

APPSI Realising the Value of Public Sector Information

ANNUAL REPORT

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on Public Sector Information

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Abbreviations used in this Report:

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|-----------------|--|
| APPSI | Advisory Panel on Public Sector Information |
| DCA | Department for Constitutional Affairs |
| Draft SI | The draft Re-use of Public Sector Information Regulations 2005 |
| DTI | Department of Trade & Industry |
| EIR | Environmental Information Regulations 2004 [SI 2004 No. 3391] and Environmental Information (Scotland) Regulations 2004 [SSI 2004 No. 520] |
| FOI | Freedom of Information |
| FOIA | Freedom of Information Act 2000 |
| FOI(S)A | Freedom of Information (Scotland) Act 2002 |
| HMSO | Her Majesty's Stationery Office |
| IFTS | Information Fair Trader Scheme |
| OFT | Office of Fair Trading |
| OIC | Office of the Information Commissioner |
| OPSI | Office of Public Sector Information |
| Panel | Advisory Panel on Public Sector Information |
| PSB | Public Sector Body |
| PSI | Public Sector Information |
| PSI Directive | EU Directive on the Re-use of Public Sector Information (2003/98) |
| PSI Regulations | Re-use of Public Sector Information Regulations 2005 [SI 2005 No. 1515] |
| SCIO | Scottish Information Commissioner's Office |
| TNA | The National Archives |

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Introduction

I am delighted to introduce this second annual report of the Advisory Panel on Public Sector Information (APPSI). Once again, it has been an eventful and productive year for our Panel. A snapshot of the main events of the year is given in Appendix 1, while in the main body of the document we provide detail of some of our major initiatives and our current thinking. Readers who are interested in immersing themselves yet further in the work of APPSI are warmly encouraged to visit our website (www.appsi.gov.uk) which was redesigned and launched in May 2005.

APPSI is a Non-Departmental Public Body, established by the Cabinet Office in April 2003. In light of developments discussed in this report (Sections 3 and 4), our terms of reference have recently been revised and are now as follows:

- to advise Ministers on how to encourage and create opportunities in the information industry for greater re-use of public sector information;
- to advise the Director of the Office of Public Sector Information and Controller of Her Majesty's Stationery Office about changes and opportunities in the information industry, so that the licensing of Crown copyright and public sector information is aligned with current and emerging developments;
- to review and consider complaints under the Re-use of Public Sector Information Regulations 2005 and advise on the impact of the complaints procedures under those Regulations.

Formally, our Panel reports to Ministers annually. This is our report for 2004/2005.

The world of public sector information (PSI) has moved on remarkably since APPSI was set up. Most notably, the European Directive on the Re-use of Public Sector Information (2003/98) was adopted. This Directive resulted from a proposal by the European Commission in September 2002 for a minimum level of harmonisation across the European Union in relation to the re-use of PSI. It was intended that this would encourage more effective exploitation of PSI as an economic resource and stimulate Europe's information industries.

The implementation of the Directive in the UK, which was required by 1st July of this year, has been a main focus for our Panel during 2004/2005, working closely in this respect with the Office of Public Sector Information (OPSI). OPSI is the newly formed body, attached to the Cabinet Office, that has responsibility for co-ordinating policy

standards on the re-use of public sector information. Our work as a Panel is greatly assisted by OPSI with whom we work closely. OPSI provides our Panel with a Secretariat, designs and maintains our website, undertakes research for us and receives the advice that we offer them with good grace and serious intent. OPSI and APPSI do not agree on all points of principle and practice but OPSI upholds our independence and the relationship is a harmonious one. I am extremely grateful to the OPSI team for all their help and support.

While it is important that a non-departmental public body regularly refreshes its membership, this does inevitably mean that members of our Panel do periodically step down. This year, we were sorry to say good-bye to Toby Bainton, Stephen King, Howard Picton and David Young. Each contributed substantially to the work of APPSI and their presence around our table will be missed. I extend my sincerest thanks to them.

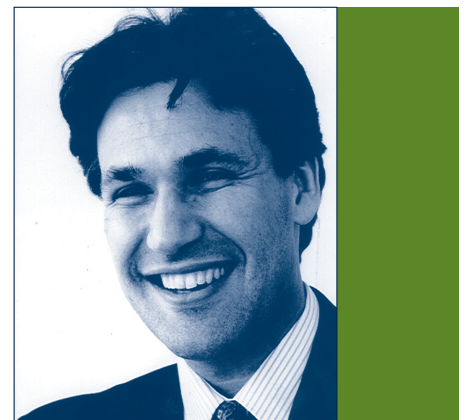
Work is under way to appoint four new members and I look forward to welcoming them to the Panel. They will join what I believe is an expert and affable team, a group of talented individuals to whom I owe much for their ongoing support and contributions.

I would like to express my particular gratitude to Peter Wienand, Deputy Chair of APPSI. I greatly value his input and encouragement.

Finally, I end this introduction on a financial note. Although our remit is wide, I believe we can still reasonably claim to provide value for money – the total cost to the tax payer of our various activities during our second year of existence was £70,373.



Professor Richard Susskind OBE
Chair
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1st June 2005





1 Key Messages and Recommendations

APPSI's work over the past year leads us to convey five key messages.

Awareness of the importance of PSI is still not high enough

We noted last year that, other than amongst government experts, digital content providers and information specialists, awareness of the potential impact of the re-use of PSI was very low. Despite the sterling efforts of OPSI in anticipating and implementing the PSI Directive, we are disappointed to report that, within the public sector, insight into and enthusiasm about the re-use of PSI remains minimal. To some extent, the Government's Freedom of Information (FOI) initiative may well have eclipsed work on the re-use of PSI in the past year. FOI has been well publicised and there is often some confusion about the overlaps between the FOI regime and the PSI Directive. In principle, they are distinct – FOI is about access to information, while PSI is about re-use. In practice, the two can easily be confused. It may be that, as FOI handling becomes established, there will be scope now to build on the success of that initiative. As our Panel recommended last year, the re-use of PSI can complement FOI and work to promote the two in tandem is still encouraged. In any event, awareness raising on PSI re-use remains a major challenge.

Recommendations

1. We recommend, first, that the Ministers overseeing the implementation of FOI should be briefed on the new regime for the re-use of PSI and on the value of PSI re-use and, second, that an update on the re-use of PSI should be provided regularly to these Ministers through an appropriate forum. In large part, the value of PSI will come to be fully recognised and exploited if there is direct leadership from the top. Our recommendation would be a first step towards such leadership.
2. We recommend that OPSI's programme for raising awareness of the re-use of PSI be more strongly supported across the public sector, both by Ministers and officials.

Government policy regarding PSI is becoming more coherent

We suggested last year that, while the Government is increasingly committed to maximising the value of PSI through re-use, the policies being pursued by individual departments did not always align with one another. We identified some conflicts here: for example, the Treasury's inclination to leverage PSI as a source of revenue or as a way of cutting costs often sat uncomfortably with the Cabinet Office's aspiration, as we saw it, of promoting the re-use of PSI to enhance the knowledge economy and the

quality and range of government services. There has been some progress in this area during 2004/2005 but much remains to be done.

One of our recommendations was that a joint working party be set up to bring the Department for Constitutional Affairs (DCA), the Department of Trade & Industry (DTI) and HMSO together on PSI matters. We are pleased to report that this has happened and we understand that their meetings are productive.

APPSI directly addressed the issue of coherence in our second annual seminar (in March 2005), entitled “Managing public sector information more coherently” (see Section 5). The National Archives (TNA) were represented at that event at a senior level and a solid relationship between TNA, OPSI and APPSI is being forged.

APPSI concludes that policy-making and thinking about the management of PSI at the centre of government is becoming more coherent. This still falls short of the single, cost-efficient, coherent long-term policy and strategy that we recommended last year but OPSI, DTI, TNA and DCA, for example, are recognising and managing the overlaps more effectively. However, some significant tensions remain, not least on the economic front – whether PSI re-use is, crudely, for the benefit of government, intermediaries or end-users remains unclear. Nor can this be settled until there is greater clarity about the government’s future intentions with regard to the commercial exploitation of PSI, as discussed below.

Where we sense that thinking and practice is insufficiently joined up is within departments and agencies and in local government. Public bodies should regard record keeping and document management, FOI and the re-use of PSI as a single management challenge. Feedback to our Panel is that, on the ground, public sector information management is instead rather fragmented.

Recommendations

3. Ministers should expressly address, or cause to be addressed, by establishing a working party for the purpose, the ongoing tension in government policy as to the way in which the value of PSI re-use ought to be realised. This tension should be explained in the briefing described in Recommendation 1.
4. We recommend that practical guidance be produced for public bodies to help them handle electronic record keeping and document management, FOI, PSI re-use (and more) as a single activity rather than a collection of discrete tasks. The production of such guidance would need to be a collaborative venture.

Government’s commercial exploitation of PSI still needs greater scrutiny

It may be recalled from our first annual report and from the findings of our first annual seminar that APPSI found it difficult to evaluate the Government’s approach to the commercial exploitation of PSI because, remarkably, there seemed to be little robust data about the actual or potential value of PSI or about the revenues and profits that the re-use of PSI actually yields within the public sector. Little has changed. We very much regret that our recommendations of last year, urging more systematic measurement and the establishment of benchmarks and targets for PSI re-use seem to have been given little priority.

Further, in the past year, some APPSI members have encountered a growing uncertainty about the economic models underpinning the trading funds – those public bodies that, in licensing PSI, are permitted to operate more like private sector businesses.

Recommendation

5. We recommend that the Government undertakes or commissions a sustained and detailed study into the economics of public sector information, including but not limited to the activities of those trading funds whose main business is the collection, maintenance and dissemination of PSI. In turn, we believe this work will require more rigorous measurement of PSI re-use than has been undertaken in the past. APPSI will produce a specification for this study.

PSI should be of value to end users as well as to intermediaries

When APPSI was first set up, much of the emphasis was on making sure that core public sector information was made available, under appropriate conditions, to intermediaries who could add value to it. A second more radical challenge has emerged and this is about information management and knowledge management on a very large scale across government. It is about ensuring that the valuable collective knowledge and experience (the “intellectual capital”) of public sector workers is captured and re-used. Today it is barely managed and is under-exploited. Knowledge has become disposable. More systematic recycling is required.

Recommendation

6. APPSI supports recent calls for a Government Minister to be given explicit responsibility for the proactive management of knowledge within the public sector. We encourage Ministers to identify one amongst their number to take explicit responsibility for this area.

OPSI continues to perform well

APPSI has been impressed with the professionalism and energy of the Office of Public Sector Information (OPSI). Working closely with DTI, OPSI has implemented the PSI Directive very effectively (as anticipated by APPSI in our recommendation in last year’s annual report that HMSO should be responsible for implementing and regulating PSI in the UK). They have conducted two consultation exercises, clarified and evolved PSI policy, overseen the drafting of the PSI regulations and, in recent months, done so during the rather difficult pre-election period. It is not clear to APPSI, however, that the work of OPSI attracts sufficient support from Ministers beyond the Cabinet Office. We recognise that PSI is not (yet) an issue of direct relevance to the general public but we do believe it is vital to the economy of our country.

Recommendation

7. We recommend that Ministers and senior officials across government are briefed regularly on the beneficial impact of PSI re-use and on the ongoing work of OPSI.
8. We recommend that OPSI considers producing an awareness-raising multi-media presentation on the re-use of PSI, which could be distributed widely on DVD and made available across the Internet.





During 2004/05, through discussion and reflection, our Panel has sought to identify and classify, in concise terms, the main trends in public sector information management over the last decade or so. It is clear to us that the Internet and other advances in information and communication technologies have brought about major change but there can be little doubt too, whether as cause or effect, that public officials' attitudes and public policy have shifted markedly.

PSI in Context 2

Before the 1990s, most government was relatively closed government - official information was made available, largely, on a need-to-know basis. But this changed in the 1990s, mainly, it seems, with the advent of the Internet. Suddenly, information could be shared widely and cheaply, and it could be put to work more effectively than ever before. And, in 1996 and 1997, the Conservative and Labour governments respectively stated their commitment to providing official information on the World Wide Web. Open government arrived.

APPSI believes that there are two types of open government. First, there is what we call *reactive open government*. A government of this type, when faced with a request for access to official information, will respond favourably. Freedom of Information legislation and the associated regime that is now in force, underpins the UK government's commitment to reactive open government.

In contrast, secondly, a *proactive open government* believes that an integral part of the job of government is to make as much information created in the process of governing available to the people as possible. Proactive open government is much more than meeting, more or less willingly, a request for access. Instead, it is regarding the provision, online, of official information as part of the very business of government. Withholding information is looked upon as exceptional and requiring justification.

APPSI believes that the UK government is currently moving from being reactively to proactively open. One sign of this is the drive to provide more useful and better stocked websites. Another is that, under the Freedom of Information legislation, all public authorities must maintain publication schemes which indicate what information will be made available proactively.

However, full proactivity will require a positive effort on the part of public authorities actually to maximise the value of their information. A vital step in this direction is the implementation, on 1st July of this year, of the EU Directive on the re-use of public sector information.



3 Response to Government Proposals for PSI Implementation

For the second year running, APPSI's work has been dominated by the impending implementation of the EU Directive on the re-use of public sector information (2003/98/EC) and, in particular, the need to respond to the UK's draft Re-use of Public Sector Information Regulations (the PSI Regulations), as published in December 2004.

In its response to the draft PSI Regulations, APPSI re-stated its wish for an enthusiastic adoption of the principles underlying the Directive, and effective implementation, whichever precise enforcement option was followed. It was pleased to note that the draft PSI Regulations adopted APPSI's suggestion for a third enforcement option, involving codes of best practice underpinned by an independent dispute resolution process. APPSI considers that, at this stage in the development of a UK regime for the re-use of PSI, this option remains more attractive than the alternatives, provided that any option adopted now is kept under review to ensure that it continues to meet the needs of all participants in the industry.

APPSI's view is that it would not be desirable to leave litigation as the only method of resolving disputes, given the high cost of court proceedings, which would almost certainly discourage some complainants from seeking clarification of matters where this was necessary. However, any dispute resolution process should be without prejudice to any party's right to seek relief in the courts, which would remain appropriate in high value or evidence-intensive cases. Any alternative dispute resolution process should offer the doubly beneficial result of providing a cost-effective method of resolving disputes, while allowing information about such matters to be published, thus feeding into the development of best practice.

APPSI strongly agrees that guidance to best practice should be provided to assist all those holding and re-using PSI, but that any such guidance should go beyond a requirement for minimum compliance, and promote an over-arching presumption in favour of allowing PSI to be re-used in the development of value-added information products and services. Best practice should, in this context, be defined in terms of the ways in which public sector bodies can meet these policy objectives, and go beyond minimal compliance. APPSI acknowledges that the Directive is concerned with re-use rather than access, but takes the view that the benefits to the economy of a vibrant information industry will not occur without *both* an effective access regime *and* a proactive re-use regime.

In particular, one key area where ‘best practice’ guidelines would be very helpful in due course – and which APPSI believes should be an early focus for work – is charging. It is certain that a proportion of complaints in respect of non-compliance with the Regulations will relate to the level and transparency of charging. APPSI notes the difficulties that the Office of Fair Trading (OFT) has encountered in obtaining and then analysing pricing information for the purposes of the Competition Act 1998. Under the proposals, APPSI pointed out that it would not have the resources of the OFT to analyse this data, and so it would be essential that, at an early stage, common principles and practices were adopted (building on existing materials such as HM Treasury’s ‘Charges for Information: When and How’ guidance of July 2001) to make charging transparent and susceptible to relatively rapid analysis. Clearly, there may be cases where OPSI or APPSI will have to tell applicants that their complaint should be directed at the OFT (or even the courts) and not APPSI.

The other key point underlined by APPSI in its response to the proposals was that the dispute resolution process itself must be seen to be independent and effective.

APPSI does not consider that the central role of OPSI in handling complaints necessarily affects the independence of the process, simply because OPSI is attached to a government department. OPSI’s independence will be demonstrated if its handling of matters is, and is seen to be, impartial. The proposals already provide that complaints concerning HMSO’s licensing of data may be made directly to APPSI, and it is of course open to any complainant to seek a review of OPSI’s recommendation by APPSI (further details about APPSI’s role are discussed in Section 4). Nevertheless, APPSI also considered that there was scope for allowing OPSI and the Chairman of APPSI to agree that in exceptional cases a complaint concerning non-compliance with the Regulations might be referred direct to APPSI, provided that the applicant made the case for it.

In terms of effectiveness, APPSI acknowledges that one possible cost of ensuring that any process is quick and inexpensive is that the determination will not be binding – because it does not involve the rules of evidence and procedure attendant on a judicial style process or on being a tribunal (although this does not preclude any applicant from agreeing with the public sector body in question to be bound contractually by the determination). The freedom of action of the courts in subsequent legal proceedings could surely not be constrained (for example, by giving any presumptive or quasi-presumptive status to the decisions of APPSI). This underlines the point that if APPSI’s decisions are to have an authoritative status, this will have to be earned, and this in turn underlines the importance of independence and of adequate resourcing to ensure complaints receive due and proper attention.

APPSI gave consideration to whether there were other candidates that might be suitable for the dispute resolution role. Short of establishing a new body, which has greater cost implications, the alternatives appear to be the offices of the Information Commissioners and/or the OFT. APPSI believes that this question should be reviewed at some point in the future. Currently, however, APPSI takes the view that OPSI has a wide experience of the subject matter and a remit which other bodies cannot presently match, and which would take some time to develop.

Other points made by APPSI in its submission were that:

- the costs of assembling OPSI's expertise in the economics of PSI and of providing a secretariat and other logistical support to APPSI should be adequately provided for;
- public sector bodies should be urged more strongly to use the Click-Use Licence and standardised licences in general, as these lower costs, simplify the arrangements for re-users and will, incidentally, make the task of OPSI and APPSI easier in handling any complaints;
- the Information Fair Trader Scheme (IFTS) should be more strongly promoted – APPSI views the IFTS as one of the essential tools in the armoury of implementation of the Directive as well as an important element of the Government's information management policy; and
- in principle it would be highly desirable, on grounds of efficient data management and cost-effectiveness, for information asset registers (IARs) to complement the publication schemes which have to be adopted and maintained under section 19 of the Freedom of Information Act 2000 (FOIA) and under sections 23 and 24 of the Freedom of Information (Scotland) Act 2002 (FOI(S)A): APPSI would hope that as time goes by there will be increasing convergence of the underlying database systems and metadata, while acknowledging that the requirements for FOI and PSI re-use do, in some cases, diverge.

APPSI has signalled that the following points should be kept under close review following implementation of the Directive in the form proposed in the draft Regulations:

1. whether the non-binding nature of APPSI's determinations is a factor dissuading applicants from appealing to it;
2. the overall level of demand for any dispute resolution process;
3. the convergence, or divergence, in the origins and treatment of disputes arising under the various different strands of information regulation, notably FOI, EIR, PSI and data protection;
4. whether, in light of any conclusions drawn from a review of the above points, candidates other than APPSI might be suitable for the dispute resolution role.



From 1 July 2005, APPSI is to assume a new role – that of considering certain complaints, and reviewing recommendations of OPSI, that arise under the Re-use of Public Sector Information Regulations 2005 (the Regulations).

The Regulations form part of the UK Government’s actions to implement Directive 2003/98/EC of the European Parliament and Council on the Re-use of Public Sector Information. The Regulations establish a framework for the effective re-use of public sector information based on principles of fairness to both the public sector and re-users. A public sector body (PSB) that creates or produces information must operate in a manner that is transparent, non-discriminatory, consistent, and in line with established best practice. PSBs are also required to have procedures in place to deal with complaints.

The Regulations introduce the category of “complainant” - any re-user or potential re-user who wishes to make a complaint about non-compliance with the Regulations by a PSB. The complainant can be a public or private sector body or an individual. If a complainant is not satisfied with the PSB’s response, the complainant, under the Regulations, may refer the matter to OPSI. Generally, OPSI will only examine cases once the PSB’s internal complaints process has been exhausted.

Where either party is dissatisfied with the conclusions reached by OPSI, they may request that it be reviewed by APPSI. A specially constituted board of APPSI (the Review Board) will consider eligible complaints. Additionally, where a complaint relates to the licensing of Crown copyright undertaken by Her Majesty’s Stationery Office (HMSO) or the Office of the Queen’s Printer for Scotland (OQPS), the complainant may refer the complaint directly to APPSI. In exceptional circumstances, parties may request that a complaint is dealt with directly by APPSI, thus bypassing OPSI. In such an instance they will need to justify this request to the Chair or Deputy Chair of APPSI. It is expected that unless OPSI has been involved in some capacity then the complainant will be directed in the first instance to OPSI.

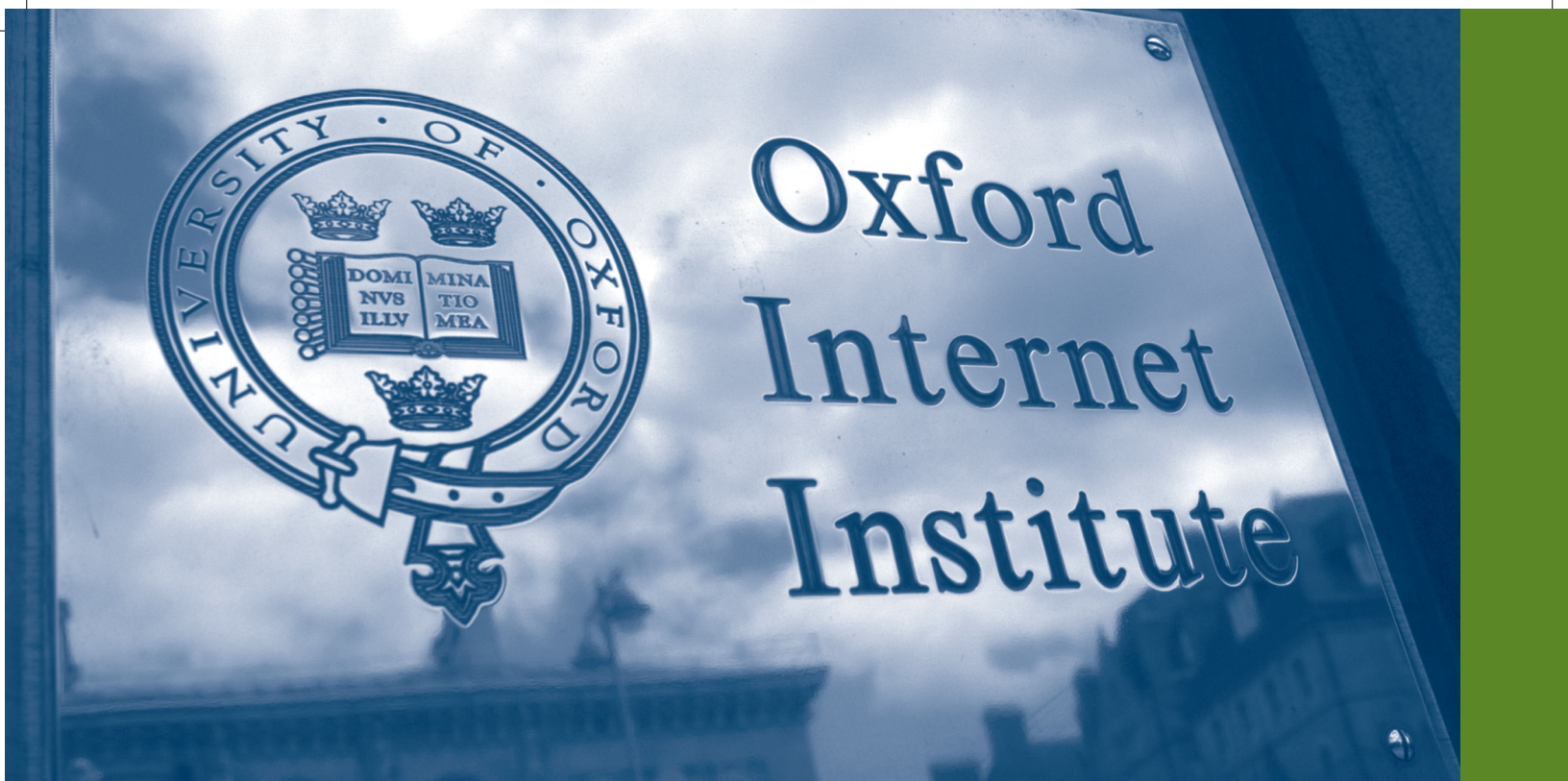
We have recently finalised procedures to govern our new role. It represents a substantial development of APPSI’s responsibilities and is reflected in the new Terms of Reference for the Panel (see the Introduction to this report). APPSI will now take a more active role ensuring that public sector information is re-used openly, fairly, transparently and consistently. However, it will continue to carry out its main and distinct function of providing useful and timely advice to Ministers and officials.

A new role for APPSI 4

APPSI came to take on this new role as a result of responses to the consultation exercises HMSO undertook in relation to the UK's implementation of the PSI Directive (also see Section 3). The second consultation closed on 18 March 2005. With the support of respondents, HMSO recommended that APPSI take on the new responsibilities under the Regulations. As a non-departmental public body, drawing its membership from across the public, voluntary and private sectors, APPSI was thought to be able to convene objective and expert boards to review contentious PSI issues.

It is not possible at this stage to know or even guess as to the likely workload of complaints or reviews that APPSI might face in the coming year and beyond. On one view, the new regulations will take some time to bed down and there will be few complaints while intermediaries, end users and public sector bodies feel their way. Another view, however, is that a number of contentious test cases might be driven through the system quite rapidly. We must wait and see. In the event of a substantial number of complaints and requests for review, it is open to the Chair and Deputy Chair of APPSI to co-opt appropriate individuals from beyond APPSI onto Review Boards.






On 17 March 2005, APPSI held its second one-day seminar on crucial issues surrounding the re-use of PSI. As last year, it was hosted by the Oxford Internet Institute (OII) and attended by academics and representatives of the public and private sectors as well as members of APPSI.

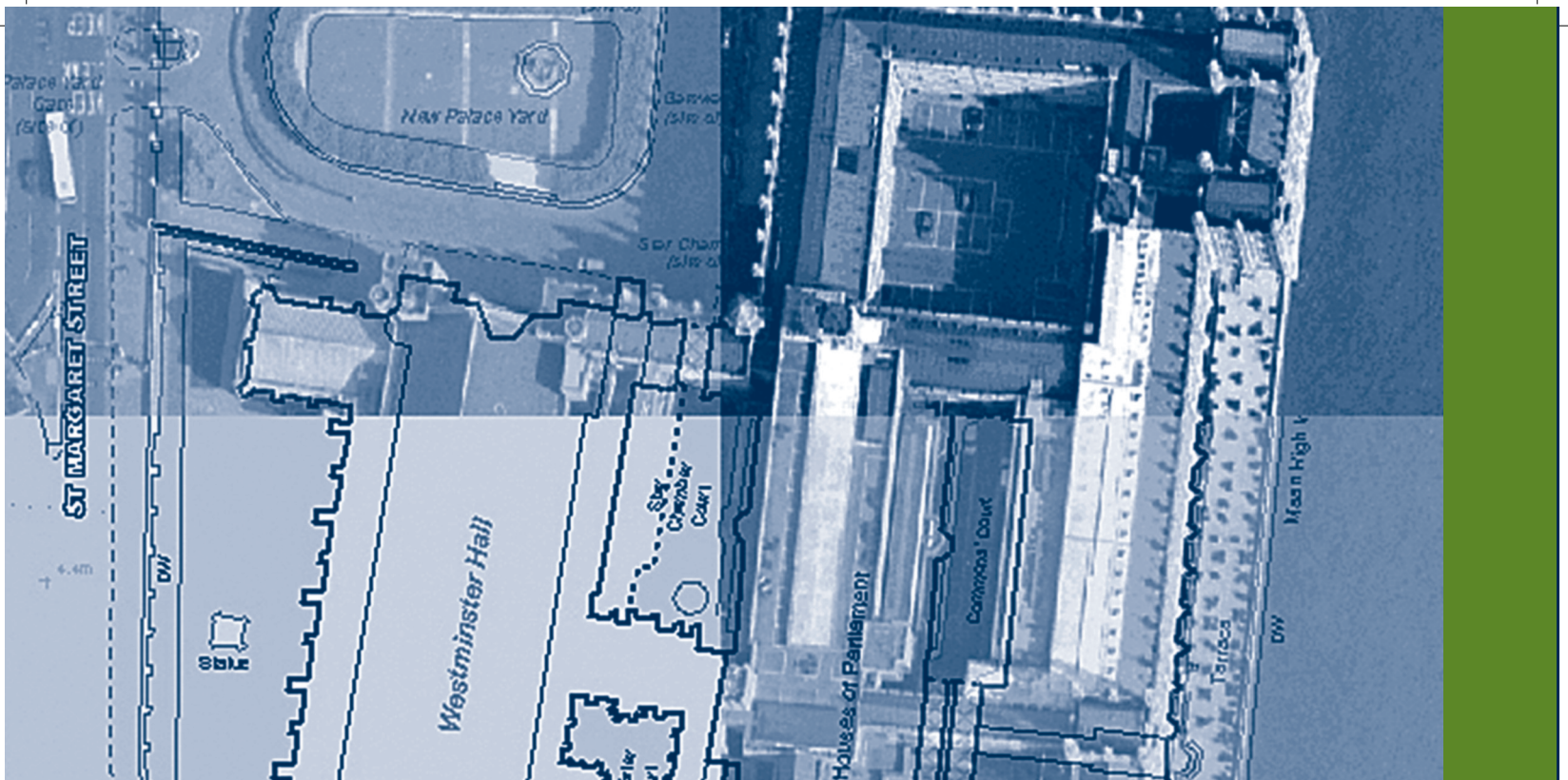
The following are some selected highlights of the seminar:

1. Carol Tullo, Controller of HMSO, set out the emerging role of her unit and its transition to OPSI. The new name would reflect its new role across the wider public sector. It was explained that the legal and statutory obligations of HMSO would continue but the new office would also support and guide organisations implementing or exploiting the Public Sector Information Regulations 2005.
2. Michael Clark, an expert member of APPSI, gave a presentation asking “who pays for PSI”. He began by criticising the view that strict enforcement of copyright laws was responsible for the parlous state of Europe’s information industry compared with that of the United States. Europe, he argued, had always lagged behind the US in this area. Whether the tax payer or the user should pay for PSI, he noted that citizens had a right to free access to information that affected their lives but exploitation for commercial purposes might just as rightly incur a fee; the tax-payer, he suggested, should pay for what is good for all but extra costs arising from adding value should be paid for by those who profit. If HM Treasury’s policy was “who benefits pays,” he suggested we ask “who benefits?”
3. The interplay of Freedom of Information (FOI), Environmental Information Regulations, Data Protection and the re-use of public sector information was discussed. FOI conveyed the right to have access to information but did not then entitle one to reproduce that information; copyright still applied and a licence was still required, rules for which were enshrined in the PSI regulations. Delegates expressed ongoing surprise that organisations as a matter of course list their physical assets but do not always list their intellectual assets. One approach would be to combine FOI Publication Schemes with information asset registers so that people could easily view what resources organisations had available for re-use.

Second Annual
Seminar –
Managing Public
Sector Information
More Coherently

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4. Paul Boyle of the Department for Constitutional Affairs said that it was estimated that in England and Wales approximately 100,000 bodies were subject to the FOI Act. Some had struggled with the nature and complexity of requests in the first few months and with the 20 day deadline, but in general compliance had been good. It was noted that the easiest and simplest way to ensure compliance was proactively to publish material online, thus negating the need for FOI requests.
 5. Michael Batty, also an APPSI expert member, discussed Grid Computing: at the most basic level, being able to 'plug in' to computing power to utilise as much or as little as required at a metered fee, in the same way as one plugs into the power grid and accesses however much electricity one requires. Delegates then discussed the more complicated issues that arose if one could similarly plug into intellectual resources: accessing and re-using (for example) parts of datasets, documents or knowledge assets. Entirely new approaches to charging would be required. This discussion led APPSI members to commit to table a paper at the next APPSI meeting and discuss the issue further. A distillation of the resulting paper appears as Section 6 of this report.
 6. A note of caution was sounded that complete coherence in policy on PSI was an aspiration rather than a realistic outcome. The silo mentality was still in existence across the public sector and while it might be lessened there would always be a degree of conflict between policies arising from different departments, agencies and bodies.
 7. John Angel, Chairman of the Information Tribunal, provided an outline of the Tribunal's role. This was of particular interest to APPSI because of APPSI's emerging role in reviewing complaints under the PSI regulations (see Section 4). The Information Tribunal, amongst other responsibilities, hears appeals arising from the FOI Acts and its experience was useful to APPSI as it considered its own rules and procedures in reviewing complaints.
 8. The rapporteur for the day, Professor William Dutton, Director of the Oxford Internet Institute, reviewed the day's thinking. He highlighted the ease of use of information and also a frequent lack of faith in content. Organisational issues and the approach to PSI in the UK, he concluded, impeded commercial exploitation. If this were to be rectified, public sector priorities and commercial sector business models would need to be changed.



Grid Computing and PSI 6

During 2004/05 APPSI members debated many issues that will impact on the development of access to and re-use of PSI. One issue raised at the second annual APPSI seminar was the potential impact of grid computing.

Grid computing harnesses the power of a decentralised network of computing power in a co-ordinated way, using the power of computers connected across a large geographical area. It has recently moved from the concept stage through the prototype stage to a state where limited grid computing is a reality.

At the seminar, three main types of activity were identified (see section 5):

- Access to data – databases at remote locations are accessed seamlessly without the user needing to know where the data is held;
- Computation – users access significant computing power provided through the grid without having to negotiate independently for access;
- Solutions – effective management of the grid can deliver to users a wide range of solutions that they would otherwise be unable to access.


The technical principles are clear and many supporting services are being developed to meet user needs. However there are also many other issues to be resolved, including how to license and charge for data and services provided by the grid to intermediaries and end-users.

The seminar stimulated ongoing thought within APPSI. This section considers some of the issues and is presented as a series of thoughts that should stimulate ongoing debate and lead to the development of effective solutions.

Within the public sector, many data and information suppliers already follow Treasury and HMSO guidelines, the principles of the Information Fair Trader Scheme, and the Regulations covering the re-use of PSI. The emphasis of these policies is that charging policies should be transparent, and that all customers are treated fairly and consistently.

In summary, government guidance from HMT and HMSO on charging for government information states that:

Public Sector bodies covered by the Directive will be required to be transparent and open about the terms of re-use they offer and any re-use fees they charge. Where licences are required, standard terms and conditions should be applied.



In a stable information trading environment, where there is commonality in the re-use of information by public and private sector bodies alike, this guidance can be applied without difficulty. However, the information market is developing rapidly, and was doing so, of course, even before the impact of grid computing. APPSI is clear that the rapid development of grid computing and similar technologies will proceed very quickly and thinks it unlikely that the HMT Fees & Charges guide, or the principles of consistency of terms and conditions across the board, will be able to keep pace or remain appropriate. This raises important issues for all concerned.

Activity that adds value to public sector information is becoming more innovative by the day and the charging mechanisms for one application are not necessarily appropriate to another, although everyone is clear that similar applications require similar charging policies. This rapid change in the marketplace makes it very challenging for public sector information providers to keep pace. There are also requirements for price lists to be published and to be cost-oriented. Some public sector information providers argue that it should be acceptable simply to list the factors that are taken into account when calculating prices. This view is challenged by some commercial publishers, who may use the PSI Regulations to seek detailed numbers, justifying a particular pricing scheme.

The advent of grid computing will increase the challenges on public sector providers to develop pricing and licensing mechanisms that keep ahead of market demands and sustain the quality and service elements of PSI. APPSI believes that there will be a need for the kind of model envisaged by grid computing. There will come a time, very soon, when some PSI providers will have to make their databases available 24 hours a day, 7 days a week, so that all end-users and intermediaries can access individual features and associated data attributes on demand, rather than perpetuating the current approach of providing predefined packages of information. APPSI can see this concept developing rapidly to the grid concept whereby users access a wide range of government data and information sources without necessarily knowing where the data resides. Indeed, the data could be held on databases anywhere in the world with the software integrating the various data sources into a single data or graphic supply to the end-user.

The vision may seem rather fanciful at this stage, but there is little doubt that it will come to be in the future. The pricing and licensing challenges are clearly significant; in particular the concept of the grid, focusing on supply of individual objects or features or data elements rather than total supply of data within a geographic area or other predefined bucket, will require pricing and licensing structures at the feature, object or attribute level. Some users will be dipping in on a very infrequent basis and will only wish to embrace a transactional model. At the other extreme, heavy users will wish to pay a subscription that gives unlimited access. The spectrum of needs will mirror the current situation where internet users can adopt charging models on a spectrum from Pay-As-You-Go internet access to Always-On Broadband access with varying charges for bandwidth.

It is almost certain that there will also be a debate about the spectrum of rights to use the information that will be available over the grid in the future and different users will wish to have different rights.



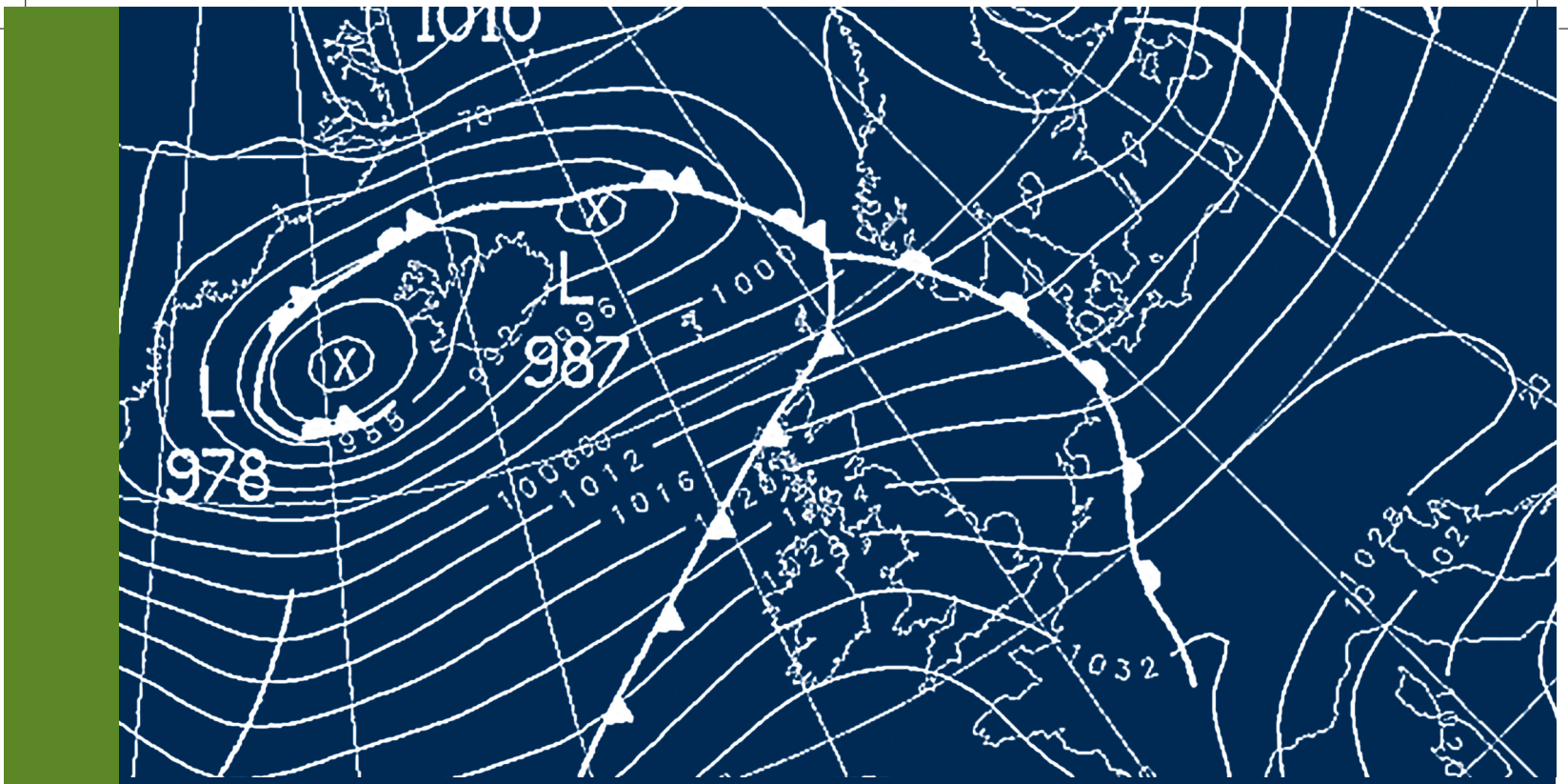
The experience of leading PSI providers today is that the current practice of pricing per unit of information already illustrates some of the challenges that will arise more often in future.

One information provider in the public sector which is required to generate a return on capital employed currently has three models:

- Charging private sector information providers for whom the overheads of setting up a contract are spread across a fairly large volume of data (and they have a fairly high minimum charge). Volume discounts are also available. There are a limited number of such providers;
- Offering individual users the opportunity to pre-pay for a number of accesses;
- Combining information access charges with charges for a wider service to end-users.

None of these models will work well within a grid computing environment and the challenge is to develop a fair and equitable policy that encourages re-use of public sector information and sustains its fitness for purpose over time. Many customers recognise the need for sustainability of quality but argue that a one-size-fits-all pricing and licensing policy is not realistic in a constantly changing world.

APPSI believes that there will be different charging models proposed by different suppliers depending on their need to generate revenue from their information. System integrators, application developers and telecommunications companies will no doubt be seeking returns as well. There will continue to be debates about charging models for data collected within government. Application developers and system integrators will have to recoup their investments and will undertake research into appropriate charging models for end-users. Active co-operation between information providers in the public and private sectors will be vital in designing and enhancing the right charging models for use with grid computing.



7 Other jurisdictions

At the request of APPSI, the secretariat has been looking into public sector information policy, and the implementation of Directive 2003/98/EC of the European Parliament and Council on the Re-use of Public Sector Information (the Directive), in other EU member-states. It is envisaged that in future the examination of PSI policy will be extended to non-EU jurisdictions. In this section, we offer a summary of some of the findings.

Public Sector Information Policy

The secretariat has produced reports on four EU member-states: Sweden, the Netherlands, France and Germany.

It was hoped by many in the EU that **Sweden's** entry into the EU in 1995 would promote the open government agenda of freedom of access and re-use of information. Yet in Sweden the concern was rather that EU regulations would roll back Sweden's two hundred year tradition of freedom of information (FOI) – so much so that special provisions were written into Sweden's accession document to protect its constitution. The Freedom of the Press Act 1766 defines a public document and sets rules on access and re-use and the basis for charging for copies. Nonetheless copyright is retained on public documents and re-users must make arrangements with the public sector body (PSB) if they wish to exploit the document. Swedish Government agencies may only sell goods and services with a specific mandate; some trading funds have been created. The Government has not yet implemented the Directive because it feels that Sweden is already in compliance; a website dealing with these issues is due to be established by August 2005.

In **The Netherlands** there is also a strong basis of FOI. "Basic information of the democratic constitutional state", the basic rules and regulations that underpin Dutch society and which is essential for the citizen to function, are freely available. These include laws, treaties, decisions by international organisations or by the courts, and so forth. No copyright is retained on "basic information", which is made available at marginal cost. Separate from this "basic information", most other Government, but not wider-public sector, documents are covered by the Act to Promote Open Government (the Dutch FOI Act). Though the information may be used in any way the requestor sees fit, it does not vitiate copyright, database right or other restrictions. Licences are still required to reproduce some documents. The creation of information asset lists is encouraged. Any information that does not fall into either of the above categories should also be made available, but PSBs are free to charge or set restrictions on what can be done with it.

Like the other members, **France** has its own definition of what it calls “Administrative Documents”. PSBs are obliged to provide access to the documents and compliance is overseen by the Committee of Access to Administrative Documents. Copyright is retained on administrative documents and there is no right to reproduce these documents or utilise them for commercial purposes. However, France is seeking to revise the law to comply with the Directive and also recognises that the Directive goes beyond documents covered by its current law. Indeed, implementation of the Directive is only part of a broader reform process concerning data access and re-use, as well as the electronic dissemination of documents. The right to re-use information will not be automatic; a licence will still be required and fees may be charged to cover marginal costs and even the costs of maintaining databases and other sunk costs.

The **German** constitution mandates that the primary locus of Government information is at the State (Lande) rather than the Federal level, though in practice this is not always clearly defined. The right to access and re-use information is so far only enshrined in law in Berlin, Brandenburg, Nordrhein-Westfalia and Schleswig-Holstein, though there are plans to extend this to other states. Federal legislation on access and re-use was being drafted but was not in place by the 1 July 2005 deadline set in the Directive.

The full reports on these countries are available at: www.appsi.gov.uk/reports/research.htm. Reports on other countries will be added periodically.





Future work

Looking ahead, we anticipate that APPSI will focus on the following projects and initiatives in the coming year.

Raising awareness of PSI

Working closely with OPSI, we are committed to raising awareness of PSI: both of the new Regulations and their implications for public sector bodies, intermediaries and end users; and, more generally, of the great value of PSI to the UK. Through conference appearances, published articles and regular meetings, our intention is to increase insight into, and enthusiasm about, the exploitation of PSI. We aim also to meet with senior Ministers and officials to explore their perceptions of PSI and to expose them to our thinking as well as our hopes and concerns. As we speak to interested parties about PSI, we intend to listen attentively to views about the efficacy of the new Regulations in action. Under this heading, we will also continue our ongoing work on the production of an introductory pamphlet on realising the value of PSI.

Case studies

One way in which awareness of PSI might be raised would be through the development and distribution of case studies. We have in mind practical, punchy summaries of ways in which PSI has been re-used to good effect, whether by public sector bodies, intermediaries or end users. Such case studies could usefully reflect different business models that have been adopted by those seeking to re-use PSI. It is likely to extend beyond the resources of APPSI to undertake the case studies ourselves but, at the least, we intend to specify what these case studies might look like, how they would be compiled and how they might best be made available, both to interested parties and to those who should be interested.

Reviewing complaints

As discussed in Section 4 of this report, from 1st July 2005, APPSI is assuming a new role – most notably, when a party is dissatisfied with a recommendation made by OPSI in relation to a complaint under the PSI Regulations, they may request that it be reviewed by APPSI. A specially constituted board of APPSI (the Review Board) will then consider an eligible complaint. It may be, therefore, that some APPSI time will be devoted in 2005/2006 to reviewing such complaints. That said, we do not know how many, if any, requests for review will be made to APPSI in this way but we will be preparing ourselves for such reviews.

How other countries manage PSI

We will continue to commission and evaluate research papers on the practices and experiences of other countries in relation to PSI. We will monitor the way in which other EC countries implement the PSI Directive. However, while we have encouraged research into European countries until now, it may be helpful in the coming year for us to extend our area of inquiry into non-European countries.

Responding to consultations and to emerging legal developments

We will hold ourselves in readiness to respond to any consultations (from the UK government or the EC, for example), that bear directly on our work and our fields of expertise. This is one important way in which the views of APPSI can be expressed. We will also continue to monitor any legislative and related developments, in the UK and Europe, which might bear directly on the re-use of PSI (for example, the proposed directive establishing an infrastructure for spatial information in the Community (INSPIRE), as presented by the European Commission in July 2004).

Specification of a study on the economics of public sector information

Further to our fifth recommendation in Section 1 - that the government undertakes or commissions a sustained and detailed study into the economics of public sector information - APPSI will produce a specification for that study.

Third Annual Seminar

Given the success of the first and second annual seminars (the first was on the economics of PSI, while the second focused on managing public sector information more coherently), it is intended that a third seminar will be held in March 2006. The annual seminar has established itself as a helpful way for a significant number of Panel members to reflect, in a more extended way than is normally possible in our ordinary meetings, on a crucial and complex issue in the PSI field. The seminars are greatly enhanced by the participation of relevant and expert colleagues from other public sector bodies and from the input of invited academics. The topic for the 2006 seminar is yet to be determined but is likely to be one which emerges from our ongoing work as one that merits separate and sustained attention.

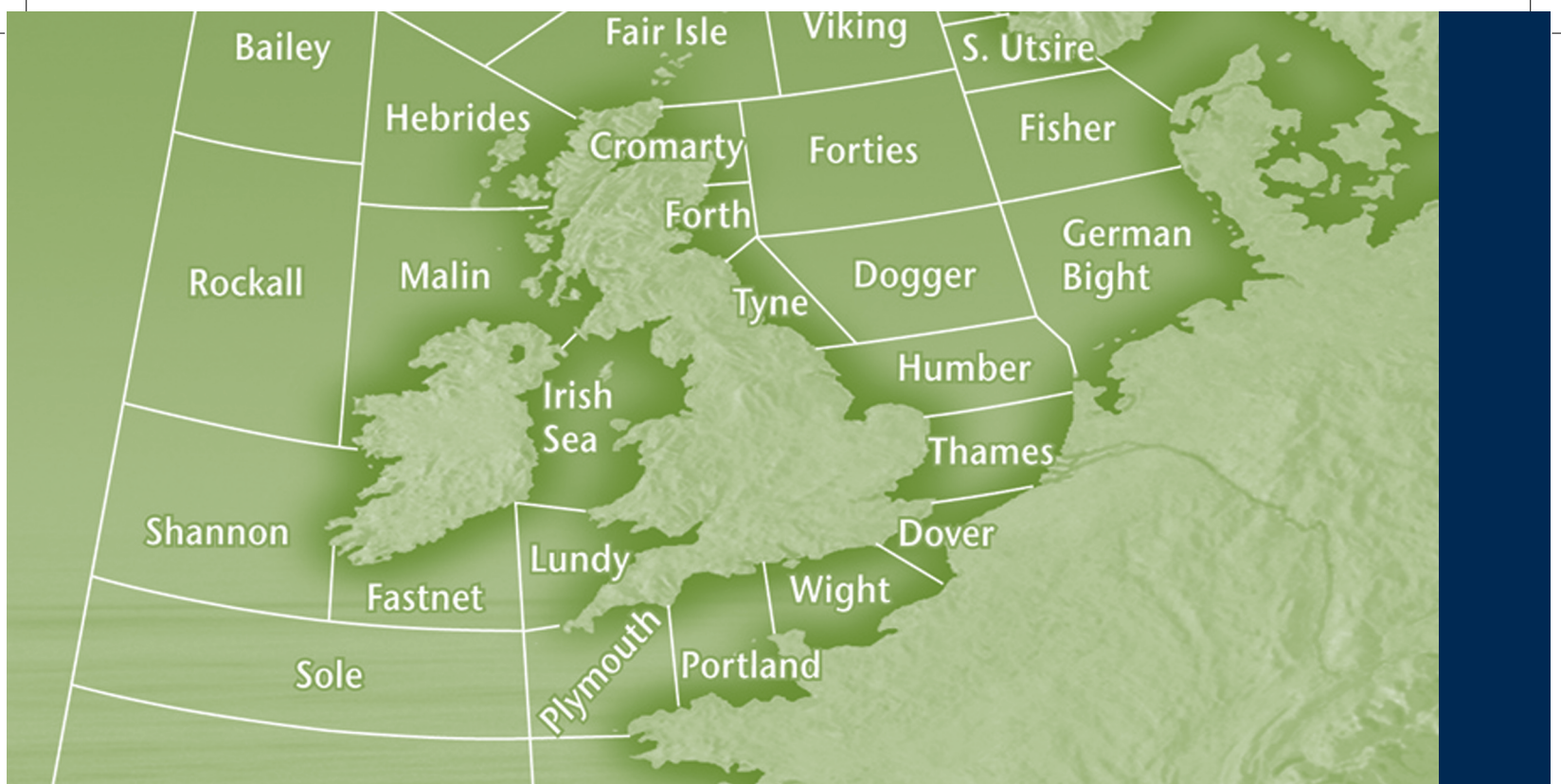


Appendix 1 - Highlights from 2004/2005

- 4th APPSI meeting – April 2004
- beginning of preparation of 1st annual report
- chair: meeting with Professor Lessig about Creative Commons and PSI - June 2004
- chair: attendance at HMSO workshop on best practice and the PSI Directive - July 2004
- publication of 1st annual report - July 2004
- chair – column in *The Times* on 1st annual report – July 2004
- 5th APPSI meeting – September 2004
- chair: meeting with Permanent Secretary, DCA – September 2004
- appointment to APPSI of representative of Local Government – September 2004
- deputy chair: presentation at AGI Conference - October 2004
- chair: presentation at BAILLI 5th Anniversary Celebration – November 2004
- chair: presentation to UCL Constitution Unit – November 2004
- chair and deputy chair: meeting with Minister (Ruth Kelly) – December 2004
- beginning of formal planning for 2nd annual seminar – December 2004
- 6th APPSI meeting – December 2004
- chair: meeting with Scottish Minister for Finance and Public Service Reform – December 2004
- chair: meeting with Scottish Information Commissioner – December 2004
- chair: column in *The Times* on open government – January 2005
- APPSI Secretariat produce Update on current status of implementation in European Union member-states – January 2005
- APPSI Secretariat produce report on PSI policy in the Netherlands – January 2005
- Extraordinary APPSI meeting: to discuss response to PSI proposals – January 2005
- APPSI Secretariat produce report on PSI policy in France – February 2005
- 7th APPSI meeting - February 2005
- chair: presentation at TSO conference on strategies for publishing – March 2005
- 2nd annual APPSI seminar, Oxford - March 2005
- chair: redesign of APPSI website – March 2005
- deputy chair: submission of response to PSI proposals – March 2005
- chair: meeting with Acting Director, Prime Minister's Strategy Unit – March 2005

During 2004/05, APPSI cost the taxpayer £70,373. This includes the direct costs incurred by members in the course of their duties as well as resources allocated in supporting the work of APPSI. The increase from last year's costs (£61,600) reflects the additional support required for APPSI's work on preparing for the implementation of the EU Directive.





Members of APPSI are drawn from a wide variety of backgrounds, including providers, re-users and consumers of PSI, experts from academia and industry, and representatives of producer and consumer groups as well as the devolved administrations. The process of recruiting members of APPSI is regulated and supervised by the independent Commissioner for Public Appointments. The following is a list of members, as at 14 April 2005.

Appendix 2 – Members of APPSI (as at 14th April 2005)

Chair

Professor Richard Susskind OBE is an independent adviser to global professional firms and national governments. He is IT Adviser to the Lord Chief Justice, Honorary Professor at Gresham College, London and a part-time law professor at the Centre for Law, Computers and Technology at Strathclyde University. He is a law columnist at *The Times* and the author of five books on legal technology. A Fellow of the Royal Society of Edinburgh and of the British Computer Society, he received his law degree from the University of Glasgow and his doctorate from Balliol College, Oxford. He was awarded an O.B.E. in the Millennium New Year's Honours List for services to IT in the Law and to the Administration of Justice.


Deputy Chair

Peter Wienand is a partner at Farrer & Co specialising in intellectual property law. He is a member of the British Computer Society and Intellectual Property Institute. He advises clients in the media, cultural, technology and academic sectors. Among his particular interests are rights management, IPR policies and copyright in the visual arts. He chairs the Museums Copyright Group and sits on the Board of MDA (which advises museums, galleries and archives on collections management). He lectures regularly (recent audiences having been the New Ventures class at INSEAD, the New Technology Ventures class at London Business School and at Museums Association seminars) and has contributed to such publications as *Art Antiquity and Law*, *The Art Newspaper* and *Museums Journal*. He edited and co-authored 'A Guide to Copyright for Museums and Galleries' (Routledge 2000).

Expert Members

Professor Mike Batty CBE is Director of the Centre for Advanced Spatial Analysis (CASA) at University College London (UCL). From 1990 to 1995, he directed the National Science Foundation Center for Geographic Information and Analysis (NCGIA) in the State University of New York. From 1979 until 1989, he was Professor and HOD in the





Department of City Planning in the University of Wales at Cardiff. He has acted as a member of the Computer Board for British Universities and Research Councils (1988-1990), Chairman (1980-1982) and Vice-Chairman (1982-1984) of the ESRC Environment and Planning Committee, and as a member of the SERC (EPSRC) Transport Committee (1982-1985). He is Chairman of the JISC-ESRC Census Advisory Committee. His research is primarily on the development of computer models of cities and regions, with a recent focus on large data systems, and visualisation using virtual reality methods and GIS. He has written many articles and books in these areas, the most recent of which is *Cities and Complexity* (MIT Press, Cambridge, MA, 2005). He is editor of the journal *Environment and Planning*, a Fellow of the British Academy and was awarded a CBE in 2004 for services to geography. The work of his group can be seen at www.casa.ucl.ac.uk.

Michael Clark has been an independent consultant since 1986, specialising in marketing strategy and the application of geographic information in business development. He was also accredited for several years as a lead consultant in Marketing, Strategic Planning and Organisational Development on various government-sponsored SME support schemes whilst an Associate Director of management consultants Allery Scotts. More recently, Mike has worked extensively with the Environment Agency, and was seconded for a time to the Intragovernmental Group for Geographic Information (IGGI) to help with the production of its guide to the Principles and Practice of Sharing and Trading Government Information, published in 2001. Since early 2002, Mike has been closely involved with an EC initiative to facilitate the development of a pan-European Spatial Data Infrastructure (INSPIRE). His role has included acting both as Technical Secretary to the Data Policy and Legal Issues Working Group, and as a Special Adviser providing editorial services to the INSPIRE project through the Luxembourg-based EC Directorate EUROSTAT. During 2003, this work evolved into a support function for the Framework Definition Support Working Group. Last year, Mike was part of a UK team seconded to the United Nations Environment Programme working on a project to develop publicly accessible environmental information services in Eastern Europe, the Caucasus and Central Asia.

Trevor Fenwick is Managing Director of Euromonitor Plc, a publisher of international business information, reference sources and market analysis databases. The company operates from offices in London, Chicago, Singapore, Shanghai and Vilnius. He is currently Advisory President of the European Association of Directory and Database Publishers, Director of Public Affairs for, and past Chairman of, the UK Directory and Database Publishers Association, Member of the UK Business Information Forum and the Periodical Publishers Association's Government and Regulatory Affairs Committee. He is closely involved with representing the sector's views on intellectual property and data protection to UK government and the European Commission. He holds a degree in Economics and Government from Essex University, postgraduate qualifications in marketing and is a graduate member of the Chartered Institute of Marketing.

Dick Greener is Director of Rights Management, Thomson Legal & Regulatory Europe. He joined law publishers Sweet & Maxwell (now part of TLRE) in 1981 and worked in various roles in academic, practitioner and electronic publishing before taking up his present role, responsible for copyright, licensing and other legal matters for Thomson's UK law and regulatory publishing businesses. Experience in relation to Crown copyright includes the Publishers Permissions Group in the 1990s, formed by the main law publishers to resist the charging policy for Crown copyright material proposed at that time, and the Crown Copyright User Group 1999-2001.

Christopher Roper has spent most of his working life as a specialised publisher of newsletters, computer software and, most recently, map-based information services to a wide range of professional groups. He currently divides his time between writing and consulting (Tangram Associates). He is a non-executive director of a number of information service companies. He is a graduate of Cambridge University with an MSc from Columbia University. In 1995, he founded Landmark Information Group, which is a major value added reseller of Public Sector Information, specialising in environmental information services. He has served on the Board of the National Geospatial Data Framework and the Council of the Association for Geographic Information. He has written widely on technical and policy issues associated with the re-use of Public Sector Information.


Representative Members

Michael Allen is Head of Knowledge Management at the Driver and Vehicle Licensing Agency in Swansea. DVLA is concerned with maintaining records of licensed drivers and vehicle keepers, maintaining processes around fitness to drive, collecting excise duty, issuing registration marks, and selling anonymised data. Michael's role is to build a sound knowledge platform across DVLA and ensure that relevant links to Department for Transport and other government departments are made. This process is delivered through appropriate managerial processes and knowledge-based technologies, within the context of a cohesive framework strategy which adequately reflects the changing UK information environment. Michael is also a lecturer with the Open University Business School MBA programme, working with managers in the UK and Russia in two modules; Strategy, and Knowledge Management. He was County Librarian for the City and County of Swansea from 1995 to 2002, working extensively on lifelong learning issues. He was a member of an EC Socrates team researching the impact of library services on community learning programmes across Europe. Whilst County Librarian, Michael was also a member of the Library and Information Services Council, advising the National Assembly in Wales.

Stefan Carlyle is Head of Information Management at the Environment Agency for England and Wales. As such he is responsible for setting and securing the implementation of policies and business processes covering knowledge, data and information management. This includes how the Agency meets its obligations under statutes such as Public Records, Re-Use of Public Sector Information, Database Copyrights, Data Protection, Environmental Information Regulations and Freedom of Information. It also includes data management and information services. He is a member of the EU INSPIRE Expert Group, the Executive Committee of the Intra-Governmental Group on Geographic Information (IGGI) and the Council of the Association of Geographic Information. Stefan has held senior posts in industry, local, central and international Government, where he has worked in environmental regulation and research, as well as data and information management.

Roger Dixon is Information Manager at the National Museums and Galleries of Northern Ireland. He has been a member of the British Library Advisory Council, Chairman of the Library and Information Services Council for Northern Ireland, a member of the New Opportunities Fund Expert Panel on Digitisation. He is currently Chairman of the Newsplan Project in Northern Ireland, a member of the Belfast Education and Library Board and is Chairman of the Public Private Partnership for Education in Belfast. He was awarded the MBE for services to Museums in 2004.





Hector MacQueen is Professor of Private Law and Director of the AHRB Research Centre for Studies in Intellectual Property and Technology Law at Edinburgh University (where he has taught since 1979). He was Dean of the Edinburgh Law School 1999-2003 and has also held visiting appointments at the Universities of Cornell (USA) and Utrecht (Netherlands). He became Dean of Research in the College of Humanities and Social Science in Edinburgh University in 2004. He is a member of the DTI Intellectual Property Advisory Committee, the Advisory Council of the Intellectual Property Institute, and the Law Society of Scotland Working Party on Intellectual Property. He is also Chair of the Scottish Records Advisory Council, and a member of the Legal Advisory Board of Creative Commons UK. He has published extensively in the field of intellectual property, notably Copyright, Competition and Industrial Design (2nd edn, 1995, 3rd edn forthcoming) and the Intellectual Property chapter of *The Laws of Scotland: Stair Memorial Encyclopaedia*. Professor MacQueen's other main research interests are in the history of law (he is Literary Director of the Stair Society), and in various areas of private law, including contract, delict and unjustified enrichment. He has published a wide range of books and articles in these areas. He also has an active interest in legal education, and has published an introductory guide to the study of Scots law. He is a Fellow of the Royal Society of Edinburgh.

John Ponting is the Chief Information Officer for the Met Office. He provides expert advice to the Met Office Board on Information and e-Government initiatives, is responsible for all aspects of IPR in the Met Office, and is a focal point for legal issues re information and competition legislation. He has had several different jobs in the Met Office mostly in IT and information management. He was Director of IT from 1998 to 2001 when IT implementation was embedded in the business leaving John time to focus on Information issues. He joined the Met Office in 1973 after getting MA and MSc degrees from Oxford University in mathematics.

Duncan Shiell graduated from Edinburgh University in 1970 and was recruited to the Directorate of Overseas Surveys (DOS), which merged with Ordnance Survey (OS) in 1984. He followed an MBA course by distance learning through the Open University in from 1989 to 1992. He is currently Director of Strategy and has been significantly involved in the change and business development process at OS over the past few years. Projects have included two Quinquennial Reviews, Trading Fund Business Case, OS input into the Knowledge Economy review and work on simplifying pricing and licensing activities. A Strategy Board member at Ordnance Survey since the mid 1990s, Duncan works very closely with Vanessa Lawrence, Director General and Chief Executive of Ordnance Survey.

John Thornton is an independent adviser on e-Government and local government. He is a member of the ODPM's Executive Steering Group (ESG) which is overseeing the implementation of e-Government by local authorities and a member of the ODPM's Local Government Online (LGOL) Programme Board. Between 2001 and 2005 he was the Director of e-Government with the Improvement and Development Agency (IDeA). His role within the IDeA was to provide leadership and assistance to local authorities with implementing e-Government and delivering services on-line. This role covered all English local authorities. It also included oversight and direction of the Local Government Information House, a wholly owned subsidiary, established by the IDeA to take forward projects of national importance and facilitate the sharing of information on a national basis. Between 2002 and 2005, he was the lead official and spokesperson for the Local Government Association (LGA) on e-Government matters and is a former member of the LGA's e-Government Task Group. Between 1992 and 2001, John was



the Managing Director of the Institute of Public Finance (IPF). He holds an MBA, is a qualified accountant and a Fellow of the Institute of Directors. He is also an Associate member of the Society of Local Authority Chief Executives (Solace) and the Society for IT Management (Socitm).

David Worlock is Chairman of the Digital Content Forum, which is the representative organization for 32 UK information industry organizations and provides a focus for their dialogue with government. He is also an independent commercial representative on the Content Advisory Board (Department for Education and Skills). In 2004 he acted as Special Advisor to the House of Commons Select Committee on Science and Technology's enquiry on Science publishing. David has worked closely with industry trade associations. For five years he was chairman of the European Information Industry Association, and then of the Information Communication Industry Association. He has been a member of subcommittees of the Publishers Association, the Periodical Publishers Association and the Newspaper Society. David joined Thomson Corporation in 1967 and subsequently worked in educational and academic publishing before managing Thomson's school-based publishing in the late 1970s. Between 1980-85 he was CEO of EUROLEX, the UK's first online service for lawyers. In 1985 he founded Electronic Publishing Services Ltd, a research and consultancy company based in London and New York which has worked alongside the digital content industry in developing strategies for products and markets in consumer and business sectors. Public consultancy includes work for the European Commission, the Department of Trade and Industry, the British Library, QCA and Oxford Brookes University. David has also held a variety of non-executive posts.





ADVISORY PANEL
on Public Sector Information



