

RELEASE OF THE 2014 REPORT ON AGENCY ADOPTION OF THE DECLARATION ON OPEN AND TRANSPARENT GOVERNMENT

Purpose

- 1) I propose that Cabinet notes the 2014 Report on Agency Adoption of the Declaration on Open and Transparent Government and approves its public release. The report and the accompanying raw data will be released by the Chair of the Open Government Data Chief Executives' Governance Group.

Executive summary

- 2) The Declaration on Open and Transparent Government, approved by Cabinet in August 2011 [Cab Min (11) 29/12 refers], requires departments to release their high value public data for re-use by third parties. Cabinet anticipated that this re-use would result in increased economic and social value through the creation of new tools, products and knowledge, more efficient government through appropriate sharing and alignment of data activities, and increased transparency of government and participation in policy development.
- 3) The third report on Agency Adoption of the Declaration on Open and Transparent Government builds on the good progress reported in June 2013. Active public data supply and better stakeholder engagement are becoming business as usual for the majority of central government departments. This progress has placed New Zealand in the top international rankings for implementation of open data programmes.
- 4) More sophisticated re-use of open data is solving a range of economic and social challenges, improving agencies' efficiency and providing greater scrutiny of government's performance. Open data re-use ranges from assisting with travel logistics in Christchurch to monitoring competitiveness by port companies; creating customised property reports to insightful news and social media coverage of issues; from finding schools to interactive children's educational history stories.
- 5) Progress in 2014 has varied. Most departments have improved their data release processes and their stakeholder engagement. However they need to be more vigilant about publicising their released datasets on data.govt.nz and applying the required Creative Commons licensing statements to their data and publications to allow innovative third party re-use. The third of departments that advised that sustained progress was constrained by resourcing may need to ensure their business as usual priorities include high-value public data release.
- 6) The efficiency gains that most (72%) departments are achieving from re-using other agencies' data are the highlight of this 2014 report. Data release is also starting to impact on the nature of Official Information Act requests. It is reducing requests in some departments, but also increasing demand for more

detailed data and raising expectations that publicly-funded data will be proactively released.

- 7) Across the wider public sector, Crown Research Institutes, local government, Crown Agents (e.g., NZ Transport Agency and Electricity Authority), universities and school Boards of Trustees are increasing their public data supply in response to demands from their communities, with exciting examples of innovative re-use.
- 8) A pleasing outcome of the Declaration has been a willingness to release restricted data in secure environments to authorised and trusted users to enable greater analysis and data insights and to contribute to policy development (e.g., in Statistics New Zealand's Integrated Data Infrastructure).
- 9) Over 2014/15 the Programme Secretariat will intensify its support for data-rich departments by actively promoting the regular exposure of datasets on data.govt.nz, the release of datasets requested by users on data.govt.nz; working with agencies to identify high value datasets and indicators to measure benefits realisation and expanding adoption of the Declaration by the wider public sector.

Background

- 10) The Declaration on Open and Transparent Government (the Declaration), approved by Cabinet in August 2011 [Cab Min (11) 29/12 refers] requires agencies¹ to proactively release their high value public data for re-use in accordance with the New Zealand Government Open Access and Licensing Framework (NZGOAL)².
- 11) Since the 2011 release of the Declaration by the Ministers of Finance and Internal Affairs, government departments have worked actively to release public data and made good progress in working with users and stakeholders to understand what public data they consider is high value. This work was recognised internationally in 2013 when New Zealand was ranked 4th out of 77 countries by the Global Open Data Barometer. New Zealand was commended for its Declaration on Open and Transparent Government, its release of open data, in particular, maps, land ownership and census data, its regular reporting to Ministers, and its work identifying the impact and benefits of the re-use of New Zealand's open data.
- 12) This 2014 report examines departments' adoption of the Declaration in greater depth than in previous years. It considers changes to information and data publishing/release processes, metrics on data use, stakeholder engagement, efficiencies, and changes in information requests. This report also summarises adoption progress by other public sector agencies that Ministers encouraged or invited to adopt the Declaration.

1 Public service departments are directed, state services and state sector agencies encouraged and local government agencies invited to adopt the Declaration.

2 NZGOAL, approved by Cabinet in 2010, is government guidance for agencies to follow when releasing copyright works and other non-copyright material for re-use by others. It recommends the use of the Creative Commons suite of licences.

- 13) It also considers the release of restricted data for re-use by authorised agencies and external users in secure environments as a result of the Declaration.³ This recognises the initiatives by some departments which hold mostly personal data. While they are constrained in releasing public data, they see opportunities to increase efficiencies and improve policy development through the managed release and re-use of restricted data in secure environments.

Comment

Third party re-use and stakeholder

- 14) Innovative re-use of open data by third parties has continued in 2014, with a similar number of new and diverse examples to those reported in 2013. Departments are using existing forums to engage with stakeholders on open data matters and consolidate this into their normal business processes.
- 15) The Canterbury Spatial Data Infrastructure (SDI) Programme (Land Information New Zealand) illustrates how public data is being re-used to improve travel and transport efficiency in post-earthquake Christchurch. Having a clear problem to resolve and a community engaged in the process are important factors in successful open data initiatives.
- 16) The SDI Programme's open data workstream has engaged extensively with the community⁴, including setting up regular hackathons to progress data release and application development to address traveller information issues, and holding Mashup 2013, attended by 40 secondary school students. The outcomes of this work to date include:
- a) OpenStreetMap: low cost project to improve the quality of the wider Christchurch OpenStreetMap routing network;
 - b) Omega Tech: developing a message system that alerts users to changes on the road network based on their commonly travelled routes; and
 - c) TravelPort: developing a ride sharing service using road closure and congestion data to drive efficiencies into their routing.
- 17) Departments have greater knowledge of how their public data has been re-used and its impact. They report re-use delivering economic, social, efficiency and transparency benefits, including:
- a) Mogeo, an app development company, growing its business by developing its own apps or under contract using open data;
 - b) port companies using the Ministry of Transport's Freight Information System to access data that helps them monitor their performance;

³ Public data is non-personal, unclassified and non-confidential data. Restricted data is personal, classified or confidential data that is aggregated and anonymised by the supplying agency for use by authorised users.

⁴ This included staff from Christchurch City Council, Environment Canterbury, NZ Transport Agency, local technology and transport consulting companies, and local app developers.

- c) online children's educational story using the Ministry of Culture and Heritage's online encyclopaedia, Te Ara, and other data;
 - d) Environment Canterbury's open and real time public transport data enabling the development of apps to improve efficiency; and
 - e) data visualisations and data analysis in the media, including investigative reports on NCEA results, leading to further specialist visualisations.
- 18) Seventeen (53%) departments engaged with stakeholders during the year, including with other departments and public sector agencies, as well as with the public. This engagement resulted in changes to agency processes and data release, including:
- a) release of the tax 'Confidentialised Unit Record File' into the Integrated Data Infrastructure (IDI) for use by authorised external users (Inland Revenue and Statistics NZ)⁵;
 - b) development of a new 'Find an ECE Service' feature on Education Counts (Ministry of Education); and
 - c) establishment of a Greater Christchurch recovery quarterly data forum and negotiations with key stakeholders to increase the release of high value public data needed for the rebuild (Canterbury Earthquake Recovery Authority).

Central government's progress to release public data

- 19) Government departments' supply of high value public data for re-use by third parties has continued to mature despite some agencies gaining lower scores than in 2013. This is due to a higher benchmark being set for data release processes and compliance with NZGOAL. These scores will be addressed in the regular bi-annual meetings with Agency Data Champions, by reviewing the approach for future surveys, and by targeting training and guidance on the low scoring areas.
- 20) Fourteen (44%) agencies have established a Data Coordinator role to assist the executive-level Data Champions apply the Declaration. More agencies this year reported that steps to achieve the Declaration are in current strategic business plans, suggesting that proactive public data release for re-use has become business as usual for them. However one third still report that sustained progress in making data release business as usual is constrained by resourcing.
- 21) Eight agencies have not yet incorporated the Declaration into their business planning. Of these eight, four (Department of Internal Affairs, Ministries of Defence and Women's Affairs and The Treasury) have outlined their plans to do so in 2014/15⁶. These agencies had already taken some steps (e.g., placing a

⁵ The Integrated Data Infrastructure (IDI) is a secure environment managed by Statistics NZ where authorised users, including approved non-government researchers, can undertake analysis of restricted data.

⁶ Inland Revenue, Government Communications Security Bureau, Ministry of Pacific Island Affairs and New Zealand Customs Service did not outline plans to include the Declaration in their business planning.

Creative Commons copyright statement on their website and/or Statement of Intent/Annual Report and publications) or had released some data.

- 22) Departments are supplying public data in more open formats. However, while they continued to release updates of public data released in earlier years, they released fewer new public datasets in 2014. Only 38% of these were publicised on government's data directory website in 2014, compared with 67% in 2013 and 86% in 2012. The application of NZGOAL licensing statements to allow legal re-use of this data did not reach the 69% goal indicated in the 2013 report.
- 23) Greater compliance is promised for 78% of the new public data to be released in 2014/15. Although fewer new data releases are planned, they are generally significant authoritative datasets that users wish to re-use. This indicates updated publishing policies and processes complying with the Declaration.

Progress towards greater efficiencies

- 24) There is evidence that departments are developing a more in-depth understanding of the potential for open data re-use to provide benefits internally and for their stakeholders. This is shown by departments:
 - a) changing how they release information or data to increase its usefulness and accessibility in response to user feedback or for their own business purposes; and engaging with stakeholders on their use of high value public data (17 (53%) departments);
 - b) collecting metrics on data use (12 (38%) departments) and considering using existing data hosting or dissemination services to achieve efficiencies (8 (25%) departments) rather than building their own; and
 - c) re-using other agencies' public data (23 (72%) departments), with nine (28%) departments achieving direct cost savings or efficiencies from this practice.
- 25) Departments also report that the pattern of data requests is changing as a result of the Declaration. On the one hand, the increased availability and awareness of open data and an expectation that data will be available online are increasing requests for more data, including on the Better Public Service result areas. On the other hand, five departments reported efficiencies from referring users directly to published data, but only one (Ministry of Business, Innovation and Employment (MBIE)) could quantify this⁷.

Increased authorised use of restricted data

- 26) Six (19%) departments are making changes to enable the use of restricted data⁸ by other authorised agencies and external researchers through the IDI. These departments reported efficiencies through: direct access for authorised uses, not having to create separate agreements with departments, acceleration

⁷ MBIE reported it could release 0.5 FTE from data distribution tasks once the data was released online for direct access.

⁸ Restricted data is personal, confidential data that is aggregated and anonymised and stored in secure environments, such as the IDI, for access by authorised and trusted users.

of products such as the IDI, improved analysis using multiple datasets, and ensuring new systems enable secure sharing of restricted data.

Adoption by the wider public sector

- 27) Adoption of the Declaration now extends beyond the departments that were directed by Cabinet to adopt it. There is evidence of uptake by Crown Research Institutes (CRIs) local government, Crown Agents (e.g. NZ Transport Agency, Electricity Authority, Health Promotion Agency), universities and school Boards of Trustees. This is shown through their use of Creative Commons licences, data exposure on data.govt.nz or making it available through known services such as www.koordinates.com⁹ and the LINZ Data Service (www.data.linz.nz).
- 28) Examples of high-value public data released by this group of agencies are:
- a) Electricity Market Information website (www.emi.ea.govt.nz), launched in 2014 by the Electricity Authority, uses CC-BY, and offers datasets in an open format (.csv);
 - b) crash analysis data. The NZ Transport Agency, in addition to its Infoconnect service, has made crash analysis data (referenced to location) available in an open format (.csv) with quarterly updates, pending the development of its new system which will enable direct access <http://nzta.govt.nz/resources/crash-analysis-system-data/index.html>; and
 - c) MarineMate, an application initiated by the Waikato Regional Council, is now a national tool helping improve water safety and compliance; a reduction in ACC claims is an expected benefit.
- 29) The most frequently raised issue by agencies in the wider public sector is the tension between their commercial business models and Government's expectations for publicly-funded data to be released for re-use in accordance with the Declaration. The Programme Secretariat will continue to work with departments to clarify how the Declaration and NZGOAL could be applied to publicly funded data and projects using contestable funds.

Aligning with other open government initiatives

- 30) *Open Government Partnership (OGP)*: The Open Government Data and Information Programme's work programme, which is Action 13¹⁰ in the *Government ICT Strategy and Action Plan to 2017*, is expected to be included in New Zealand's first OGP Action Plan.
- 31) *NZ Data Futures Forum*: the scope of this Forum is to investigate how the public and private sectors can benefit from data sharing and use in a trusted, transparent and secure environment. The Programme Secretariat has participated in the Forum's public meetings and discussed the Programme's expected outcomes with its private sector members.

⁹ A partnership between Land Information New Zealand and Koordinates.

¹⁰ Open by default – accelerate the active release and re-use of information assets.

Assessing the benefits realisation

- 32) Cabinet anticipated adoption of the Declaration would require a cultural shift as departments engaged with data users and better understood the impact of re-use. To date, 24 case studies have been published that identify a range of benefits, generally qualitative.
- 33) Building on these case studies, a benefits realisation framework will be completed in 2015/16, four years after the approval of the Declaration. This will determine whether the expected benefits of the Programme are being achieved. The findings from the 2014 adoption survey will inform the development of a benefits realisation framework.

Next steps

- 34) The Open Government Data and Information Programme Steering Group will oversee the agreed work programme, and in particular, the following next steps:
 - a) *promoting regular exposure of new datasets on data.govt.nz*. Departments will be expected to expose all datasets they release for re-use on this directory. This will require better knowledge of data.govt.nz and a more streamlined and automated reporting capability. Future adoption surveys could then rely on reports from data.govt.nz, reducing the reporting burden for departments;
 - b) *working with and supporting data champions and data coordinators* as they build data release into their regular business processes and systems, and address user demand for the more complex high value public datasets requested directly or through data.govt.nz;
 - c) *identifying priority datasets* by working with data-rich agencies and ensuring the dataset categories used for international assessments are understood by government departments. This would enable more accurate assessments in future global surveys;
 - d) *improving compliance with NZGOAL*. Working with departments to improve compliance on their corporate publications and websites, and to address issues relating to existing licensing agreements, ahead of more detailed NZGOAL assessment in the 2015 report to Cabinet;
 - e) *offering more extensive practical NZGOAL training*, including for procurement and research contracts and exploring alternative ways to deliver training;
 - f) *continuing to prepare for measuring benefits realisation* by working with departments to develop indicators to measure the economic, social, efficiency and transparency outcomes and document examples of re-use;
 - g) *expanding the release of high value public data* and adoption of the Declaration and NZGOAL by the wider public sector agencies;
 - h) *increasing the demand for open data* by engaging with the business and community sector to increase their knowledge and use of open data;

- i) *reviewing the approach for future surveys* to measure progress across departments where data release is becoming business as usual, and to effectively include progress across the wider public sector; and
- j) *reporting back to Cabinet in 2015.*

Consultation

- 35) The recommendations in this paper were prepared in consultation with all public service departments, as well as New Zealand Police, the New Zealand Defence Force and the Parliamentary Counsel Office. The Offices of the Privacy Commissioner and Ombudsmen have been informed.
- 36) This paper was prepared by the Open Government Information and Data Programme Secretariat, hosted by Land Information New Zealand.

Financial implications

- 37) As set out in the 2011 Open Government Cabinet Paper¹¹, each department has autonomy in applying the Declaration and factoring compliance costs into their business priorities. Business cases will be submitted when additional expenditure is required, based on the test of the high value of public data.

Human rights, legislative implications, regulatory impact analysis, gender, disability and Treaty of Waitangi implications

- 38) No human rights issues arise from this report, under either the New Zealand Bill of Rights Act 1990 or the Human Rights Act 1993. There are no legislative, regulatory impacts, gender, disability or Treaty of Waitangi implications.

Publicity

- 39) The Chair of the Open Government Data Chief Executives' Governance Group will release the 2014 report and the raw report data on the ict.govt.nz website following Cabinet approval. I also intend to release this Cabinet paper and accompanying Cabinet minute. Publicity material will target key user groups.

Recommendations

- 40) I recommend that the State Sector Reform and Expenditure Control Committee:
 1. **Note** that the Open Government Data Chief Executives' Governance Group¹² is required to report annually on agency progress in adopting the Declaration on Open and Transparent Government [Cab Min (11) 29/12 refers];
 2. **Note** that departments are releasing more public data for legal re-use by third parties, including by other government agencies, and that re-use is showing increased economic, social, transparency and efficiency benefits;

¹¹ Cab Min (11) 29/12 refers. <http://www.ict.govt.nz/library/Public-version-of-Open-Government%20-Cabinet-paper.pdf>

¹² This Governance Group replaces the Data and Information Re-use Chief Executives Steering Group

3. **Note** the steps being taken to increase the release of public data by departments and the wider public sector agencies, and the demand for and re-use of public data;
4. **Agree** to the release of the 2014 Report on Agency Adoption of the Declaration on Open and Transparent Government and the raw report data by the Chair of the Open Government Data Chief Executives' Governance Group; and
5. **Note** that I propose to release this Cabinet paper and accompanying Cabinet minute publicly.

Hon Michael Woodhouse
Minister for Land Information
/ /2014

Attachment:
2014 Report on Agency Adoption of Declaration on Open and Transparent Government

RELEASED BY THE MINISTER FOR LAND INFORMATION