



Cabinet Office

# Open Government Partnership

UK National Action Plan  
2013 to 2015



October 2013

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## Foreword by the Minister for Cabinet Office and Paymaster General



Rt Hon Francis Maude MP,  
Minister for Cabinet Office  
and Paymaster General

Transparency and open government are ideas whose time has come. People around the world are demanding much greater openness, democracy and accountability from their governments. Citizens are demanding that the state should be their servant, not their master, and that information that governments hold should be open for everyone to see. At the same time, new technology is disrupting established bureaucracies and creating opportunities for much more responsive government. Around the world, reforms to open up government are delivering tangible benefits: faster growth; better public services; less corruption; and less poverty.

We have consistently made clear our commitment for the UK to become “the most open and transparent government in the world”. Our resolve has not weakened. Indeed, our engagement with civil society to develop and agree the stretching and ambitious commitments in this second Open Government Partnership UK National Action Plan has strengthened, not lessened our commitment to open government. The result of this partnership is a set of commitments that take important steps towards increased openness helping to ensure that:

- the public can see and understand the workings of their government through more transparency

- the public can influence the workings of their government and society by participating in the policy process and in the delivery of public services
- the public can hold the government to account for its policy and delivery of public services

Open government establishes a platform for independent and collaborative action by citizens, civil society, private companies and public servants. Transparency, participation and accountability provide the essential foundation for economic, social and political progress by increasing the openness of institutions and public processes while maintaining and respecting the privacy of individuals.

Here in the UK, we are leading the world on open data. Our web portal [data.gov.uk](http://data.gov.uk) is already the most comprehensive data resource in the world with more than 10,300 data files. The government is working closely with businesses and charities to identify new public data to release. Whether it's apps that tell passengers when the next bus is due, or a small analytics business that has identified hundreds of millions of pounds of potential savings in the health system, transparency is helping to improve people's lives and boost economic growth. We are, as evidenced by this plan, also striving to do more on other aspects of open government as we race for the top.

## Foreword by the UK Civil Society Network

Open government is critical to the wellbeing and empowerment of citizens around the world. It helps to ensure that those who take decisions that affect people's lives are properly accountable and responsive to the public – supporting the effective, equitable and sustainable use of resources, delivery of public services and exercise of authority.

Citizens around the world are demanding ever more openness from their governments and other powerful actors in society. This is no less true in the UK than anywhere else. The UK public are demanding to know, and to have a say in, how public money is spent, how decisions are made and who influences them, who the owners of companies are and how much tax they pay, how UK companies operate overseas, and how public services are delivered and what their results are.

We welcome the progress made by the government in this National Action Plan on a number of important open government issues. Areas where we especially endorse the government's commitments include beneficial ownership, transparency of aid flows and the global extractive (oil, gas and mining) industries. We had hoped to reach stronger and more ambitious commitments in several areas, and there are some issues, such as Freedom of Information and

lobbying transparency, on which many of us disagree with the government and urge it to reconsider its current position.

Overall, however, we believe that the commitments included in this plan represent positive steps towards greater openness.

We particularly commend the commitment to openness demonstrated in the development of this plan by officials from the Cabinet Office Transparency Team, as well as government teams involved in drafting commitments. While not every commitment in the plan has been endorsed by every named organisation, we have all participated in a process of dialogue with government on the contents of this action plan. As is recognised by the Open Government Partnership, civil society has a critical role to play in promoting the rights and interests of citizens and challenging governments to be more accountable and responsive to the public. The formation of country national action plans provides governments with the opportunity to put into practice the principles of open government by including voices from civil society.

While the development of this plan has not been without its challenges and disagreements, we believe the process has itself demonstrated the benefits of greater openness. The result is a set of stronger and better thought through commitments with greater prospects for delivery than would otherwise have been the case. We commit to continue to work with and constructively challenge the government to fulfil our shared ambition of becoming the "most open and transparent government in the world".

## Introduction

Transparency, participation and accountability are not just lofty principles – they affect people’s lives on a daily basis. Together, they ensure that those with power are responsive to the views and interests of citizens. Openness is no longer a choice for governments. It is a necessity in order to stay relevant in a changing world.

Social, economic and political transformations mean that the top-down, closed model of government is no longer able to meet the expectations and demands of citizens. Governments must adapt to a world in which:

- it no longer holds the monopoly on policy expertise
- citizens expect to have a say in the decisions that affect their lives
- wellbeing and prosperity requires action from many different actors



This is a world in which governments cannot act alone, but must collaborate with and enable the action of others.



## Background to the Open Government Partnership

The opening up of governments is not a new movement but has gathered momentum and pace over recent years. The Open Government Partnership (OGP) was formed two years ago to support eligible governments to make ambitious and stretching commitments, in partnership with civil society to improve transparency, participation and accountability. The UK was one of eight founding countries when the OGP was launched in September 2011 at the United Nations General Assembly. The OGP is overseen by a Steering Committee of governments and civil society organisations with the Minister for the Cabinet Office, Rt Hon Francis Maude MP, representing the UK government. In just over two years, the OGP has gone from having eight member countries to over 60.

To become a member of the OGP, countries must first meet certain eligibility criteria. The OGP works by having relatively straightforward conditions for entry, rather than a high bar to entry but then encourages countries to make ambitious and stretching commitments in a 'race to the top'. The OGP rewards excellence and penalises backsliding or inaction through the Independent Reporting Mechanism.

### The four eligibility criteria for joining the OGP are:

- 1 fiscal transparency** – the timely publication of essential budget documents forms the basic building blocks of budget accountability and an open budget system
- 2 access to information** – an access to information law that guarantees the public's right to information and access to government data is essential to the spirit and practice of open government
- 3 disclosures related to elected or senior public officials** – rules that require public disclosure of income and assets for elected and senior public officials are essential to anti-corruption and open, accountable government
- 4 citizen engagement** – open government requires openness to citizen participation and engagement in policymaking and governance, including basic protections for civil liberties

### Once a country has demonstrated it meets all four of the eligibility criteria and has joined the OGP, it must then meet the following requirements:

- work with civil society to develop an OGP national action plan
- implement OGP commitments in accordance with the action plan timeline
- prepare an annual self-assessment report
- participate in the independent reporting mechanism research process
- contribute to peer learning across the OGP

### When a country produces its national action plan it has to follow three basic rules when developing commitments:

- **civil society participation** – this is the defining feature of the OGP: civil society has a seat on the OGP Steering Committee and is represented at co-chair level; governments are expected to involve civil society organisations in the drafting, production and implementation of a country's national action plan
- **stretch and ambition** – a country's national action plan should not coast on past successes or set out old commitments under the pretence that they are new; one of the intentions of the OGP is to have a mechanism to push governments towards taking action on issues that take them out of their comfort zone adopting an approach that is often bold, and innovative
- **making it applicable** – making sure that a country's national action plan makes commitments that are meaningful and impactful to deliver a genuinely more open, transparent and participative government

OGP commitments have to relate to a set of five ‘grand challenges’ as listed below.

Open Government Partnership Grand Challenges	
	<b>Improving public services</b> —measures that address the full spectrum of citizen services including health, education, criminal justice, water, electricity, telecommunications and any other relevant service areas, by fostering public service improvement or private sector innovation
	<b>Increasing public integrity</b> —measures that address corruption and public ethics, access to information, campaign finance reform, and media and civil society freedom
	<b>More effectively managing public resources</b> —measures that address budgets, procurement, natural resources and foreign assistance
	<b>Creating safer communities</b> —measures that address public safety, the security sector, disaster and crisis response, and environmental threats
	<b>Increasing corporate accountability</b> —measures that address corporate responsibility on issues such as the environment, anti-corruption, consumer protection, and community engagement

## The UK in the OGP

The UK published its first National Action Plan in September 2011 and a self-assessment report on progress in April 2013. This first plan was reviewed recently by Kevin Dunion, Executive Director of the Centre for Freedom of Information, as part of the OGP’s independent reporting process.

The UK government welcomes the [IRM report](#) and is pleased that out of the 37 commitments that we are taking forward, all have either been completed or are in progress.

The most significant reservation expressed in the report was the fact that the UK’s first plan was too focused on open data, and we accept this criticism. Since then, great strides have been made in making government data available wherever this does not conflict with the rights of individuals. But we are aware open government is much more than open data.

Teams from the government and the UK OGP Civil Society Network (the Network) have developed this plan and the commitments within it in partnership.

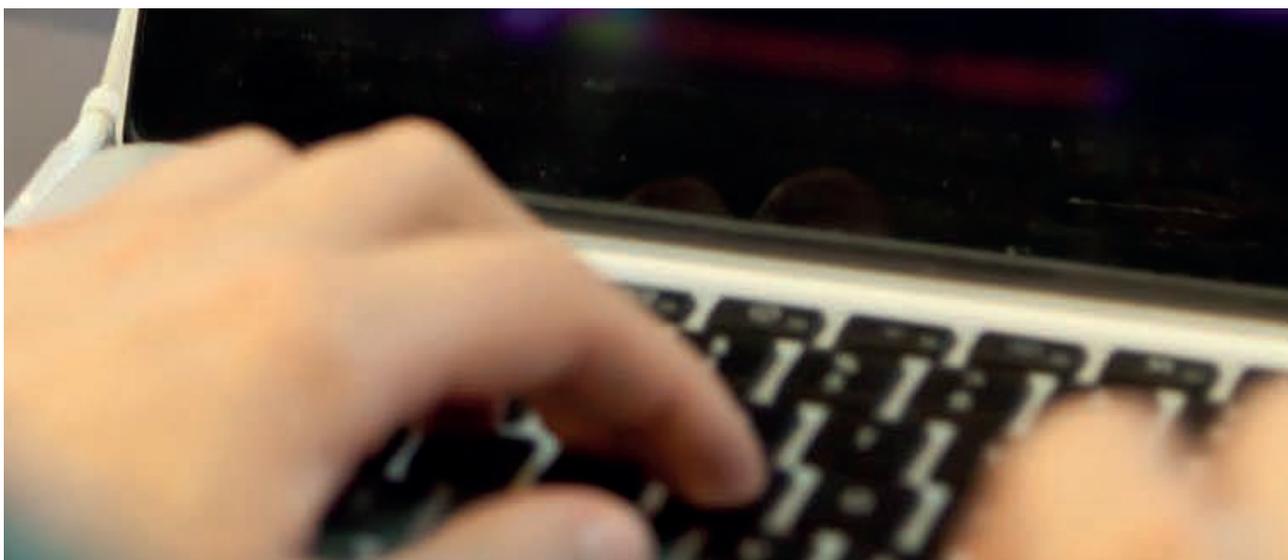
The focus of the UK’s first plan was around the grand challenges of improving public services and more effectively managing public resources. We have now broadened our reach to demonstrate what we are doing across all five grand challenges, with all our commitments relating to two of more of these challenges.

Through a series of meetings and in-depth engagement, a draft action plan was published for public consultation in June 2013. This set out a series of commitments agreed by government and civil society, as well as a number of further requests from civil society.

While members of the Network and government have not agreed on everything, the partnership has delivered an important set of commitments that will bring significant benefits to citizens in the UK and beyond.

Under each theme below we have set out the progress we have made to date; our new commitments and timelines; which of the OGP grand challenges the commitment responds to; and the organisations or groups from civil society that we have worked with to develop and agree each commitment.

## Open data: radically opening up government data for greater accountability, public service improvement and economic growth



### Progress to date

The signing of the Open Data Charter at the Lough Erne Summit in June 2013 by all G8 leaders was a pivotal moment for the open data movement. Setting out five principles to allow the improved release, access and re-use of data held by G8 countries, the Charter signifies a growing worldwide recognition that opening up data can help to transform people's everyday lives.

Apps that tell you what time your train leaves, how taxpayers' money is being spent, or crime rates in your local area – these are all down to data. Opening up government data has enormous potential to drive economic growth and spread prosperity. It improves

accountability, strengthens governance, builds trust and drives innovation in both the private sector and in the delivery of key public services.

The UK government has been one of the main supporters and champions of the open data movement and over recent years has pressed forward with an ambitious programme to make the data it holds available online and for free. Some of the main achievements are:

- creation of the internationally renowned [data.gov.uk](http://data.gov.uk) which now holds more than 10,300 datasets in one searchable website
- setting up of the Open Data Institute to fuel innovative uses of data
- establishment of the Open Data User Group whereby experts work with government to identify valuable new datasets to release

## Case study

Working with publicly available NHS prescriptions data, a 'big data' start-up company based at the Open Data Institute in London, in conjunction with a healthcare company, looked at the prescribing patterns by the NHS for drugs called statins which are used to prevent cardiovascular problems.

The current evidence shows that for most patients, all drugs from this class are equally safe and effective, so doctors are usually advised to use the cheapest to save the NHS money. The analysis examined how much money was spent in each area on the more expensive drugs. The company looked at the entire prescriptions dataset (37 million rows of data) and found that £200 million could have been saved had the cheaper, non-branded drugs been prescribed the previous year.

Source: <http://www.prescribinganalytics.com/>

## Commitment 1

The UK government will continue to develop and list an inventory of all the datasets it owns, whether published or unpublished, in order to identify the National Information Infrastructure (NII) – the datasets which are likely to have the broadest and most significant economic and social impact if made available. The identification of the NII will facilitate discussions to prioritise the release of these datasets.

### Supporting civil society organisations

OpenCorporates, Open Knowledge Foundation, Open Rights Group

### Timescales

The key milestones for the delivery of this commitment are for:

- departments to provide release dates for datasets in the first iteration of the NII, where there are no barriers to publication, and, where there are barriers, provide an explanation for non-publication by December 2013
- departments to set out arrangements they have put in place to describe the provenance and ensure the quality and regularity of the release of data they have within the NII by January 2014
- departments, including their arm's length bodies (ALBs), to ensure that their list of unpublished datasets is comprehensive by March 2014
- departments to develop internal processes which identify unpublished datasets when they are created and ensure that they are added to the inventory on data.gov.uk by March 2014
- departments to develop internal processes which ensure that data holders regularly reconsider the use cases for their data by April 2014
- all central government departments to highlight those datasets which they must provide on a statutory basis by April 2014, followed by their ALBs by September 2014
- all central government departments to highlight those datasets which it considers fall under their public task by April 2014, followed by their ALBs by September 2014

## Commitment 2

NHS England will work with governments and civil society organisations internationally to create an online space to share experiences of embedding high quality standards into information, with a view to building an accreditation scheme to enable citizens and organisations to assess their progress.

### Timescales

The key milestones for this commitment are:

- website established (October 2013)
- participation in the virtual network by 15 member states and civil society organisations (June 2014)
- accreditation system established (Autumn 2014)

Additional milestones will be developed with civil society organisations and international partners.



## Commitment 3

The UK government will issue a revised Local Authorities Data Transparency Code requiring local authorities to publish key information and data. This will place more power into citizens' hands and make it easier for local people to contribute to the local decision making process and help shape public services.

### Supporting civil society organisations

Compact Voice

### Timescales

The next steps to deliver this policy are to:

- publish the government response to its consultation on revising the Code, including a draft of the revised Code (November 2013)
- issue the revised Local Authorities Data Transparency Code (Winter 2013)
- bring into force regulations making it a legal requirement for local authorities to publish data in accordance with the Code (Winter 2013)
- work with the sector, eg local government workshops, to disseminate guidance and good practice (Spring to Summer 2014)
- work with the Local Government Association and the Information Commissioner's Office to adopt a light touch approach to monitoring and enforcement and determine levels of compliance during the 2014 to 2015 period

## Commitment 4

By 2015, the UK aims to be the most transparent social investment market in the Open Government Partnership and G20, in line with the Open Data Charter principles.

### Supporting civil society organisations

Big Lottery Fund, Big Society Capital, City of London Bridges Trust, Social Enterprise UK.

“ Social investment is the opportunity to move away from hand to mouth funding and long-term affordable finance. That is why more and more countries are looking closely at the lead we have taken in the UK”

Nick Hurd MP, Minister for Civil Society

### Timescales

We will be reporting on the international commitments by the end of 2014 through the Social Impact Investment Taskforce. We will provide an annual update of progress on domestic commitments as part of HMG's wider Social Investment strategy, also in 2014.

In the UK there are 180,000 social enterprises that generate £55 billion for the economy.

## Commitment 5

The UK government will manage and capture digital records and there will be a comprehensive, accessible and timely paper and digital record of UK government available to the citizen.

### Supporting civil society organisations

The International Records Management Trust

### Timescales

The key milestones for this commitment are:

- by April 2014, The National Archives will deliver a fully operational mechanism for the accessioning and preservation of digital records – the Digital Records Infrastructure (DRI)
- by April 2015, The National Archives will have an efficient, scalable and sustainable process for the transfer of digital records to the DRI supported by publicly available guidance on its website and training for transferring departments
- by 2023, the transition to the 20 year rule will be complete; departmental compliance in transferring records to The National Archives under the Public Records Act is measured in its bi-annual Records Transfer Report, which details statistics on the status of departments' progress



## Government integrity: fighting corruption and strengthening democracy through transparent government



### Progress to date

The UK government is committed to tackling corruption. Corruption harms individuals, societies, economic development and the environment, both in the UK and overseas. Corruption undermines financial and social stability, weakens investor confidence and remains one of the major impediments to poverty alleviation, good governance, achievement of the Millennium Development Goals, and the fight against organised and serious crime.

Corruption has devastating consequences for the most vulnerable citizens in many states. Africa loses more through illicit financial flows than it gets in aid and foreign

direct investment, and the scale of the problem is mounting. In 2010, developing countries lost over US\$850 billion in illicit financial flows – an increase of 11% in one year.

Tackling corruption cannot be solved by one country alone. It requires strong international action and enforcement of anti-corruption legislation to ensure that public resources are used for public goods and service delivery, and not siphoned off through embezzlement, bribery or tax evasion. It also requires strong international cooperation between different players, including the UK's Overseas Territories and Crown Dependencies, business, international institutions and civil society.

**“Corruption [is] among the greatest obstacles to economic and social development”**

The World Bank

## Commitment 6

The UK government will, for the first time, bring together all of the UK's anti-corruption efforts under one cross-government anti-corruption plan.

### Supporting civil society organisations

BOND Anti-Corruption Group: Article 19, CAFOD, Christian Aid, Corruption Watch, Global Witness, Integrity Action, ONE, Public Concern at Work, Tearfund, The Corner House, Transparency International UK

“ A lack of knowledge about who ultimately controls, owns and profits from companies leads to aggressive tax avoidance, tax evasion and money laundering, undermining tax bases and fuelling corruption across the world. Therefore, the G8 and EU must work together to ensure full transparency in beneficial ownership.”

Prime Minister David Cameron, April 2013 –  
letter to Herman Van Rompuy, President of European Council

## Commitment 7

The UK government will lead by example by creating a publicly accessible central registry of company beneficial ownership information. The registry will contain information about who ultimately owns and controls UK companies.

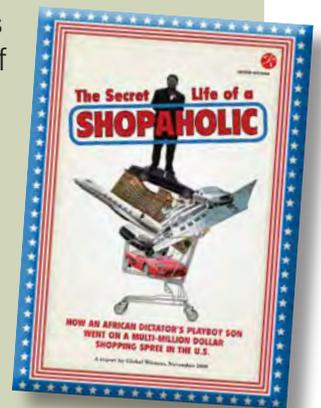
### Supporting civil society organisations

CAFOD, Christian Aid, Global Witness, ONE, OpenCorporates, Open Knowledge Foundation, Oxfam, Save the Children, Tearfund, The Transparency and Accountability Initiative, Transparency International UK

## Case study

Cases such as Equatorial Guinea highlight the challenges the world faces. In the period between 1993 and 2007, annual government oil revenues shot from US\$2.1 billion to US\$3.9 billion. Yet in 2009, despite the country having a per capita income of about US\$37,000 – one of the highest in the world – the UN reported that 77% of the population lived in poverty, 35% died before the age of 40 and 57% lacked access to safe water.

In 2009 a Global Witness report (The Secret Life Of A Shopaholic) revealed how the son of the President of Equatorial Guinea Teodoro Obiang Mangué (a government minister at the time, and since last year the Second Vice President) had extensive personal assets despite a modest government salary. The US Justice Department is currently trying to recover property that includes a Gulfstream jet, a variety of cars including eight Ferraris, seven Rolls-Royces and two Bugattis, a 12 acre estate in Malibu valued at US\$38 million, and white gloves previously owned by Michael Jackson. These assets were allegedly acquired with money stolen from the people of Equatorial Guinea.



Source: Africa Progress Panel Report 2013

“ It is estimated that upwards of US\$4 trillion annually is lost through mismanagement, inefficiency and corruption in public construction – on average 10-30% of project value”

Source: [http://www.constructiontransparency.org/the\\_initiative/the\\_challenge.cfm](http://www.constructiontransparency.org/the_initiative/the_challenge.cfm)

## Timescales

The government discussion paper relating to these commitments has informed this action plan. Implementation will now be taken forward through amendments to company law, led by the Department for Business, Innovation and Skills, and through: transposition of the Fourth EU Money Laundering Directive, which is currently being negotiated; amendments to the UK Money Laundering Regulations; and other relevant bilateral and multilateral agreements led by HM Treasury.

## Commitment 8

We will establish by 1 January 2014 a high level working group to ensure greater transparency and accessibility of police records in England and Wales. The group will explore the range of options for achieving this, including bringing police force records under legislative control, by adding police forces to the Public Records Act 1958, alongside other options that may not require legislation. The working group will report with a clear proposal and action plan by 30 June 2014.

### Supporting civil society organisations

The International Records Management Trust

### Timescales

The working group will report by 30 June 2014. If it supports the recommendation then it will propose a resourcing and implementation plan to ministers for consideration.

## Commitment 9

The UK government will promote the principles of transparency and accountability in all government-funded construction projects in the domestic and international arenas, including, in the period up until 2015:

- working with others in government and civil society to identify suitable projects for the application of the Construction Sector Transparency Initiative (CoST) in the UK
- using its bilateral and multilateral relationships to encourage the establishment of at least four new national CoST programmes in countries where the Department for International Development (DFID) is working

### Supporting civil society organisations

CoST, Integrity Action, Institution of Civil Engineers, Engineers against Poverty, Transparency International UK

### Timescales

The key milestones for this commitment are:

- apply CoST disclosure requirements on additional projects in the UK by 2015
- use government's bilateral and multilateral relationships to encourage the establishment of at least four new national CoST programmes by 2015 in countries where DFID is working



## Commitment 10

The UK government will:

- promptly publish all new primary and secondary legislation on [legislation.gov.uk](http://legislation.gov.uk)
- bring the revised versions of primary legislation on [legislation.gov.uk](http://legislation.gov.uk) up to date by the end of 2015 and keep them up to date subsequently
- make legislative data available in an open and accessible format to allow people to re-use content under terms of the UK's Open Government Licence

### Supporting civil society organisations

Involve, The Democratic Society

### Timescales

The UK government has set the goal of applying all outstanding legislative effects by the end of 2015. Metrics for the timely release of information against the various legislation are already set and year on year progress can be measured through collection and amalgamating the relevant data sources. Progress towards this is monitored as one of The National Archives' key performance indicators and reported on in its annual report to Parliament.



## Commitment 11

The UK government is committed to ensuring a strong legislative framework to encourage workers to speak up about wrongdoing, risk or malpractice without fear of reprisal.

### Supporting civil society organisations

Public Concern at Work, Transparency International UK

### Timescales

The changes that have already been introduced will be reviewed as part of the wider evaluation strategy for the Enterprise and Regulatory Reform Act. This is a five year plan and will draw conclusions by 2018.

The call for evidence will close on 1 November 2013. The UK government will then consider the responses, along with the report from the Whistleblowing Commission supported by Public Concern at Work to identify solutions.



## Fiscal transparency: helping citizens to follow the money



### Progress to date

Fiscal transparency is one of the eligibility requirements for countries looking to join the OGP and the UK government is committed to reaching the highest standards in this area. Fiscal transparency involves making financial information available to citizens throughout the governmental process – from transparency in taxes and revenues received, to transparency in how government money is used on contracts and service delivery.

The UK government is committed to transparency and opening major government projects to public scrutiny. In May 2013, the Major Projects Authority published

its first annual report which requires government departments to publish their performance ratings, actions to improve performance, and other information on the project every 12 months. Our vision is to provide accountability to UK citizens on the performance of its major projects to drive greater improvement in the way projects are delivered. It is hoped that year on year reporting will drive up the success rate even further.

“The Authority’s first annual report was a watershed moment. For the first time ever we disclosed an honest appraisal rating for each one of the government’s major projects. This transparency will help further drive up standards, ensuring the billions of pounds that we spend on projects are properly focussed”

Rt Hon Francis Maude MP, Minister for Cabinet Office

## Commitment 12

The UK government endorses the principles of open contracting. We will build on the existing foundation of transparency in procurement and contracting and, in consultation with civil society organisations and other stakeholders, we will look at ways to enhance the scope, breadth and usability of published contractual data.

### Supporting civil society organisations

CAFOD, Campaign for Freedom of Information, Compact Voice, Global Witness, Integrity Action, ONE, Open Knowledge Foundation, The Institute for Government

### Timescales

Over the next 12 to 24 months the UK government will:

- endorse, implement and champion internationally the Open Contracting Principles at the end of October 2013 and continue to assist in the development of a set of open contracting data standards
- subject to technical capability, enhance the scope, breadth and usability of published contractual data on the Contracts Finder system to include:
- build on the findings from a pilot programme by launching the new Solutions Exchange website during Winter 2013 for small and medium-sized enterprises to pitch innovative solutions to government outside of the formal procurement process, and for government to conduct informal pre-market engagement by providing greater transparency of the challenges and themes to which solutions are needed
- take steps to ensure transparency about outsourced services is provided

Governments around the world spend an estimated US\$9.5 billion every single year through contracts

in response to freedom of information requests, by encouraging the use and enforcement of contractual provisions to maintain the levels of transparency provided by the Freedom of Information Act 2000; revised guidance will be provided in 2014

- publish contracts using the local language where contracts are drawn up with overseas suppliers; we will consider what further steps can be taken to provide greater transparency of contracts to affected communities where additional language barriers occur

## Commitment 13

The Scottish government broadly endorses the principles of open contracting and commits to work with civil society and wider stakeholder groups to improve transparency in its procurement practices as part of our continuing programme of procurement reform.

### Supporting civil society organisations

Civil society organisations to be consulted in 2014

### Timescales

In 2014, the Scottish government will undertake external stakeholder engagement on the open contracting commitment. We will monitor the extents to which contracts are advertised through Public Contracts Scotland and compliance generally with the transparency elements of the Scottish Procurement Reform Bill and our wider procurement reform programme.

## Commitment 14

The UK government will show leadership in transforming the transparency of global development assistance by publishing information on official development assistance (ODA) in line with the International Aid Transparency Initiative (IATI) Standard, so that UK assistance can be tracked through the delivery chain.

### Supporting civil society organisations

Development Initiatives, Integrity Action, ONE, OpenCorporates, Publish What You Fund

### Timescales

The Cabinet Office and DFID will work together to ensure that UK government departments that spend ODA publish information in line with IATI by 2015.

In addition, DFID will:

- implement the Busan Common Standard on Aid Transparency, including both the Creditor Reporting System of the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee and IATI by 2015. This means making data available according to the internationally recognised standard in a format that is open, comprehensive, comparable and re-usable
- improve the accessibility of development assistance information by launching the UK 'Development Tracker' by the end of 2013. This will increase the level of detail of information available on DFID projects and expenditure, readable by use of a browser as well as providing data in open data files. We will also publish summary information in major local languages in a way that is accessible to citizens in the countries in which we work

- work with international donors and partner countries to better link development assistance data with partner countries' budget data, through the development of the IATI budget identifier, by June 2014. This will make it easier to understand and trace how development assistance is being spent in partner countries
- introduce approaches to improving the traceability of UK development assistance through a range of delivery chains by August 2014. This includes pilots with a number of private sector suppliers and CSOs by March 2014 and a requirement of IATI publication by the end of 2015 for all implementing partners
- continue to drive up standards in the quality of information we publish through incremental system changes, including maximising the potential of new technological developments and strengthening feedback mechanisms

### Being transparent about aid flows help:

- governments to better plan and manage the aid they receive
- citizens of developing countries to better understand what aid their country is receiving, so they can hold their governments to account
- citizens of donor countries to better understand how their taxes are being used to fight poverty in the developing world
- donors and development agencies to better co-ordinate their efforts. parliaments and non-governmental organisations in developing countries to track aid flows and ensure that aid is spent wisely

## Case study



The UK led work towards establishing an agreed common international standard for publication of aid data under IATI. Using this common standard means that information is easier to access, use and compare – so people have a better sense of who does what across all providers of development assistance. DFID was the first to publish information to this international best practice standard, and has played a central role in the success of the initiative, including through sharing lessons and influencing others to join. Now organisations responsible for around 90% of global ODA have committed to deliver IATI level transparency.

Using IATI data at country level is already bringing benefits, for example in the Democratic Republic of Congo (DRC) where the Ministry of Planning uses IATI data from DFID and others to manage and coordinate incoming development assistance. Use of IATI data significantly simplifies the process for transferring donor data onto government systems, reducing a day-long process into a 15 minute verification procedure. The DRC experience clearly shows that IATI can help increase the efficiency of data collection,

improve data accuracy and encourage consistency between donor and government systems. This enables more effective planning and increased impact from aid.

DFID is now using raw data provided to IATI to generate the information about UK aid spending on our new '[Development Tracker](#)', an online data platform with detailed information on DFID's activities across the globe. The Development Tracker supports traceability of development spending from donor to implementation, allowing full drill-down from country or sector to individual projects and expenditure, as well as more detailed location and results information. This should be supported by efforts at the recipient country level to ensure affected communities have access to aid information, including in the local language.

One way DFID is ensuring the views of affected communities are taken into account in improving the impact of development spending is through increased feedback from the beneficiaries of aid. For example in Kenya, DFID's Hunger Safety Net Programme – aimed at building up the livelihoods of over half a million poor people – has a beneficiary feedback mechanism built into its processes. The programme uses biometric smartcard technology to ensure assistance is received by the correct recipients, thereby minimising fraud. A complaints and grievance procedure gathers feedback from the beneficiaries, ensuring a responsive approach and a means for holding the government to account for providing services.

Source: Department for International Development (DFID)

## Empowering citizens: transforming the relationship between citizens and governments



### Progress to date

Getting people to exercise their democratic powers is essential to good open government. In the UK, even though 90% of the population who are able to vote are registered to do so, we can and want to do better to capture the remaining 10%. To help get those individuals who are not currently registered to vote on the electoral register the UK government is making £4.2 million available, for the period 2013 to 2014.

Getting people to vote is however only one way that citizens can influence the working of their government. Getting people to take a more active part in their local community to improve their local area and delivery of public services is also important. This is why in 2011, the UK government launched two community based programmes to empower citizens to get more involved in their local community. [Community First](#) has helped citizens come together through new and existing community groups to identify local priorities and strengthen existing networks so that they can plan for the future. To date over £14 million has been allocated to fund a range of projects. We have also provided training for nearly 2,000 [Community Organisers](#) to work in their local community to identify local leaders, projects and opportunities and support them to take action on the things that matter most to them.

## Commitment 15

NHS England will be improving the quality and breadth of information available to citizens to support them to participate more fully in both their own health care and also to better participate in the quality and design of health services.

### Supporting civil society organisations

Macmillan Cancer Support, Nuffield Trust

### Timescales

The key milestones for this commitment are:

- overarching clinical indicators – for ten new clinical areas (including cancer, children’s services, mental health and stroke), data will be made available to tell the public how well services are performing and meeting their needs (Summer 2014 with more available over the following 12 months)
- more clinician level data – building on the successful publication of surgeon level data from national clinical audits across ten specialties earlier this year, NHS England will extend the programme to new treatments and conditions (throughout 2014)
- General Practice information – new information about the quality of care provided by GP practice and associated health outcomes will be made available both as open data (Winter 2013)
- social care transparency – information about care services for around 10,000 care homes made available as open data in the Summer of 2014
- extending the Friends and Family test – the successful Friends and Family test programme that asks patients whether

they would recommend the hospital services they used to friends or family members will be extended to cover GP practices, community and mental health services in December 2014 and all other NHS services by the end of March 2015

- patients in control – newly developed Patient Centred Outcome Measurement (PCOM) tools will provide new insights into how well services for people with 20 different rare and complex conditions are meeting the needs of their patients
- better open data – to help people to locate and use data about health more easily NHS England, with the Health and Social Care Information Centre, will comprehensively review the way that data is made available through data.gov.uk. We will also increase the availability and accessibility of key reference data which is available as open data including geographical information (Summer 2014)
- by June 2014, clinical data from every GP practice will be linked to data from all hospitals providing NHS funded care through the care.data initiative

Our ambition is that by March 2015 General Practices will offer a range of digital services and everyone who wishes to will be able to:

- order repeat prescriptions and book appointments online
- view their own GP record, including test results, online
- have secure electronic communication with their practice

## Commitment 16

The UK government will demonstrate the potential of open policy making by running at least five ‘test and demonstrate projects’ across different policy areas. These will inform how open policy making can be deployed across the civil service.

### Supporting civil society organisations

Campaign for Freedom of Information, Compact Voice, Involve, The Democratic Society

### Timescales

A meeting during the Autumn will identify candidate projects, with each requiring approval from their department and ministerial structures before they can formally be included. A final list will be agreed by January 2014.

The development and learning from the projects will be shared via existing open policy making networks throughout the process. Those outside of government will be actively encouraged to comment on, and contribute to, progress. In early 2015, after the completion of the projects, the government will set out how it will embed the learning and successful approaches uncovered across the civil service policy profession.

Sciencewise – the UK’s national centre for public dialogue in policy making involving science and technology issues

## Commitment 17

The UK government will identify innovative and effective ways to engage the public in policy involving complex scientific and technological innovation through the Sciencewise Programme.

### Supporting civil society organisations

The Democratic Society

### Timescales

The open policy making commitments made by the UK government now provide an opportunity for Sciencewise to build on its experience in the very heart of government policy making. The Sciencewise commitments will commence in early 2014 with the aim of piloting and evaluating throughout 2014 and embedding during 2015.

## Commitment 18

The UK government will publish legislation in a draft format on GOV.UK whenever appropriate, in order to enable and promote public involvement and engagement in proposed changes to the law.

### Supporting civil society organisations

Compact Voice, The Democratic Society

### Timescales

The procedure and timescales for publishing bills in draft is set by the Cabinet Office’s Parliamentary Business and Legislation Secretariat and Parliament. At an early stage in the process of approving work on new legislation, the government will set out its commitment to publish a bill in draft on GOV.UK (or the reasons why publication is not appropriate in a particular case).

The effect of publication will be evaluated on a case by case basis. This will take into account levels of stakeholder engagement in policy development.

## Commitment 19

The UK government will ensure the OpenDataCommunities programme continues to free up the Department for Communities and Local Government (DCLG)'s evidence-base from literally thousands of disconnected spreadsheets, so that it can be quickly and easily discovered, combined and re-used over the web alongside related third party sources.

### Timescales

OpenDataCommunities is still largely in its formative stage, and driven by user demand for data, so it is difficult to provide precise milestones. However, in broad terms, the key outputs to be delivered by the end of 2015 will be:

- a robust, reliable and trusted source of DCLG data in fully open, accessible forms – with data content delivered according to user demand and priorities established under the NII and supporting strategies
- active, sustained and significant use of sources in OpenDataCommunities by local authorities, public sector agencies, voluntary and charity organisations, and the private sector. To be achieved through pro-active, targeted promotion and communications, working closely with users to capture and disseminate evidence of benefits achieved
- strong and effective partnerships with key national and local bodies, thereby maximising re-use of OpenDataCommunities' standards and best practices
- alignment of OpenDataCommunities with data.gov.uk, and new data visualisation and collaboration tools emerging on the single government domain – thereby

maximising opportunities for DCLG content to be combined with and re-used alongside related public sector sources

- development of OpenDataCommunities as the authoritative source for core reference data – ie supporting linking and joining of related datasets.

## Commitment 20

The UK government will transpose into UK law and implement European legislation on the re-use of public sector information early, delivering the obligation on public sector bodies to make their information available for re-use.

### Supporting civil society organisations

Campaign for Freedom of Information, Open Knowledge Foundation, Open Rights Group

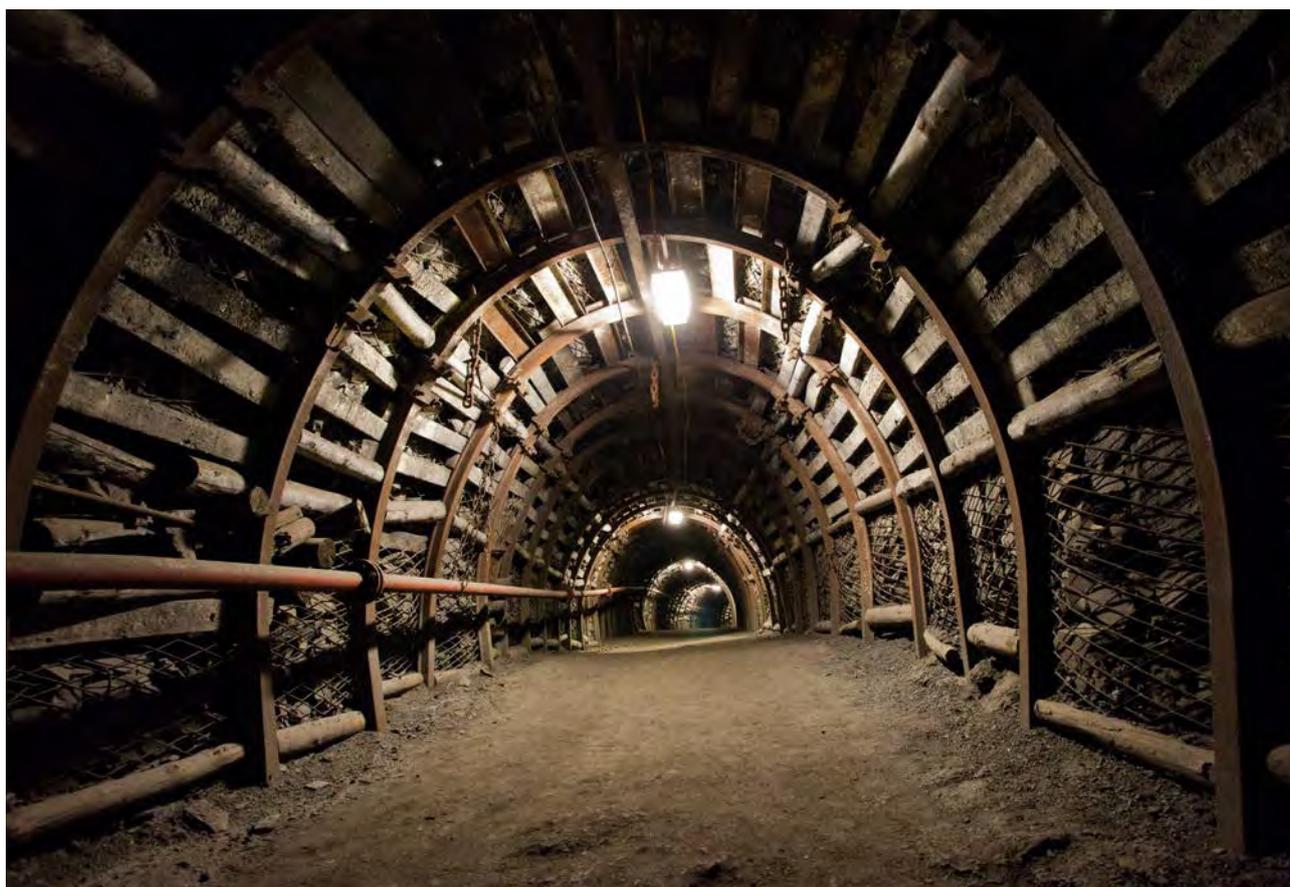
### Timescales

Public consultation on the legislation will take place in 2014. Accelerated delivery of the new mandatory framework for re-use is the goal to ensure that the UK meets its aims to remove unnecessary barriers to public sector information. Practical tools, guidance and an effective redress mechanism will be in place to support and meet this commitment.

“OpenDataCommunities is an outstanding example of how Open Data can be published, re-used and exploited to benefit a wide range of stakeholders. It supports extremely efficient data re-use and integration, and is a gold standard to which others should aspire”

Professor Sir Nigel Shadbolt, Chair of the Local Public Data Panel

## Natural resource transparency: ensuring natural resources and extractive revenues are used for public benefit



### Progress to date

The UK has been at the forefront of recent efforts to make the world's oil, gas and mining (extractive) industries more financially transparent and accountable. Citizens of countries rich in natural resources have often remained poor despite the large revenues generated from their oil, gas and minerals. These public assets are finite and non-renewable, so it is

crucial that these countries and their citizens receive a fair share of the proceeds, and that the money is used wisely for the public good. Developing countries' resource revenues have huge potential to support investment in infrastructure, health, education, social protection, agriculture, economic diversification and decent work, and to reduce dependency on aid.

## Commitment 21

The UK government will implement and internationally champion a global standard of financial transparency and accountability in the extractive industries (oil, gas and mining) on the part of governments and companies, in line with the principles in the G8 Open Data Charter.

### Supporting civil society organisations

CAFOD, Christian Aid, Global Witness, ONE, OpenCorporates, Open Knowledge Foundation, Publish What You Pay, Tearfund

### Timescales

The key milestones for this commitment are:

#### 2013

- the UK establishes an Extractive Industries Transparency Initiative (EITI) multi-stakeholder group
- the UK government consults on draft transposition legislation for the Accounting Directive

#### 2014

- the UK is formally recognised as an EITI candidate country
- the UK completes transposition of the Accounting Directive and accompanying guidance recommends that UK-registered extractive companies publish data in an open and accessible format

#### 2015

- the UK publishes its first EITI report and the multi-stakeholder group will have considered options to publish it in an open and accessible format
- UK legislation comes into force requiring UK-listed and UK registered extractive companies to publish data under the EU Accounting and Transparency Directives

#### 2016

- UK listed and UK registered extractive companies will start to publish data under the EU Directives in an open and accessible format

## Case study

### Zambia – EITI reporting uncovers leakages, leads to policy reforms

Zambia is an EITI candidate. Its first EITI report indicated that between 2005 and 2009, 50,000 Zambians employed in the mining sector were carrying a higher tax burden than companies operating in the country. If Zambia's tax revenues from mining had been scaled up to 5% of GDP, companies would have paid a further US\$8 billion in taxes between 2005 and 2009. The EITI revealed that the government had been following obsolete and opaque mining policies, with parliament excluded from contract negotiation and payment holidays approved for companies without

regard for the cost to citizens. This led to sector reforms, an increase in mineral royalties to 6%, and tightened regulations. Revenue transparency in Zambia has also helped to uncover financial leakages due to transfer mispricing and tax manipulation. Experts estimate that from 2005 to 2006, the Zambian treasury lost around US\$127 million in corporate tax and a further US\$292 million in mining royalties paid at a lower rate than the required 3%. The government has subsequently tightened its controls and, in September 2012, became the first country in the East African region to be declared EITI compliant by the EITI Secretariat.

Source: ONE ([www.one.org](http://www.one.org))

## Next steps

Now that the National Action Plan is published, the hard work begins to implement it. The partnership of civil society representatives and government officials has helped to strengthen the commitments that we have made. Now we want to extend and deepen these partnerships in order to ensure the effective delivery of the commitments.

Civil society has an important role to play in both partnering with government to achieve common goals, and to independently scrutinise the work of government and hold it to account. As such, we will work with civil society organisations to inform and support the implementation of the commitments, and to ensure that our progress is robustly assessed and does not lose momentum.

As is the case for all member countries, at the end of the first year of the plan we will produce a self-assessment of our progress. Our delivery against the commitments will be scrutinised by the Independent Reporting Mechanism. This dual self and independent assessment is a critical element of the OGP, ensuring that we have fulfilled our commitments. We will also work with civil society to expand the OGP UK Civil Society Network (the Network) so that it broadens its reach and becomes more representative.

We feel that we can go further by reporting regularly on progress on each of our commitments in order that people can see how we are doing, offer constructive feedback and help ensure that we succeed in implementing the commitments here. We will work with civil society organisations to ensure that our assessments are robust.

In addition, the Minister for the Cabinet Office will chair a meeting every six months with representatives from the Network and government officials to take stock and review implementation of the commitments in the National Action Plan.

During this time, we will continue to work with civil society and other stakeholders to identify common goals which will inform the UK's third National Action Plan.

Together with civil society, we will reflect on the lessons that can be learnt from this partnership and will look for other opportunities in which we can pilot similar ways of working.

## Annex A: OGP UK Civil Society Network

The UK OGP Civil Society Network is open to any representatives of UK civil society organisations to join, and is committed to increasing the membership of the network ever further.

The following organisations have worked with government to create this National Action Plan and the commitments within. Those organisations marked with an asterisk are signatories of the OGP UK Civil Society Network foreword.

Article 19*	Open Knowledge Foundation
Big Lottery Fund	Open Rights Group*
Big Society Capital	OpenCorporates*
CAFOD*	Oxfam*
Campaign for Freedom of Information*	Public Concern at Work*
Centre for Global Development	Publish What You Fund*
Christian Aid	Publish What You Pay UK*
City of London Bridges Trust	Save the Children
Compact Voice*	Social Enterprise UK
Construction Sector Transparency Initiative (CoST)	Tearfund*
Development Initiatives*	The Corner House
Engineers Against Poverty	The Democratic Society*
Global Witness*	The Institute for Government
Institution of Civil Engineers*	The International Records Management Trust*
Integrity Action*	Transparency International UK*
Involve*	
Macmillan Cancer Support*	
Nuffield Trust	
ONE*	