable the delivery of our policies and priorities
- **Delivering Better Technology** focussing on **BUSINESS** requirements – providing the tools and platforms to enable the business to deliver
- **Enabling Digital Transformation** focussing on transforming our **PROCESSES** - how we work and use digital tools, information and networks to deliver our policies and priorities



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DCLG Open Document Implementation Plan – Overview

Phase 1 – Discovery

November 2014 to September
2015

Ensure new GOV.UK material is consistent with Open document standards as at 01 November 2014 – undertake lessons learnt exercise with users to inform phases 2 and 3 to reflect discovery phase findings. Establish high level user need.

Phase 2 - Development

September 2015 – April 2016

Instigate DCLG wide audit of formats in use and develop a roadmap for transition to open formats in accordance with Open Document guidance and user preferences. Conduct piloting of ODF 1.2 compliant office productivity suite and conduct user consultation exercises as appropriate to inform phases 3A & 3B.

Phase 3 – Implementation

3A: Pre-refresh implementation (May 2016 –
April 2017)

3B: New operational estate implementation
post refresh (April 2017 onwards)

3A: Implement roadmap and conduct regular lessons learnt reviews with service users to inform roll-out and preparations for refresh.

3B: Implement revised roadmap and conduct regular lessons learnt reviews with service users.



1.1 What's in Scope

- Sharing and collaboration of documents
 - Between citizens, businesses and officials within government departments.
- Viewing of documents
 - Between people both inside and outside government.
- To be able to view government documents on their device of choice.
- Covers Publications, Word processed text documents, Spreadsheets and Presentation files.



1.2 What's Excluded?

- Mini-applications (such as using office productivity tools to create business applications, calculators, financial models or smart forms).
 - Files created by analysts are likely to fall outside the scope of the mandate depending on the business requirement.
- Tabular data that can be used by systems to deliver other services.
- Complex structured data (such as those in formats such as XML, JSON, RDF).
- Web pages.



1.3 Future Standards

- The standards differ depending on whether viewing documents or sharing and collaborating on documents.
- Viewing Documents
 - HTML5
 - Electronic document file formats for long-term preservation PDF/A-1 ISO/IEC 19005-1:2005 and PDF/A-2 ISO/IEC 19005-2:2011
- Sharing and collaborating on documents.
 - Open Document Format - ODF 1.2
 - For transition ODF 1.1 can be used.
 - DCLG will seek to adopt ODF 1.2 in accordance with GDS guidelines. For transition purposes DCLG will look to use ODF 1.1 within the operational limitations of the package.



1.4 Who is covered by the standards

- These standards cover:
 - Members of the public
 - Business Organisations
 - Government officials and departments
 - Public sector organisations
 - Voluntary sector organisationsand many others
- Covers anyone who interacts with the Government and Government services.



1.5 Impact re Office Productivity Applications

- DCLG currently uses Microsoft Office 2010 for its office productivity software.
- Microsoft Office 2010 can save documents using the Open Document Format v1.1. & save documents as PDF files using the PDF/A-1 ISO/IEC 19005-1:2005 standard
- Open Document format documents have the following file extensions:
 - ODT - Open Document Text
 - ODS - Open Document Spreadsheet
 - ODP - Open Document Presentation
- Office 2010 supports ODF 1.1 format standard whilst Office 2013 supports ODF1.2 standard.
- DCLG will seek to adopt ODF 1.2 in accordance with guidelines. For transition purposes, DCLG will look to use ODF 1.1 within the operational limitations of the package.



1.6 Publishing on GOV.UK: Operational Status

- **Publications** - These will be produced either using a Word processed text document template and then saved as a PDF, or in the case of Command papers, produced using a desk top publisher (InDesign) and saved as PDF. The option to save as a PDF/A accessible option is available in Office 2010 and InDesign and the Publications manager (and Digital Content team) have ensured that all publications published on GOV.UK from 1 November 2014 have been in PDF/A format
- **Word processed text documents** - DCLG rarely publishes Word processed text documents (mainly forms) on GOV.UK – as PDF is the standard format for reading large documents - if we need to publish any Word processed text documents from 1 November 2014 then the Digital Content team will ensure that these are converted to ODT v1.1 format before publishing



1.6 Publishing on GOV.UK: Operational Status

- **Spreadsheets** - Most commonly published as “Live” data tables in support of statistical publications. Content producer (Stats division) should convert to ODS format before submitting to Digital Content team – however the statisticians have identified problems with certain spreadsheets – where drop-down filters fail to work when converted – more work needs to be done on finding a solution to this problem and DCLG will to commit to the spreadsheets where possible will be published from November being in an ODS format. Any required follow-up will be undertaken as a Phase 2 and Phase 3 priority action.
- **CSV files** - These are machine readable files unaffected by the GDS proposals and will therefore continue to be published in this format



2.1 Development Issues to be addressed

- The current productivity suite (Microsoft Office 2010) does not support ODF1.2, and some formatting and formulae can be lost if converting to ODF1.1
- Documents created using a different format may not render in the same way when converted to Open Document Format.
- Documents created in non-Microsoft software may not render in the same way when opened and saved in Microsoft software.
- May impact analyst's working with spread-sheets and supporting documentation.
- Increases the size of documents significantly when saved as PDF
- Not all applications support the use of ODF formatted documents (BMS using the Oracle E-Business suite for example).
- Need to integrate use of ODF into business applications.



2.2 Development of user focussed adoption principles

DCLG Strategic priority	Draft ODF Adoption principles	Our approach
Improving Our Strategic Fit focussing on POLICY issues – devised and developed in line with HMG Strategic aims and priorities	Support Digital by Default	<ul style="list-style-type: none"> • Seek to avoid documents, support rapid adoption of web
Delivering Better Technology focussing on BUSINESS requirements – providing the tools and platforms to enable the business to deliver	Implement via phased stages Show business leadership	<ul style="list-style-type: none"> • Allow for agile adoption on an incremental basis that has time to adapt to inevitable challenges • Illustrate business benefits and need to drive change
Delivering A Better Department focussing on supporting our PEOPLE – who implement and enable the delivery of our policies and priorities	Support People	<ul style="list-style-type: none"> • Via digital champions and internal networks
Enabling Digital Transformation focussing on transforming our PROCESSES - how we work and use digital tools, information and networks to deliver our policies and priorities	Engage with users and business needs Embed ODF by default	<ul style="list-style-type: none"> • Listen. learn and then take the time to prepare, • Move to ODF by default as a key drivers for culture change



2.3 Development of draft roadmap template categories and target benefits

Citizens / Business	<p>All editable documents outgoing to citizens/businesses will be ODF.</p> <p>ODF will be accepted from citizens/businesses, including into automated technology systems.</p>	<p>Start technology changes needed to work with ODF where it matters most. Edge systems easier to adapt than core systems.</p> <p>Increase cultural familiarity, including technology support for ODF.</p>
OGDs	<p>All editable documents outgoing to other government departments will be ODF.</p> <p>ODF will be accepted from OGDs, including into automated technology systems.</p>	<p>Increases transformation to support ODF further towards our core systems. Interactions with OGDs tend to carry more valuable information in bulk, and often into technology systems.</p> <p>Cultural acceptance of working with ODF now routine.</p>
Wider Public Sector	<p>Extend requirement for all editable documents flowing between iDCLG & wider public sector to be ODF, including automated technology systems.</p>	<p>Transformation complete.</p> <p>Encouragement for wider public sector to adopt ODF led by central government.</p> <p>Cultural leadership around ODF.</p>



3.1 Implementing the standard.

- Implement roadmap and conduct regular lessons learnt reviews with service users to inform roll-out and preparations for technology refresh and beyond - this to include the following:
 - Departmental templates have been updated to ensure that they are interoperable between applications that support Office and Open Document Format.
 - The most appropriate solution has been implemented so as to allow users to manipulate documents so that they can work in Open Document Format.
 - Appropriate Document labelling standards are in place.
 - Regular and consistent guidance is co-produced with users so that they are an integral part of the end-to-end requirements shaping process.
 - All applications have been reviewed so that they integrate with the relevant office productivity tools.
 - Regular user led reviews of all training packages for use of Open Document Format on office productivity software.



Background guidance

- Viewing documents
<https://www.gov.uk/government/publications/open-standards-for-government/viewing-government-documents>
- Sharing or Collaborating on documents
<https://www.gov.uk/government/publications/open-standards-for-government/sharing-or-collaborating-with-government-documents>
- Cabinet Office announcement
<https://www.gov.uk/government/news/open-document-formats-selected-to-meet-user-needs>