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Ordnance Survey of Northern Ireland Mapping and a Changing (Political, Organisational and Business) Landscape

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“Change is inevitable in a progressive country.
Change is constant.”
Benjamin Disraeli, 29 October, 1867.

“No one said it would be easy – and that was an understatement”
George Mitchell, Chair of the Northern Ireland Peace talks, 19 February 1998.

ABSTRACT

The Belfast (Good Friday) Agreement ended 30 years of the ‘Troubles’ in Northern Ireland and the devolution of power to the Northern Ireland Assembly has offered a real opportunity to begin to address, in a constructive and inclusive way, some of the institutional barriers preventing progress on many issues. There is still a long way to go – the Assembly has been suspended twice and is currently (June 2003) suspended pending elections in the Autumn, 2003.

The evolving political landscape of Northern Ireland has heralded opportunities and challenges for Ordnance Survey of Northern Ireland (OSNI). Overlaid onto the political change are the challenges faced by many of the larger national mapping agencies as well. As a small mapping organisation, OSNI must still find a way to cope with the changing external environment, continue to deliver the services expected of it, whilst constrained by the resources allocated to it by government, with an ever increasing expectation for efficiencies and reform.

The paper will describe these changes within the context of the evolving political, economic, social and technological landscape, highlighting the opportunities (and threats) that can occur as a result of fundamental change for national mapping agencies. This will be of some interest to many countries and regions of the world going through social, economic and political transition. Some of the strategies and management tools deployed to assist the Agency through this time of change will be described, with progress to date, successes and lessons to be learned, highlighted.

GOVERNMENT IN NORTHERN IRELAND

On Thursday 2 December 1999 power was devolved to the Northern Ireland Assembly and its Executive Committee of Ministers. On the same date the North/South Ministerial Council, North/South Implementation Bodies, British-Irish Council and British-Irish Inter-governmental Conference became fully functioning institutions.

This was a direct result of the Belfast (Good Friday) Agreement, drawn up in April 1998. On 21 May 1998 the first all-Ireland poll since the general election of 1918 endorsed the Belfast Agreement, with 71.2% of voters in Northern Ireland and 95% of the Republic of Ireland electorate approving it. This cleared the way for devolution. 108 members were elected to the New Northern Ireland Assembly in June 1998. The Assembly agreed the functions of the 11 Departments in February 1999.

At midnight on the 1st December 1999 power was passed from Westminster to Belfast, and on the 2nd December 1999 the Irish government removed its territorial claim to Northern Ireland from its constitution, and the new Northern Ireland Executive met for the first time.

The Assembly met in Parliament Buildings in Stormont, Belfast. It was the prime source of authority for all devolved responsibilities. It had full legislative and executive authority - that is, the power to make laws and take decisions on all the functions of the Northern Ireland Departments.



Parliament Buildings, Stormont, Belfast

The Assembly was elected, on a cross-community basis, a First Minister, David Trimble and a Deputy First Minister, Mark Durkan and 10 Ministers were appointed with responsibility for the new Northern Ireland Departments. Together these Ministers made up the Executive Committee.

The Committee met to discuss and agree on issues that cut across the responsibilities of 2 or more Ministers. It prioritised executive business and recommend a common position where necessary.

As well as a few standing Assembly committees (such as scrutinising public expenditure) there was one committee for each Department of Government. Each committee had cross party representation from the elected membership of the Assembly. Their role was to scrutinise Ministerial and Departmental plans and decisions.

The Assembly was the Legislative Authority for Northern Ireland for all areas of Government, except for "Reserved" and "Excepted" matters. These include:

- Policing, security policy, prisons, criminal justice
- International relations
- Taxation, national insurance
- Regulation of financial services, telecommunications and broadcasting
- Electoral, political and constitutional matters (UK Parliament (Westminster) retains overall control in these matters)
- Principles of power sharing and parity

10 Assembly Committees oversee Ministerial Areas of responsibility, and there are 11 Government Departments:

- Office of the First Minister and Deputy First Minister
- Agriculture and Rural Development
- Culture, Arts and Leisure
- Education
- Employment and Learning
- Enterprise, Trade and Investment
- Environment
- Finance and Personnel
- Health, Social Services and Public Safety
- Regional Development
- Social Development

The Department of Culture, Arts and Leisure is made up of the following functions and areas of policy responsibility:

- Culture and Linguistic Diversity
- Arts
- Inland Waterways/Fisheries
- Libraries
- Museums
- Sports
- Creative Industries
- Events
- Public Record Office
- Ordnance Survey (of Northern Ireland) - OSNI

Devolved Government in Northern Ireland is now suspended, with Direct Rule from Westminster Government back in place. The Assembly will not return until such time as elections are held. Currently this is planned for November 2003, although the political process remains unsettled; however devolved institutions are still in place in readiness for the return of NI Government.

THE NORTHERN IRELAND EXECUTIVE'S PROGRAMME FOR GOVERNMENT

In the Belfast Agreement, in order to create effective government of Northern Ireland, it was agreed that:

“The Executive Committee will seek to agree each year, and review as necessary a programme incorporating an agreed budget linked to policies and programmes, subject to approval by the Assembly, after scrutiny in Assembly Committees, on a cross-community basis”.

Following widespread consultation, in particular with Assembly Committees, a Programme, which covered the 3 years from 2001 but with a focus on work in 2001/02, was endorsed by the Assembly on 6 March 2001. It provides a strategic overview of the Executive's work and demonstrates how policies and programmes, delivered by different departments and agencies, can be best combined to achieve our agreed priorities. It also set out in Public Service Agreements the key targets that each department is seeking to deliver. Public Service Agreements, or PSAs, form the basis of funding agreements between Departments and the Department of Finance in Northern Ireland and Treasury in the UK.

The Programme for Government (PfG) is reviewed annually. The latest review set out the Executives plans and policies for 2003/04 and beyond, and has determined its priorities as being: Growing as a Community; Working for a Healthier People; Investing in Education and Skills; Securing a Competitive Economy; and Developing North/South, East/West and International Relations.

Under 'Securing a Competitive Economy' there is the sub-priority of "Developing a Geographic Information (GI) Policy and implementation strategy for Northern Ireland by 2004". This forms the basis of OSNI's Public Service Agreement, which is:

To enhance the Mapping and Geographic Information infrastructure by:

- a) Providing complete, up-to-date and quality mapping information for Northern Ireland, with 100% of maps complying with OSNI's map revision policy by 2005/2006, and thereafter maintained at this level*
- b) Implement the Geographic Information Strategy*

Given that an estimated 80% (and probably more) of Government held information relates to location, it is clear that GI has an important role to play within government. The ability of the public services to meet E-Government targets will rely heavily upon their ability to manage and distribute appropriate Geographic Information.

THE CHALLENGE FOR A NATIONAL MAPPING AGENCY

Aligning OSNI policies to those of Government was not optional – it was a pre-requisite of government funding, and therefore survival. It was for the Agency to prove that it had a function and a purpose of significance to government that warranted continued funding. Key questions and challenges were:

- Why should the taxpayer fund mapping?
- Technological developments meant that old processes were not only out of date, but also expensive to maintain.
- Why couldn't the private sector do what the mapping agency does?
- Increased potential for geographic information throughout government and the private sector meant increased demand on OSNI services and expertise. Could it cope? Did it have the skills needed to deliver?

Geographic Information and technology shift

A fundamental shift in the nature of the Geographical Information Industry allied with the significant technological advances in the surveying and mapping specialities has had consequent changes in OSNI's technical operations. The digitisation of the paper maps has resulted in a major efficiency gain in the way in which this information is kept up to date. The deployment of new technology to the mapping operation, essential if costs are to be kept low and managed, has released manpower resources in the coming years.

New Markets, New Income

Allied to this paradigm shift in the technical operations of the OSNI is the increasingly technical sophistication of OSNI customers, and the resultant demand for OSNI products and customer services. This requires new business oriented skills not technical or administrative skills. These skills are required to encourage, facilitate and manage the new market demand, which if done in an appropriate and professional way will increase Agency contribution to the public good, and increase income substantially.

Support for the Program for Government (PfG)

This technological shift affects government as well. Many of the PfG objectives, priorities and associated actions require map information to be delivered effectively. It is in this area that OSNI has a crucial role to play, by supporting other Departments and Agencies in delivering their PfG commitments. However, this cannot be done by default; it must be managed and encouraged within an appropriate policy framework for geographic information, backed up by delivery and specialist GIS skills to effect delivery.

e-Government

All of the above will support the delivery of e-government targets. OSNI's ICT strategy supports the DCAL e-business strategy, and through these have the potential to contribute significantly to the NICS e-government targets at modest cost to government. These strategies align both OSNI customer needs for electronic access with the Government targets for delivery of services.

Intellectual Property Rights (IPR)

The effective management of IPR is a key activity within the Agency, a new IPR policy was agreed at the start of 2002, and a team established, tasked with the management of IPR with the aim of encouraging the use of OSNI map material under license.

Business Model

OSNI is committed to developing its business model along similar lines to that operating in Great Britain. A similar business model also applies elsewhere in Europe, most notably in the Republic of Ireland and Sweden. This business model is crucial to the development of the geographic information industry in Northern Ireland – it minimises the central government (tax payer) funding required; it ensures that services are provided which the customer requires; and it will allow OSNI to re-invest to develop its business in support of the economic and social development of Northern Ireland.

In summary, the key challenge for the organisation was and is about turning a technically oriented government agency into a business oriented, customer-focused organisation? Suspension of devolved government in Northern Ireland has only raised the issue of reform and modernisation higher up the Ministerial Agenda. The increased demand translates into Business Potential. But, the only organisation that had an interest in success is OSNI itself. Thus, the key challenge is: are we capable of grasping the opportunity?

The priority was therefore about creating an organisation capable of meeting the challenges it faced, which was primarily about supporting Government in the delivery of its objectives. This has been a major factor in developing OSNI's business policy and strategy.

ORDNANCE SURVEY OF NORTHERN IRELAND

Ireland became the first country in the world to complete coverage of a map series at an unprecedented level of detail. By 1842, every house track, road, field boundary and townland was mapped by Ordnance Survey at a scale of 6 inches to the mile. This detailed survey was complemented by the first standardisation of the form of names to appear on the maps published. These maps provided a unique record of the landscape and man's impact upon pre-famine Ireland. This work was not, however, primarily for cultural, historical purposes, nor of passing academic interest alone. Its purpose was to provide the information required by government to administer an equitable and efficient valuation of land for taxation purposes, reflecting the importance of official mapping to the economic potential for a modern economy and society.

The potential for this information resource was quickly recognised for many other purposes, and the Ordnance Survey rapidly added to the variety of mapping undertaken; the founders of Ordnance Survey would not have envisaged the full scope and nature of the use of the information they began collecting in 1824, but today, nearly 180 years later, the organisation provides maps in paper and digital form, as well as aerial imagery, geographically referenced addresses, boundary, road and other mapping related information in support of business, government administration and leisure activities. Customers and users range from walkers and tourists, to government departments, utilities and the emergency services.

It was the division of Ireland in 1922 that resulted in the three Ordnance Surveys that we have today. Following their formation the original body, which had been responsible for mapping Great Britain and Ireland, continued to map Great Britain, OSNI assumed responsibility for Northern Ireland and Ordnance Survey Ireland, based in Dublin, took on responsibility for the survey of the rest of Ireland. Eighty years on the three organisations continue to share the common goal of providing accurate mapping to high levels of quality and consistency.

During the 1990s, use of Ordnance Survey mapping really began to take off, fuelled by the Information Technology revolution, and the farsighted decision in 1984 to digitise its paper record of the landscape. As more and more of Northern Ireland's maps were converted into digital form, more and more people wished to use the digital map information; consequently licensing income rose dramatically. In 1992-93 income of £855,000 represented 17% of the total costs of running the Agency. By 2000 income had risen to £4.1 million, or nearly 60% of the cost of running the Agency. Government was funding the balance.

In 1999 then, OSNI was poised to enter the new millennium with a full digital map of the landscape of Northern Ireland, of a quality and standard rarely equalled globally, and yet no clear plan as to how to begin to exploit this fantastic information resource. Internally the Agency was asking the question, now what? But the key questions were from a business perspective; “How much longer will income rise?”, “Is it sustainable?”, and, “What is the full potential?”. That there was potential was unquestionable; the Ordnance Survey in Great Britain had turned itself into a £100 million per year business, and the Republic of Ireland’s Ordnance Survey had similarly experienced huge growth. Wider afield there were similar stories as well.

VISION AND STRATEGY

The first step in 2000 was to re-establish a sense of purpose and direction – the technical programme of digitisation was drawing to a close, and the Agency and its staff needed to know what its purpose and goals were. So work began in consultation with staff and other stakeholders, including the newly devolved Minister for OSNI, Mr Michael McGimpsey, on developing a corporate vision, mission, strategic goals and objectives, with implementation plans required to enable the business to develop, grow and meet its full potential. This vision identified the need to deliver good business results that were sustainable in the long term. Such results imply efficiency and a focus on customer needs, building on the evident strengths the organisation already had – notably its people, its long history, reputation for quality and innovation in a rapidly moving and developing specialist technology area. Allied to the business potential was also the importance for the economy and society of Northern Ireland, of the mapping database, which underpins a relatively cheap form of state guaranteed title to land (through the Land Registry), land management, the delivery of Emergency Services, and a wide range of government and business activities.

Five key strategic goals were identified to support the delivery on this vision:

- to maintain the mapping infrastructure (on which the business relied, but also on which government relies);
- to service customer needs;
- to develop as a business;
- to contribute to the public good (through developing the still young geographic information industry); and
- to develop and support staff.

KEY TASKS, ACTIVITIES AND ACTIONS

The vision and the demands of these challenging goals required a realignment of the organisation from a technical and production oriented approach, to one that is business oriented and customer focused. Digital mapping is a relatively new marketplace and customer awareness of the many business benefits that it can bring, especially though tools such as computerized Geographical Information Systems (GIS) and Location Based Services (LBS) is still at quite a low level in Northern Ireland, compared to GB, USA and parts of Europe. OSNI have a role to play in increasing that awareness.

The overall organisational model that OSNI operates is essentially composed of three sections:

- Data Capture – how can we better acquire the data through ground survey, aerial photography, global positioning systems, mobile computing, etc?
- Data Structure & Storage – how is the highly complex data organized, layered and physically stored, so that it is “live”, consistent, accurate and flexible?
- Product Derivation and Distribution – How is a range of cartographic and other data products created from the database in user-friendly formats and how are these brought to the customer both electronically and traditionally?

Some immediate changes were required, and following a review of the management structure, the senior levels were reorganized and reformed around the key strategic goals. A Corporate Services Director was brought in to manage HR, common IT systems and Management Information; an Operations and Technical Strategy Director was appointed from within the Agency to develop the technical focus of the Agency and an interim manager helped develop and confirm our expectation of the market potential, justifying the later appointment of an external Business Development Director to bring professional marketing expertise and commercial negotiation expertise to the Agency. The Business Development Division is now fully in place, with Key Account Managers, Sales office, Product Management, Marketing & Training, R&D and IPR teams all appointed and developed from within the organisation’s existing enthusiastic, and committed staff.

Ensuring that the whole Agency knew what it was that was expected from everyone required clear goals, measures and targets, and that these were balanced around the key aspects of the Agency – if too much priority was given to production, our customer might suffer; if too much emphasis on the finances our future growth could suffer. The Agency adopted the Balanced Scorecard in 2000/01 and this approach has proved very successful, not only in ensuring that the organisation remains focused on what needs to be done, but in clearly linking individual performance, through team and Divisional scorecards, to the Corporate Objectives. Targets relate to Financial, Customer, Process and Organisational Growth.

The restructuring and refocusing of the Agency has a number of important strands, aimed at upgrading and improving the technical infrastructure, data collection systems and databases to more fully utilise global position fixing technology, mobile computing platforms and digital aerial imagery to keep the mapping as up to date as OSNI customers demand. Fundamental to this is the ambitious ICT strategy, aimed at thoroughly modernizing the Agency’s technology to ensure it stays at the leading edge, and can reap maximum benefit from productivity gains, to remain effective, efficient and competitive in a high tech industry. One result of these changes is that fewer technical staff will be required. However, many more opportunities for more professional and business oriented skills have developed, and allied with a voluntary early retirement scheme, the Agency is beginning to set itself on the path of its key strategic target of financial self-sustainability within 4 years.

This last financial year OSNI recovered more than 70% of the total costs of running the Agency. This unprecedented level of income bodes well for the future success of the Agency, and along with the other changes taking place, it is now on the path to become a leading public service organisation - one with a unique business oriented approach, but one which, at its heart, remains there to provide the mapping information for Northern Ireland, in support of the public good.

PUBLIC GOOD

OSNI, and many other national mapping organisations, have a long tradition of mapping for Government. This tradition is as important to OSNI today as it was when work began in Ireland in 1824. It remains a key value of the organisation, and continues to be important to every single member of OSNI staff, government, and OSNI stakeholders. OSNI provide the mapping information for Northern Ireland in support of the Public Good – this is its “Mission” or role. We do this to support the economic and social development of Northern Ireland.

Examples include:

- the efficient administration of Property Rights through Land Registration, enabling the location and extent of property to be determined;
- enabling the Emergency services to rapidly locate the site of an incident and rapidly deploy the nearest resource to deal with the emergency;
- supporting the administration of Government policy in Planning, Agriculture, Environment and Transport, and
- the planning and management of local government services.

Therefore, OSNI primarily support the delivery of government services by government departments and their agencies by providing them with the location information they need to effectively plan and administer their activities.

Maps of themselves are of interest to those of us who like maps; however, it is what is done with the mapping information that is important. Although OSNI are not at the “front end” of service delivery, OSNI map data, services and projects can have a crucial and potentially significant impact on the ability of other Government Agencies in the delivery of their services, in a very wide range of circumstances. How we enhance our role and our ability to fully deliver benefit to Government and the wider public services must be at the core of what we do.

GEOGRAPHIC INFORMATION POLICY FOR NORTHERN IRELAND

The most important initiative that OSNI must succeed in to facilitate this is to help develop the Geographic Information Strategy for Northern Ireland. This will place it at the centre of the coordination and communication of Geographic Information both within Government and within the wider Industry (public, private, academic and voluntary sectors). OSNI must carve out funds to establish a small expert group, as a resource for other parts of government for advice, expertise and assistance when necessary when establishing or considering their own GI Systems. This ensures that not only are technical standards always the same, but that the overall management effort required by many is substantially reduced, and that economies of scale are possible when considering data requirements. This has further potential; this unit will form the focus for the management of mapping databases to be undertaken centrally, and distributed using the Internet, thereby releasing data management resources by other agencies for their own core activity.

At a stakeholder conference in February 2002, participants explicitly recognised the importance of accurate and authoritative geographic information, its strategic importance as part of the national information infrastructure and the need to provide strategic leadership for a practical, co-ordinated and inclusive approach to improving the collection, funding, dissemination and use of such information in order to maximise social, economic and educational potential.

With help from a representative stakeholder group, the Department of Culture, Arts and Leisure, through OSNI, has facilitated the development of a Geographic Information Strategy which outlines a co-ordination framework that draws together the areas in which greatest benefit is possible. The framework proposes the establishment of steering groups for each key sector with an immediate interest in better co-ordination and the co-ordination of technical matters and improved education and awareness. Ownership for these groups is placed with the sector concerned, whilst the need for an overarching co-ordination group to provide a focal point for geographic information in Northern Ireland is also recognised.

The strategy was issued by OSNI for public consultation in December 2003. Consultees, including Government Departments, District Councils and organisations included in DCAL's Equality list, were asked to comment on the vision for geographic information in Northern Ireland and on the proposals and recommendations contained in the strategy document. Following this consultation and a review by stakeholders of the feedback received, the proposed vision, recommendations and amendments were adopted. Stakeholders requested DCAL, through its agency OSNI to continue to drive the GI Strategy forward. Following Departmental and Governmental approval of the structure and funding of the governing body, the strategy will be implemented, through the formal creation of sectoral and overarching steering groups.

POINTER (Common Address File) Project

Pointer is the new address database being developed for Northern Ireland. Ordnance Survey of Northern Ireland (OSNI) is leading the project, with the support of the Valuation & Lands Agency (VLA) and Royal Mail. For the first time, there will be a common standard address for every property in Northern Ireland. Each property will have a unique reference number and geo-spatial coordinates. Pointer will provide infrastructural support to private and public sector organisations alike. It will allow quick and accurate sharing and analysis of data and it will support a host of value added applications. In addition, Pointer will hold a townland name for every address.

To date, the project has been funded through the Service Modernisation Fund of the Executive Programme funds. This has enabled a dedicated project team to be established, based in OSNI's offices at Colby House. The project team has progressed a number of activities, including the creation of the Pointer database. This address database has been created through a process of complex data matching, and intensive ground validation is now underway across Northern Ireland in order to maximise the accuracy of the dataset. It is expected that Pointer products and services will be available in late Summer 2003.

In order to maintain Pointer data over time, a Full Business Case has been prepared which details the further work that is required to move from pilot status to a fully operational system. It also identifies and makes the case for the additional expenditure that will be required for the implementation and ongoing operation of Pointer. The sale of Pointer products and services to the private sector will contribute to funding the ongoing operation of Pointer, and will be key to meeting OSNI's strategic goal of achieving financial self-sustainability by 2006.

TOWNLAND HERITAGE

Townlands are the oldest land division in Ireland dating back to pre-Norman times and have significant cultural and historical importance as they, in many cases, reflect the variety of traditions that have left their mark on the landscape of the country. By including townlands in its databases and the name in its current address data OSNI is playing an active part in preserving for future generations some link to the culture and heritage of Northern Ireland.

Townlands have always been shown on Ordnance Survey large-scale maps; in fact the very first OS maps of Ireland, completed in 1846, included townland boundaries and were used for taxation purposes. Today OSNI still carefully maintains the boundaries and names of townlands in its mapping databases and includes the townland name in its address data.

CONCLUSION

The devolution of power from Westminster to the Northern Ireland Assembly has provided many opportunities for Northern Ireland to develop its own policies and programmes to meet the needs of Northern Ireland. Although the recently formed Northern Ireland Assembly is currently suspended, and the outlook uncertain, much of the ground work established between 1999 and 2002 has been of benefit, and has demonstrated how local politicians can begin to make a difference.

Although OSNI is not in a political high profile area of government policy, the key challenge for the organisation has been to ensure it is of a form and in a position to respond to government demands for efficient, effective and expert advice, data and services. It was crucial that OSNI rose to the challenge presented by the prospect of reduced funding from central government, increasing demands for services, competition in traditionally secure areas of activity and technology demands. It was also crucial that it did so in a proactive way, not a defensive way. Refocusing the organisation from a technically oriented government agency into a business oriented, customer-focused organisation, whilst retaining a public service focus, was the key challenge.

OSNI has begun to capitalize on its unique government information resource by not only exploiting the developments in information technology, satellite and digital systems, but also by developing modern marketing and business organisational approaches. However, it has done this whilst not forgetting its key role, which is to support the public good by providing the mapping information of Northern Ireland. How it delivers public good is crucial. Aligning its work to that of government policy is a key success factor, and to date OSNI has had some success, not only in its traditional core mapping activity, but also in taking on the central policy coordination of geographic information for Northern Ireland, and the development of key data sets, such as the common address file project "Pointer".

The most important action we need to take is the development of our Intellectual Capital through staff development opportunities and recruitment. To be considered "expert" we will need to develop further our expertise in not only the technical map making activity, but also the broader competences of Geographic Information, spatial data management and the field of "Geomatics". OSNI has begun to do this by offering its staff to undertake further professional training at degree and higher levels, but also by recruiting into the organisation when and where necessary, with new skills and competences. These actions are essential if the Agency is to ensure new ideas, new thinking and new possibilities remain open to OSNI.

OSNI will provide a service to other government bodies upon which they begin to rely – And this is not just about supplying them with paper and digital maps. The rest of Government cannot be just another customer; otherwise we may as well be in the private sector. OSNI are part of Government, and should be providing expertise, support, consultancy and advice on Geographic Information and Systems (whether directly ourselves, or helping to facilitate external expert advice), and even help them by managing their map database of Northern Ireland. OSNI data are the foundation on which their information is built, maintained, analysed and visualised, and therefore upon which their business relies. OSNI can enhance its role for government by embedding expertise within government to improve government services and functions.

REFERENCES/FURTHER RESOURCES

<http://www.online-ni.gov.uk>

<http://www.osni.gov.uk>

<http://www.pointer-ni.gov.uk>