

**Management report to Council**

**Agenda item 6.6**

**Open Data Policy, Principles and Recommendations**

**25 November 2014**

**Presenter:** Colin Fairweather, Chief Information Officer

**Council**

**Purpose and background**

1. The purpose of this report is to address Council Plan 2013–14 action 4.2.1., to develop an open data policy. Management recommends an 'open by default' policy position supported by a set of open data principles (principles).
2. Research into global and local open government and open data movements as well as findings from the open data pilot has informed the principles and key recommendations for implementing a successful Open Data Program.

**Key issues**

3. The adoption of a set of principles rather than enactment of a policy does not reduce Council's commitment to making data open. The principles, see Attachment 2, align with open data principles from other local and global jurisdictions.
4. Key recommendations from the research, consultation and open data pilot, see Attachment 3, cover the following areas:
  - 4.1. Open data principles and governance
  - 4.2. Internal data capability and standards
  - 4.3. Publishing data
  - 4.4. Providing data to a public consumer
  - 4.5. Engaging and working with our community
5. An action plan to implement the Principles and recommendations encompassing the required open data processes, standards and governance will be developed and implemented during 2014–15.
6. Consultation during the open data pilot phase included the Melbourne developer community, experienced practitioners from both private and public organisations and peak bodies including the Department of Treasury and Finance, Department of State Development Business and Innovation, the Federal Department of Finance and Deregulation, Open Knowledge Foundation Australia, Code for Australia, the Australian Urban Research Intelligence Network, Melbourne University and RMIT. Two public open data events were hosted, and management participated in the annual open data GovHack event that drew over 280 subject matter experts.
7. There are no immediate financial implications arising from implementing the Open Data Principles and recommendations for the 2014–15 financial year. Any investment in subsequent years will be subject to annual budget and Council approval.

**Recommendation from management**

8. That Council endorses an 'open by default' policy position and the Open Data Principles contained in Attachment 2, and authorises the Director Corporate Business to make any further minor editorial changes to the Open Data Principles and Open Data Recommendations Report prior to publication.

**Attachments:**

1. Supporting Attachment
2. Draft Open Data Principles
3. Open Data Recommendations Report July 2014

**Supporting Attachment**

---

**Legal**

1. No direct legal implications arise from the recommendation from Management.

**Finance**

2. There are no immediate financial implications arising from implementation of the Open Data Program. Expenditure for implementing first year actions is budgeted for in the 2014–15 budget. Any investment in subsequent years will be subject to annual budget and Council approval.

**Conflict of interest**

3. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

**Stakeholder consultation**

4. Consultation during the open data pilot phase included the Melbourne developer community, experienced practitioners from both private and public organisations, peak bodies and Universities including: Victorian Government Departments, Department of Treasury and Finance, Department of State Development, Business and Innovation; the Australian Federal Government, Department of Finance and Deregulation; Open Knowledge Foundation Australia, the Australian Urban Research Intelligence Network, Code for Australia; and Melbourne University and RMIT.
5. Management facilitated two public 'Open Data' events and participated in the annual open data GovHack event during the course of the pilot, drawing together over 280 subject matter experts.

**Relation to Council policy**

6. Open data supports the following Council plan action to enable better services, engagement and decision making:
  - 6.1. A Knowledge City: Provide high quality municipal data and information to the knowledge sector and public.
  - 6.2. An Accessible and Responsive Organisation: Improve transparency by increasing accessibility to information, advice or consultation we consider when making decisions and make our information and data accessible to our community and stakeholders where possible.
  - 6.3. Resources are managed well: Improve information management and systems by implementing our IT Strategy.

**Environmental sustainability**

7. The Open Data Program provides the opportunity for new environmentally sustainable initiatives to be created by the community using City of Melbourne's data, showcasing and promoting Melbourne's knowledge capabilities.



## DRAFT Open Data Principles

### Purpose and Scope

The City of Melbourne is committed to Open Data to foster greater transparency and accountability, to drive innovation and economic opportunities for Melbourne and, at the same time, create a more cost effective, efficient and responsive government.

All data collected and stored will be made available in machine-readable formats to the public while appropriately safeguarding sensitive information and rigorously protecting privacy. Open data means that data will be technically available and reusable and appropriate open licensing will be in place to facilitate its use.

### Open Data Principles

#### **Data will be available for open use:**

Data will be made available under flexible and open licenses, allowing for reuse by the public, including businesses, researchers and individuals ensuring the data is released in a manner that does not breach privacy, public safety, security, commercial confidentiality or legislative requirements.

#### **Data will be available free:**

Data will be made available at no cost, unless explicitly authorised to charge a fee by Council or the cost is set by legislative requirements.

#### **Data will be in accessible formats and easy to find:**

Data will be easily discoverable through an Open Data Platform in accessible formats that promote its reuse.

#### **Data will be released within set standards and accountabilities:**

Data will be available in a timely and relevant manner. A governance framework will be implemented to ensure the release of fit-for-purpose data in accordance with set standards and guidelines. Sufficient context and metadata will be provided to notify the user of any limitations or gaps in the dataset.

#### **Continue to engage with the community:**

Opportunities will be provided for the community to request datasets and provide



feedback and the Open Data Program will be continually improved and refined based on this feedback.

### Governance Framework

The Information Management Governance Forum is the responsible body for authorising the release of datasets maintained by the City of Melbourne subject to these Open Data Principles. Mandatory standards and guidelines including metadata standards, a data quality assessment standard and a data governance framework will be established.

### Implementation Plan and review process

In support of these Open Data Principles, an implementation plan will be prepared to achieve our Open Data objectives. These principles will be reviewed at least every two years, or as appropriate.

## Our Principles will be supported by an Open Data Handbook

### Lord Mayor and CEO Foreword

### Support Documents

Processes; Procedures; Standards and Guidelines

### Implementation Plan

Version	Date change made	Changed by	Amendment
0.1	23/7/2014	Lorraine Tighe	Original draft for IMGf
0.2	29/7/2014	Lorraine Tighe	Feedback from IMGf <ul style="list-style-type: none"> <li>Change from Open Data Policy to Open Data Principles</li> <li>Keep language simple removed references to 'City of Melbourne' and 'Council'</li> <li>Amended wording of 'Our Data will be available free' principle</li> </ul>
0.3	1/11/2014	Lorraine Tighe	Feedback from Management <ul style="list-style-type: none"> <li>Remove 'We' and 'Our'</li> </ul>

## BACKGROUND

Open data is an emerging global resource as highlighted by “Open for business: How Open Data can help achieve the G20 growth target”<sup>1</sup> which will be discussed at the G20 in Brisbane this year. Australia is part of the Open Government Partnership which puts open data on the map not just as domestic policy but as policy that governments at all levels should pursue collectively.

Establishing a culture of open data and open government, and applying the right policy settings from when data is first generated or collected, has been shown to deliver benefits to communities and economies, both in Australia and overseas.

Open data can lead to a more responsive and smarter government, and better service delivery. The benefits of an Open Data Program for the citizens of Melbourne include:

- Promotion of open, transparent and accountable government.
- Contributing to the digital economy in Victoria, and promoting the development of new businesses and industries that can make use of government data.
- Better public services.
- Advanced citizen engagement with government and with the work of government.
- Data sharing between council departments and other government agencies.
- Embedded open data principles across government operations.
- Greater understanding within government of their data and its potential.
- Evidence-based policy making and policy research.

Open data supports the following Council Plan actions to enable better services, engagement and decision making:



### A KNOWLEDGE CITY

- **Provide high-quality municipal data** and information to the knowledge sector and public.



### RESOURCES MANAGED WELL

- **Improve information management** and systems by implementing our IT Strategy.



### AN ACCESSIBLE, TRANSPARENT AND RESPONSIVE ORGANISATION

- Improve transparency by **increasing accessibility to information**, advice or consultation we consider when making decisions.
- **Make our information and data accessible** to our community and stakeholders where possible.

Relevant Council Plan actions for 2013-14 to support these goals include:

Action 4.2.1: Develop an open data policy

Action 4.2.2: Audit CoM data and prepare a report to the Council on data issues and connections with the smart city strategy and online knowledge portal

Action 4.2.3: Develop a virtual platform to enable information sharing

<sup>1</sup> [Open for business: How Open data can help achieve the G20 growth target](#)

# OPEN DATA RECOMMENDATIONS REPORT JULY 2014

## OUR APPROACH

### Data Audit

From May-July 2013 a comprehensive survey of council data was undertaken. Key findings and recommendations from this report have been incorporated into the Information, Communications and Technology (ICT) Strategy 2014-17 including implementing corporate data governance arrangements to enable an increased focus on enterprise data and open data.

### CityLAB

CityLAB is an innovation lab that enables the City of Melbourne to quickly prototype and test new approaches to solving city challenges in partnership with the community.

The underlying principal behind the development of our open data principles was to 'Learn by Doing' and wherever possible, work closely with the open data community. This included building and strengthening ties with State and Federal Governments, open data teams and within our local community of application developers, data scientists and 'hackers'.

This iterative approach was also applied to the way we deployed our pilot open data online platform – choosing to launch a 'beta' or test version in order to understand the implications for both our community of data users but also to document the experience for City of Melbourne branches who offered to upload data. This also allowed us to make quick improvements to the site in response to feedback from our users.

The collaborative CityLAB way of working encourages a cross organisational approach to problem solving and the project team wishes to thank the invaluable contributions from Parking and Traffic, GIS, BIS, Risk, Corporate Planning and Performance, Governance, City Research, CASM, Legal and Community Strengthening teams who played an active role during the pilot.

### Community Engagement

Two public open data events were held and City of Melbourne participated in the annual open data GovHack event during the course of the pilot, drawing together over 280 subject matter experts. The 'request a dataset' feature on the platform also enabled our community to request additional data over the course of the pilot.

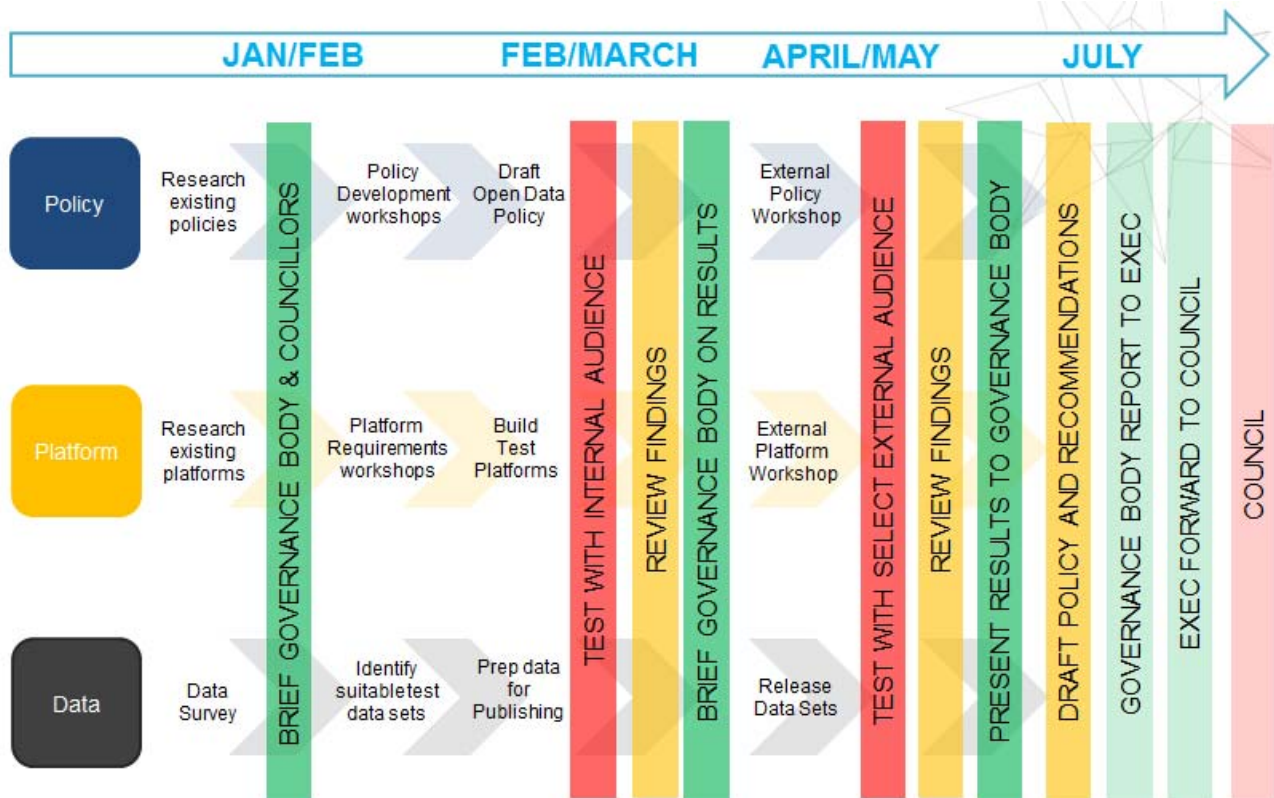
### Open Data Pilot

<p><b>SCOPE:</b></p>	<ul style="list-style-type: none"> <li>• Researched the trends in open data in leading cities and states across the world</li> <li>• Developed and strengthened connections with local and national open data practitioners</li> <li>• Piloted an online open data platform</li> <li>• Developed a draft open data Policy, Governance Framework and Data Publishing Standards</li> <li>• Understood our internal capacity to deliver against our open data ambitions</li> <li>• Estimated efficiency gains based on the pilot</li> </ul>
<p><b>POST PILOT</b></p>	<ul style="list-style-type: none"> <li>• Select an open data platform for data sharing</li> <li>• Develop corporate data governance process and standards</li> <li>• Develop an open data Handbook and</li> </ul>

# OPEN DATA RECOMMENDATIONS REPORT JULY 2014

	Implementation plan <ul style="list-style-type: none"> <li>Establish a Community and internal engagement plan</li> </ul>
--	--

## Timeline



## KEY RECOMMENDATIONS

The following key recommendations have been concluded which will be resourced and delivered through the ICT Strategy 2014-17 and Smart City Program:

### 1) Open data Principles and Governance

- Adopt an 'Open by default' policy position when collecting and managing data whilst ensuring appropriate processes and governance are in place to safeguard sensitive information and rigorously protect privacy.
- Establish a brains trust of internal and external experts to ensure understanding of the risks and opportunities of emerging technologies e.g. 'Internet of Things' and adapt the open data principles and processes accordingly.

# OPEN DATA RECOMMENDATIONS REPORT JULY 2014

## 2) Internal data capability and standards

- a) Continue to collaborate with the Victorian and Federal governments to ensure the consistent application of open data standards.
- b) Create open data processes, standards and a governance framework that aligns with the ICT Strategy 2014-17 for internal and public data.
- c) Address internal data capability, literacy and culture through an engagement and training program.

## 3) Publishing data

- a) Continue to provide access to Council data on City of Melbourne's open data platform.
- b) Showcase innovative uses of Council data.

## 4) Providing data to a public consumer

- a) Publish a data catalogue on the open data platform which lists the data that Council collects and manages.
- b) Provide leadership to other Councils to enable more Open Data Programs as City of Melbourne's data alone is not enough for the community to create maximum value.
- c) Continue consultation with external experts and ensure robust and transparent feedback loops are in place.
- d) All Research Reports that are published should reference a machine readable form of the underlying dataset.

## 5) Engaging and working with our community

- a) Maintain current avenues of engagement with the community, private enterprise and other government agencies.
- b) Continue to work with Universities and technology companies to pilot emerging and innovative data producing technologies.
- c) Work with Internal and External stakeholders to prioritise datasets for release; newer, higher value, or requested datasets may be released first.



# OPEN DATA RECOMMENDATIONS REPORT JULY 2014

## VALUE PROPOSITION AND EXPECTED BENEFITS

Value Proposition	Expected Benefits	Evidence from Pilot
Improved service delivery	<ul style="list-style-type: none"> <li>Providing data in an open format will allow our community to create useful applications</li> </ul>	<ul style="list-style-type: none"> <li>'Flushed' app for public toilets created using our data</li> <li>8 GovHack responses to our Accessibility and City Dashboard Challenges</li> <li>Other GovHack projects</li> </ul>
Greater transparency around Council operations	<ul style="list-style-type: none"> <li>Reduced FOI requests</li> </ul>	<ul style="list-style-type: none"> <li>Too soon to measure</li> </ul>
	<ul style="list-style-type: none"> <li>A more informed community</li> </ul>	<ul style="list-style-type: none"> <li>Articles in The Age exploring parking sensor information and the impact on infringement enforcement</li> </ul>
Generate economic value for the community	<ul style="list-style-type: none"> <li>The creation of companies/products/services that utilise and derive value from City of Melbourne data</li> </ul>	<ul style="list-style-type: none"> <li>Too soon to measure</li> <li>GovHack winning entries will receive support from the Victorian Government in partnership with CityLAB to develop their ideas further with commercialisation potential</li> </ul>
Use the CityLAB process to test and validate assumptions and encourage cross-organisational involvement	<ul style="list-style-type: none"> <li>Allow the project team to rapidly deploy a pilot open data platform</li> </ul>	<ul style="list-style-type: none"> <li>Two months from project start to launch of our 'beta' open data platform</li> </ul>
	<ul style="list-style-type: none"> <li>Build support from across the organisation to populate the platform with data</li> </ul>	<ul style="list-style-type: none"> <li>72 data sets currently available on the pilot platform</li> <li>Eight branches actively participating over the course of the pilot</li> </ul>
Use the CityLAB process to build and strengthen our network of open data practitioners and subject matter experts	<ul style="list-style-type: none"> <li>Ensure our activities are aligned with state and federal open data initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Strong relationships have been established with the teams behind the state and federal open data programs</li> </ul>
	<ul style="list-style-type: none"> <li>Build a strong network of expertise able to guide and advise over the course of the project</li> </ul>	<ul style="list-style-type: none"> <li>Over 120 attendees at 2 public events and a growing mailing list</li> <li>Strong relationship with the Open Knowledge Foundation</li> </ul>

# OPEN DATA RECOMMENDATIONS REPORT JULY 2014

		<p>Australia</p> <ul style="list-style-type: none"> <li>GovHack 2014 had 160 participants for Melbourne and Victorian challenges</li> </ul>
<p>Streamlined Internal data sharing and publishing processes</p>	<ul style="list-style-type: none"> <li>Reduced staff time spent responding to both internal and external requests for data</li> </ul>	<ul style="list-style-type: none"> <li>700 hours estimated time savings annually for the Urban Forest and City Research branches (based on the limited pilot datasets published by these branches)</li> </ul>

## CITY OF MELBOURNE OPEN DATA PILOT AT A GLANCE

### 3 Month Pilot by the numbers

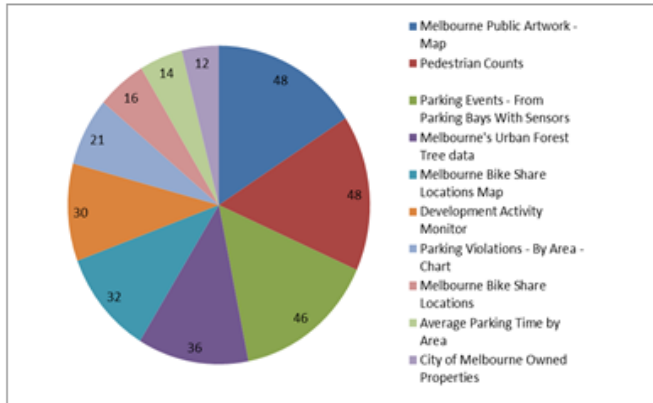
72,791 page views

73 datasets published

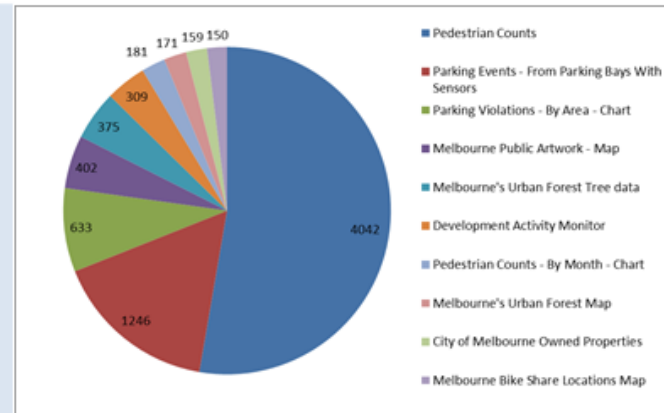
733 datasets downloaded

10 datasets requested

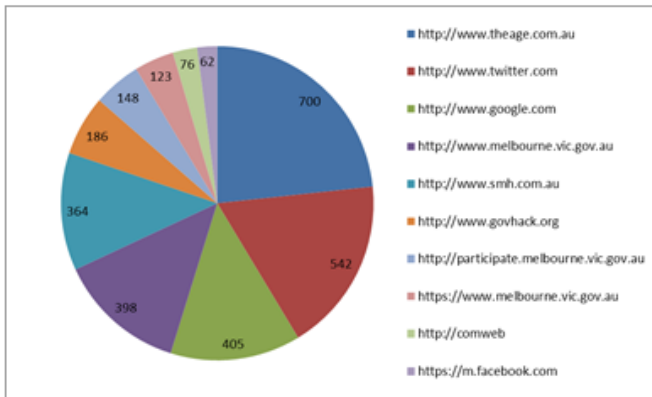
~100,000 Twitter accounts reached via #melbdata hashtag



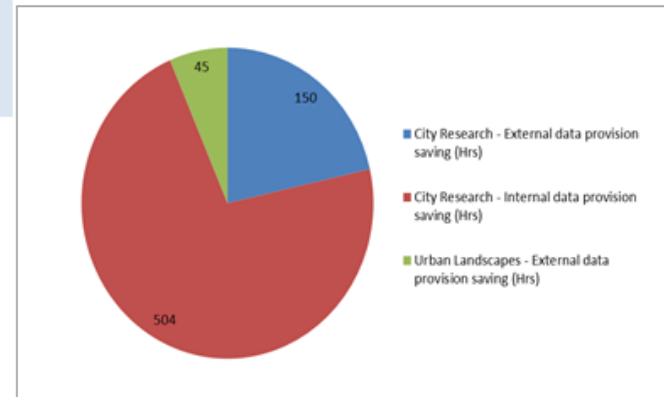
Most popular datasets downloaded



Most popular datasets viewed



Referral sites to data.melbourne



Estimated annual efficiency gains based on pilot datasets