



INSPIRE

Infrastructure for Spatial Information in Europe

Member State Report:

UNITED KINGDOM 2010

Title	UNITED KINGDOM 2010
Creator	UK Location Programme Team
Date	May 2010
Subject	INSPIRE Monitoring and Reporting
Status	V 1.0
Publisher	UK Location Programme
Type	Text
Description	A report on the UK Location Programme progress on Implementation of the INSPIRE Directive
Contributor	UK Location Programme Team
Format	[pdf]
Source	[UK]
Rights	Public
Identifier	INSPIRE REPORT BY UNITED KINGDOM MAY 2010
Language	EN
Relation	Not applicable
Coverage	Not applicable

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Version number	Date	Modified by	Comments
1.0	6 May 2010	John Dixon	Draft
1.1	10 May 2010	Peter Whybrow	Updated text and inclusion of Stakeholder table
1.2	13 May 2010	Peter Whybrow	Updated following feedback from UKLP Team and Devolved Administrations

Abbreviations and Acronyms

INSPIRE Directive	Directive 2007/2/EC
MS	Member State
OGC	Office for Government Commerce
SDI	Spatial Data Infrastructure
UKLII	UK Location Information Infrastructure
UKLIIB	UK Location Information Interoperability Board
UKLC	UK Location Council
UKLP	UK Location Programme

1 Executive summary

This first report by the UK Location Programme to the European Commission sets out the planning and strategic approach being taken by the UK to implement the INSPIRE Directive. The INSPIRE Directive was transposed into UK legislation on 31 December 2009. Accordingly, UK implementation is at a very early stage. At the time of writing, the Programme is moving from the conceptual design and planning stage, into detailed design and implementation. At the time of writing, there are no examples from pilots to report on so the report focuses on describing the structures in place to achieve implementation, and explains the UK's plans and aims for delivery of successful outcomes.

2 Introduction

UK Location Programme (UKLP) is a pan-government initiative with responsibility to develop and implement, in collaboration with key UK responsible bodies, a solution to both the INSPIRE Directive 2007/2/EC and the UK Location Strategy. The central aim of both being to improve the sharing and re-use of public sector location information.

The UKLP was established in late 2008. The implementation of the Directive by the UK is at an early stage; the key success to date is the transposition (on 31 December 2009) of the INSPIRE Directive into UK legislation, with separate but parallel legislation in Scotland. This report sets out the very positive approach taken by UKLP to work in collaboration across central, local and devolved government and with data providers in order to fully implement the Directive.

The report was compiled by the UK Location Programme team, in consultation with the Devolved Administrations of the Welsh Assembly, The Scottish Government and the Northern Ireland Assembly. The structure of the report follows the format suggested in Article 21(2) of the INSPIRE Directive.

3 Co-ordination and quality assurance (Art. 12)

3.1 Co-ordination Contact points (Art. 12.1.)

3.1.1 Member State contact point

Member State Contact Point	
Name of the public authority	UK Location Programme
Contact information:	
Mailing address	UK Location Programme Defra Area 1D, Ergon House Horseferry Road London SW1P 2AL
Telephone number	+44 (0)20 7238 6226
Telefax number	
Email address	uklocationprogramme@defra.gsi.gov.uk
Organisation's website URL	http://location.defra.gov.uk/
Contact person (if available)	Keith Murray
Telephone number	+44 (0)771 443 0936
Email address	keith.Murray2@defra.gsi.gov.uk
Contact person - substitute (if available)	Peter Whybrow
Telephone number	+44 (0)771 800 4362
Email address	peter.whybrow@defra.gsi.gov.uk

3.1.2 The co-ordination structure

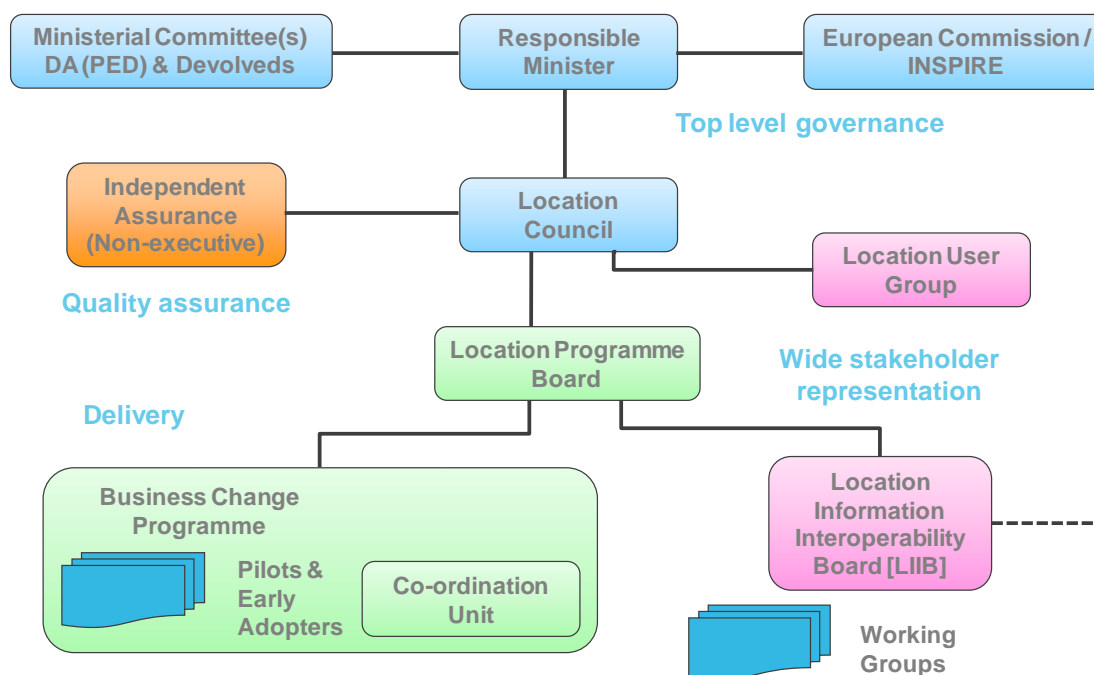
Coordinating structure supporting the Member State Contact Point	
Name of the coordination structure	UK Location Programme
Contact information:	
Mailing address	UK Location Programme Defra Area 1D, Ergon House Horseferry Road London SW1P 2AL
Telephone number	+44 (0)20 7238 6226
Telefax number	
Email address	uklocationprogramme@defra.gsi.gov.uk
Organisation's website URL	http://location.defra.gov.uk/
Contact person (if available)	Peter Whybrow
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Email address	peter.whybrow@defra.gsi.gov.uk
Contact person - substitute (if available)	John Dixon
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Email address	john.dixon@defra.gsi.gov.uk
Date and period of mandate	31 April 2012

3.2 Role and responsibilities

3.2.1 Introduction

The UK Location Council (UKLC) approved governance arrangements to support the delivery of the UK Location Strategy and the EU INSPIRE Directive at the UKLC meeting on the 13th March 2009. Following the UKLC meeting on the 25th June 2009, it was agreed to adopt a slimmed down governance structure to improve accountability and reflect more direct responsibilities. This section of the report summarises the key governance components that have been put in place to support the implementation of the INSPIRE Directive.

3.2.2 Organisation Chart and relationship with third parties



Location Council

The Location Council (UKLC) is an executive group which reports to the responsible Minister (and equivalents in Devolved Administrations) and provides leadership and strategic direction to the UKLP. Members of the Council are from organisations that have contributed funding to the programme activities; organisations that are undertaking significant work packages on behalf of the programme; representatives of pilot communities; and Devolved Administrations; and representatives from the wider GI sector. There are two non-executive members of the Location Council that report to the Chair and provide independent assurance of the activities and outputs of the Location Council.

Programme Board

The Programme Board is responsible for delivering against the UK Location Strategy and INSPIRE implementation plan including defining the detailed programme strands and road map, and for ensuring that necessary resources are committed from the required parties across the programme.

Ministerial Committee

The minister responsible for delivering the UK Location Strategy is charged with reporting progress to a Ministerial Committee, Devolved Administrations and the Secretary of State for Defence. The aim is to ensure wider government understanding and involvement in the UK Location Strategy implementation, and strategic oversight of the programme.

Devolved Administrations

The Devolved Administrations have their own governance arrangements for their own SDIs, and ensure appropriate input to the UKLP from data under their control. In addition, a Devolved Administration co-ordinating group is responsible for the co-ordination of requirements and activities of the Devolved Administrations to ensure that they interlock with the UKLP and align with the overall UK approach to the INSPIRE Directive.

Location User Group

This advisory group will monitor the UKLP, ensuring that it meets wider end user needs and priorities and it is on track to deliver value to users of the UK Location Information Infrastructure across the UK. Membership will be limited to 25 and will be drawn from across the location information sector (land, sea and air domains) and will include representatives from the public, private, academic and 3rd sectors.

Location Information Interoperability Board

This board will make decisions on the aspects of technical and business interoperability and the publishing of deliverables. It provides an interface with the European Commission Drafting Teams and working groups and is responsible for interpreting the INSPIRE Regulations in a UK context. It will also be used to co-ordinate, review and assure the creation advice and guidance that is created. It will also act as a point of reference and guidance to the data publishers as they undertake data transformation and migration work to comply with the implementing rules. Membership is drawn from across the public sector and the devolved administrations on a thematic basis as well as representatives from relevant standards bodies.

Co-ordination Unit

A Co-ordination Unit will be the central organisation that will act as the “business as usual” unit, taking over responsibility from the UKLP as the UKLII is implemented. It is

anticipated that roles within the UKLP team will incrementally migrate to the Co-ordination Unit under phased delivery of the UKLP.

3.3 Overview of working practices and procedures

The adopted approach to implementation of the INSPIRE Directive has a number of key elements. These are:

- an incremental approach to delivery, reflecting likely funding constraints and the need to adapt the final shape of the infrastructure to the evolving external environment, e.g. integration with the UK Governments 'Making Public Data Public' developments;
- a federated approach to data publishing in which data providers are responsible for ensuring that data sets they own are appropriately published in the timeframes set out in INSPIRE;
- an open approach to data publishing, encouraging public sector organisations to publish all available location information into the UKLII, irrespective of theme, whilst ensuring that INSPIRE theme requirements are met;
- the use of end user pilots to demonstrate the delivery of value at an early stage, to stimulate engagement and demand, secure resources and assist in the development of the physical infrastructure;
- the use of early adopters to ensure the utilisation of the infrastructure at an early stage, through the publishing and use of key datasets;
- the use of community expertise to design and develop the various business services associated with the UKLII; *and*
- the use of collaborative processes and techniques, reflecting the need for strong collaboration across government and beyond.

This is an extract from the UKLII Roadmap, which is part of the UKLII Conceptual Design. Conceptual design document is available on-line at:
<http://location.defra.gov.uk/resources/uklii/conceptual-design/>

3.4 Comments on the monitoring and reporting process

At this early stage in the life of the Programme we are working with data providers who cover areas set out in Annexes I and II of the Directive. We are building guidance and understanding and supporting the identification of data sets.

Monitoring data was received by the UK Location Programme by data providers and collated into a single spreadsheet. As UK implementation of the Directive is at such an early stage, the monitoring data is limited to identifying those data sets for which metadata exists in each of the data themes set out. It has not been possible in this monitoring return to identify and verify those data sets which may also be compliant with the requirements of the Directive. The report was drafted by the UKLP team and circulated to the Devolved Administrations in Wales, Scotland and Northern Ireland for comment and approval before it was finalised.

3.5 Quality Assurance (Art. 12.2.)

3.5.1 Quality assurance procedures

UKLP is quality assured by programme assurance which follows the PRINCE2 standard. This quality assurance is subject to challenge by independent reviews conducted by the Office for Government Commerce (OGC). Such an independent review was recently conducted in February 2010

The user community and data providers work in partnership with UKLP at all levels of its governance to agree relevant quality criteria for key central infrastructure elements as well as agree standards and review guidance to support the creation of the required metadata, data publication and network services.

Key suppliers are engaged and working with UKLP to identify the scope and elements of the infrastructure which need a quality assured support.

The aim is to apply a level of self certification regarding data compliance and service delivery with the potential for a small percentage of independent checks. The results of this process will be monitored with respect to the need for further attention.

As the UKLP moves forward into implementation the UKLP team will be agreeing Memorandums of Agreement (MoAs) with data providers in which quality criteria will be defined.

3.5.2 Analysis of quality assurance problems

It is too early in the UKLP implementation process to report under this heading.

3.5.3 Measures taken to improve the quality assurance

As noted, the UKLP is at an early stage in implementing the Directive. At the time of writing, there are no measures to report under this heading. A more complete description will be presented in the next report.

3.5.4 Quality certification mechanisms

UKLP is working with users and data providers to establish whether and, if so, in what form, a certification mechanism is required. As explained above the UKLP is planning to implement Memorandums of Agreement with data providers to support self validation of metadata and to commit to Service Level Definitions/Agreements for each of the resources they publish. It is expected that such agreements will be extended further as network services and data specifications are adopted.

4 Functioning and coordination of the infrastructure (Art.13)

4.1 General overview description of the SDI

In the UK, the UKSDI is referred to as the "UK Location Information Infrastructure (UKLII)".

The vision for the UKLII can be summarised as follows: ***To provide the framework within the UK to enable the interoperability of location information, so that it can be easily discovered, combined, evaluated and re-used.***

The UKLP is working from a UK Location Strategy that was set out before the programme was initiated. This can be found at :

<http://location.defra.gov.uk/resources/uklii/conceptual-design/>

Subsequent to its initiation, the UKLP has set out the overall design of the solution that the UK is taking forward within a conceptual design document. This document also defines the frameworks required to support the implementation of the UK Location Strategy and the INSPIRE Directive. The UKLII Blueprint, is available at : <http://location.defra.gov.uk/resources/uklii/conceptual-design/>

The approach to deliver the UKLII Blueprint is described in the UKLII Roadmap, which is available at:

<http://location.defra.gov.uk/resources/uklii/conceptual-design/>

This document sets out the approach towards establishing the information infrastructure. It can be summarised as requiring change in three distinct areas:

- pan-government, the way the public sector works together in the sharing and re-use of location information;
- within individual data provider organisations, in relation to the publishing of location information for sharing and re-use; *and*
- the exploitation of location information, the recognition and understanding of how location information can benefit a broad range of application areas, e.g. public sector policy making, the public sector services, open government and the wider information economy.

The approach to implementation has the following component parts:

- an incremental approach to delivery, reflecting likely funding constraints and the need to adapt the final shape of the infrastructure to the evolving external environment, e.g. integration with 'Making Public Data Public';
- the use of end user pilots to deliver value at an early stage, to stimulate engagement and demand, secure resources and assist in the development of the physical infrastructure;
- the use of early adopters to ensure the utilisation of the infrastructure at an early stage, through the publishing and use of key datasets;
- an open approach to data publishing, encouraging public sector organisations to publish their location information into the UKLII, irrespective of theme, whilst ensuring that INSPIRE theme requirements are met;
- the use of community expertise to design and develop the various business services associated with the UKLII; *and*
- the use of collaborative processes.

UK data policy has developed rapidly in 2009-10 with the adoption of data.gov.uk and the publication of Putting the Frontline First: Smarter Government – which asserts a framework for public sector data policy. The UK Location Programme is now working more closely within this framework which offers the opportunity to much better integrate location data within wider world of mainstream information. INSPIRE compliant data provides a very complementary platform to this wider initiative

4.2 INSPIRE Stakeholders

As part of its Business Engagement Strategy and Planning thread, the UKLP team are creating and maintaining a Stakeholder Engagement Plan this plan will identify the key stakeholders and their role and degree of accountability and engagement.

In terms of early decisions around engagement, many of these have already been made, e.g. through the creation of the Location Council, Programme Board, Location Information Interoperability Board, Location User Group and the identification of the programme's early adopters. The purpose of further stakeholder engagement planning will be to take a horizontal view across the programme and its various stakeholder activities and ensure overall integrity of approach.

The table below provides a breakdown of the key stakeholders associated with the UKLP and their involvement in the following typology:

Stakeholder	Type						
	FU	G	I	A	FT	U	DP
AGI		X	X	X	X	X	X
ATLANTIS				X			X
BGS							X
British Waterways							X
Cabinet Office		X	X	X	X		
CeH							
CIO Council		X		X			
CTO Council		X		X			
DCLG		X		X		X	
Defra	X	X		X	X	X	X
Department for Business, Information and Skills (BIS)		X		X			
Department for Work and Pensions (DWP)							X
DfT						X	X
DNF			X	X			
EC		X		X			
Education						X	
Emergency Services						X	
English Heritage						X	X
Environment Agency (EA)		X				X	X
Government Data Board							
Highways Agency						X	X
Home Office							X
IGGI					X		
Knowledge Council							
Land Registry		X					X
LGA (and devolved equivalents)		X			X	X	
Met Office							X
Ministry of Justice (MoJ)							X
MOD		X				X	X
National Rail							
National School of Government							
Natural England						X	X
NHS						X	X
NI Assembly		X	X	X	X	X	X
Office Government Commerce (OGC)				X			
OGC/ISO				X			
ONS		X					X
Ordnance Survey	X	X	X	X	X		X
Registers of Scotland		X					X
Royal Mail							X
Sector based initiatives (NUAG, MEDIN)					X	X	X
Suppliers			X		X		
TCA				X			X
TfL							X
The National Archive (TNA)		X	X	X	X		
The Scottish Government		X	X	X	X	X	X
Treasury	X						
Tubelines							X
UKHO							X
Utilities					X	X	X
Welsh Assembly Government		X	X	X	X	X	X

- Funding (FU)
- Governance (G)
- Infrastructure (I)
- Advocacy/Political (A)
- Facilitator (FA)
- User (U)
- Data Provider (DP)

4.3 Measures taken to facilitate sharing

The INSPIRE Directive was transposed into UK law in December 2009, by the introduction of Statutory Instrument 2009/3157, and Scottish Statutory Instrument 2009 No 440. Also in December 2009 the government outlined plans in a paper titled "Smarter Government" for England to improve its services, increase efficiency, and use technology to help get better value for money from its assets. One of the fundamental aims of this paper was to enable a shift to the users of public services by providing better access to information. It is planned that from 2010, English citizens will have access to information on the performance of public services including hospitals and schools. Within five years, the Government also plans to shift the majority of large transactional services online.

In conjunction with the Smarter Government is an initiative known as 'Making public data public' and is facilitated by the website portal data.gov.uk. The website is at an early stage of development, but still gives access to a wealth of public data. UKLP and data.gov.uk are working together as key partners to implement the INSPIRE Directive. The website can be viewed at: <http://data.gov.uk/>.

Further consideration is underway about how similar initiatives may be implemented in Northern Ireland, Scotland and Wales

Ordnance Survey are also key delivery partners of the UKLP; together with data.gov.uk they are working with UKLP to identify, develop and build a shared infrastructure required for successful implementation of the INSPIRE Directive.

4.4 Stakeholder cooperation

The UKLP is in the process of agreeing Memorandums of Agreement with key data providers and partners. These should be finalised this year. There is similar ongoing dialogue with Northern Ireland, Scotland and Wales about the delivery programme for the data for which they are responsible. Under the UKLIIB strand there are 4 working groups convened to address metadata, coordinate reference systems, network services and linked data populated by experts from the stakeholder community.

A key element of the UK Location Strategy is to promote the importance of Location information in supporting innovation, enhanced public services and economic development. The UK Location Council members and UKLP team members take the opportunity to speak at events to promote the importance of Location information and provide information on the UK Location Programme. In 2010 a programme of roadshows are planned, in locations easily accessible to stakeholders and, in particular, representatives of the Devolved Administrations of Scotland, Wales, and Northern Ireland. The events are intended to help gain feedback and continue to build the awareness and understanding of INSPIRE and the aspirations of UKLI. These follow a similar series of events held last year.

As well as creating an annual report on progress the UKLP publishes a newsletter, 'Location Latest', on a quarterly basis to keep wider stakeholders aware of the programme's status and plans.

4.5 Access to services through the INSPIRE Geoportal

It is too early in the life of the UKLP to provide examples in this first report. The EC Geoportal Discovery Service is to be established by May 2011 (Initial Operating Capability). It is expected that the UK will provide initial access to UK Discovery Metadata at this time.

5 Usage of the infrastructure for spatial information (Art.14)

It is too early in the life of the UKLP to provide significant examples of usage of the infrastructure for spatial information under these headings in this first report.

5.1 Use of spatial data services in the SDI

5.2 Use of the spatial datasets

5.3 Use of the SDI by the general public

5.4 Cross-border usage

5.5 Use of transformation services

6 Data sharing arrangements (Art.15)

6.1 Data sharing arrangements between public authorities

A major UKLP stakeholder, The National Archives (TNA) is creating a standard for the Programme under a creative commons licence. The standard should be available in the summer 2010. Further details are available here: <http://perspectives.opsi.gov.uk/>

6.2 Data sharing arrangements between public authorities and Community institutions and bodies

It is too early in the life of the UKLP to provide examples in this first report.

6.3 Barriers to the sharing and actions taken to overcome them

It is an early stage in the programme, so a detailed list of barriers has not yet emerged. The overarching initial barrier is to establish pan-government collaboration, particularly with respect to funding and the incorporation of 'common good' objectives into the 'machine of government'. The work of the UK Location Council and effective stakeholder engagement will enable this barrier to be overcome.

Other areas which are likely to present barriers are: licensing; costs of provision of data; and protection of nationally and commercially sensitive data,. There is also a reluctance for non-public authorities to participate in the programme. The solutions to these will involve the UK Location Council and a programme of targeted stakeholder engagements as well as illustrating the business benefits of standardised data and services beyond the public sector eg utilities.

7 Cost / Benefit aspects (Art.16)

7.1 Costs resulting from implementing INSPIRE Directive

An outline business case has been created for the UKLP and the central infrastructure. However, the overall costs of implementing the INSPIRE Directive across the UK are still being estimated as part of the ongoing engagement with the data providers and the Devolved Administrations, and an examination of what they too will need to undertake.

7.2 Benefits observed

It is too early in the life of the UKLP to provide a examples of benefits observed in this first report. Early pilots are being initiated, but have not yet reported back. The next report should be able to provide a more insight into potential benefits.

8 Conclusions

The UK Location Programme is at an early stage but is clearly and positively on course to achieve its aim of full implementation of the INSPIRE Directive. We plan to implement INSPIRE over the next 10 years in line with the INSPIRE implementation timescales. We have put in place INSPIRE implementation coordination and governance mechanisms and produced a conceptual design and implementation roadmap, the next stage of the UKLP is to engage with Data providers, build the central infrastructure and subsequently undertake data standardisation.

9 Annexes

9.1 List of organisations

The UK Location Council is comprised of representatives of key partners and key stakeholders and users. Membership of the Council, at 15 May 2010, is as follows:

Mike Segal (Chair)	<i>Defra</i>
Vanessa Lawrence CB	<i>Ordnance Survey</i>
Graham Jenkinson	<i>UK Statistics Authority</i>
Trevor Steenson	<i>LPS, Northern Ireland</i>
Sheenagh Adams	Registers of Scotland (representing Scottish Government)
Bruce Callander	<i>MOD</i>
Andrew Stott	<i>Cabinet Office</i>
Tim Allen	<i>LGA</i>
Brian Collins	<i>DOT/BIS</i>
Peter Collis CB	<i>Land Registry</i>
Richard Hughes	<i>BGS</i>
Grant Fitzner	<i>CLG</i>
David Fry	<i>CLG (QA)</i>
Robin McLaren	<i>Know Edge Ltd (QA)</i>
Kate Chamberlain	<i>WAG</i>
Carol Tullo	<i>OPSI</i>
Miranda Kavanagh	<i>Environment Agency</i>
Chris Holcroft	<i>AGI</i>
Ray Boguslawski	<i>Defra</i>
Keith Murray	LIIB Chair
Mick Cory	User Group Chair

All members of the UKLC can be contacted via the UK Location Programme Office at: uklocationprogramme@defra.gsi.gov.uk

9.2 List of references for the compilation of the report

- UK Location Programme Website - <http://location.defra.gov.uk/>
- Annual report: <http://www.defra.gov.uk/location/uklc-report-08-09.pdf>
- Concept design: <http://location.defra.gov.uk/resources/uklii/conceptual-design/>
- Roadmap: <http://location.defra.gov.uk/resources/uklii/conceptual-design/>
- State of play report
- Putting the Frontline First - SmarterGovernment : <http://www.hmg.gov.uk/media/52788/smarter-government-final.pdf>