

Results of User Survey of Income Tax and Expenses and Benefits Statistics

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1. Summary

HMRC publishes three complementary sets of income tax statistics describing:

- income tax receipts;
- income tax liabilities; and
- taxable benefits-in-kind and expenses payments.

HMRC conducted an internet-based survey of users of these statistics in order to improve understanding of how customers use these statistics and how they might be improved to better meet users needs.

The survey also consulted users of income tax receipts statistics on some specific HMRC proposals for changes to the content and timing of release of Tables 2.8 and 2.9.

A encouraging total of 75 responses to the survey were received between 28 April and 29 July 2011.

This note provides a short summary of the survey results, and sets out HMRC's initial response both to the consultation responses on income tax receipts and other user views arising from the survey.

The survey has been very helpful in informing HMRC's future development of income tax statistics.

HMRC welcomes further feedback on these statistics:

- the survey will remain open for a period for those who did not have the opportunity to feed in views by end July.¹
- alternatively, please use the HMRC statistics user engagement form²
- or contact directly the statisticians named in each release.

¹ <http://www.surveymonkey.com/s/incometaxstatistics>

² <http://www.hmrc.gov.uk/stats/user-engagement.htm>

2. Introduction

HMRC publishes three complementary sets of income tax statistics describing:

- income tax receipts;³
- income tax liabilities;⁴ and
- taxable benefits-in-kind and expenses payments.⁵

Statistics on income tax receipts show how much income tax is collected during a given tax year broken down by method of collection (e.g. PAYE, Self Assessment, tax deducted at source on interest etc.).

Statistics on income tax liabilities by contrast show income tax due on incomes arising in a given tax year. In part due to payment lags, particularly for tax collected via Self Assessment, tax receipts differ from liabilities. For the same reason, movements in liabilities show a more immediate correspondence over time both with changes in the tax regime (e.g. changes in tax rates) and also relevant economic trends (e.g. growth in employment or earnings). Being based on a sample survey of individual taxpayer records, the liabilities statistics also include detailed breakdowns of income tax (e.g. by taxpayers' characteristics or their marginal rate of tax), which are not available through the more aggregate receipts data.

The statistics on taxable benefits-in-kind and expenses provide a detailed analysis of the value of such benefits and the tax liabilities arising on this particular form of income.

During 2011, the UK Statistics Authority has assessed these statistics against the Code of Practice for Official Statistics. As part of the preparations for that assessment, HMRC conducted an internet-based survey of users of the statistics in order to improve understanding of how customers use these statistics and how they might be improved to better meet users needs.

The specific aims of the survey were as follows:

- to improve HMRC's knowledge of users and the uses made of the statistics, particularly in the case of the income tax receipts and benefits and expenses where recent contact with users has been limited;
- to gather some basic information on user satisfaction both with the statistics, and the accompanying commentary and background information provided in the statistical bulletins;
- to provide an opportunity for users to suggest how the statistics could be improved; and

³ http://www.hmrc.gov.uk/stats/t_receipt/menu.htm

⁴ http://www.hmrc.gov.uk/stats/income_tax/menu.htm

⁵ http://www.hmrc.gov.uk/stats/taxable_benefits/menu.htm

- to consult users of income tax receipts statistics on some specific proposals for changes to the content and timing of release of Tables 2.8 and 2.9.

3. Response to the survey

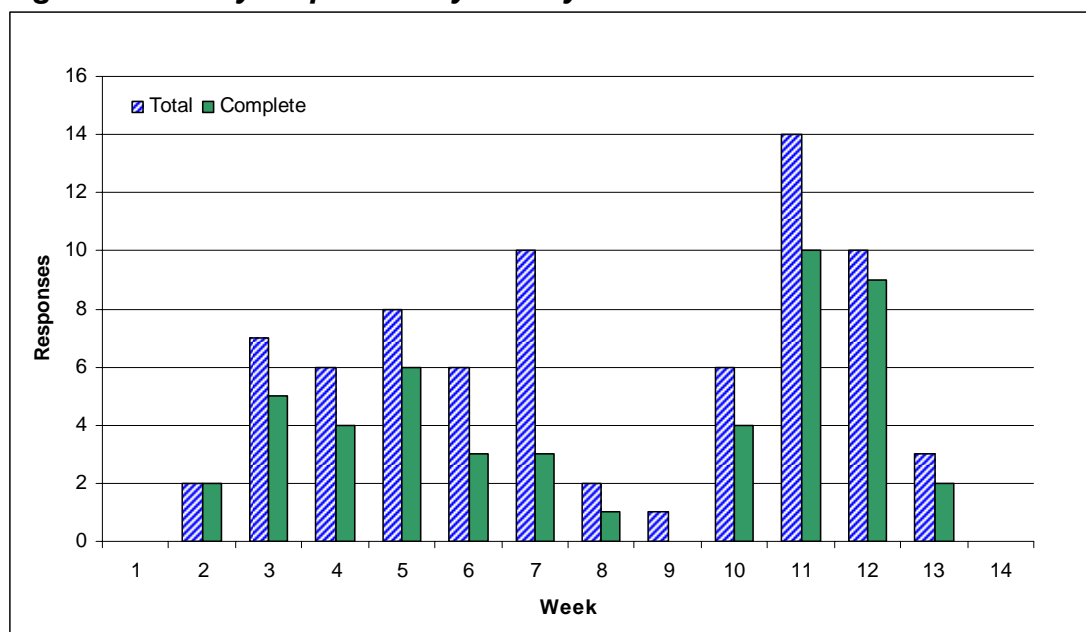
The internet-based survey was opened on 28 April 2011 with an initial closing date of 29 July 2011. Results in this report are based on responses received by 29 July 2011, although the survey remains open for user feedback.⁶ The survey was promoted via the HMRC website⁷, with links made available from each set of income tax statistics under review.

The survey opened with a general question on the use made of the HMRC income tax statistics. Users were then asked to specify which particular statistics were used, and directed to follow up questions on income tax receipts, liabilities or benefits and expenses statistics as appropriate. Numbers of responses underpinning the summary analysis that follows therefore vary, and this indicated at the beginning of each section.

The survey questions are repeated at Annex A.

A total of 75 responses were received by the closing date, of which 26 responses (35%) were incomplete. The incomplete responses have been used to indicate the use of HMRC statistics only; they have been excluded from all other analysis.

Figure 1. Survey responses by survey week



Week 1 consists of only two days, 28th and 29th April, the rest are full weeks starting Saturday.

⁶ <http://www.surveymonkey.com/s/incometaxstatistics>.

⁷ <http://www.hmrc.gov.uk/stats/consultation-nat-stat.htm>

Figure 1 shows the number of responses received by survey week. Note that around 40 known users of income tax liabilities statistics were alerted to the survey during week 11, mainly individuals within other Government Departments, but also some non-Government users based on recent contacts and some citations of the statistics in published external reports.

4. Users and uses of income tax statistics

4.1 Users

(49 responses)

Since January 2011, HMRC income tax statistics have been disseminated in statistical bulletins including commentary on the figures and background information on data, methods and the income tax system. Statistical tables are also available individually as follows:

Income tax liabilities:

- Table 2.1: Number of individual income taxpayers by marginal rate, gender and age
- Table 2.2: Number of individual income taxpayers by marginal rate, gender and age, by country and region
- Table 2.4: Shares of total income (before and after tax) and income tax for percentile groups
- Table 2.5: Income tax liabilities, by Income Range
- Table 2.6: Income tax liabilities, by income source and tax band
- Table 2.7: Income tax (net of tax credits) as a per cent of gross earnings for specimen families

Income tax receipts:

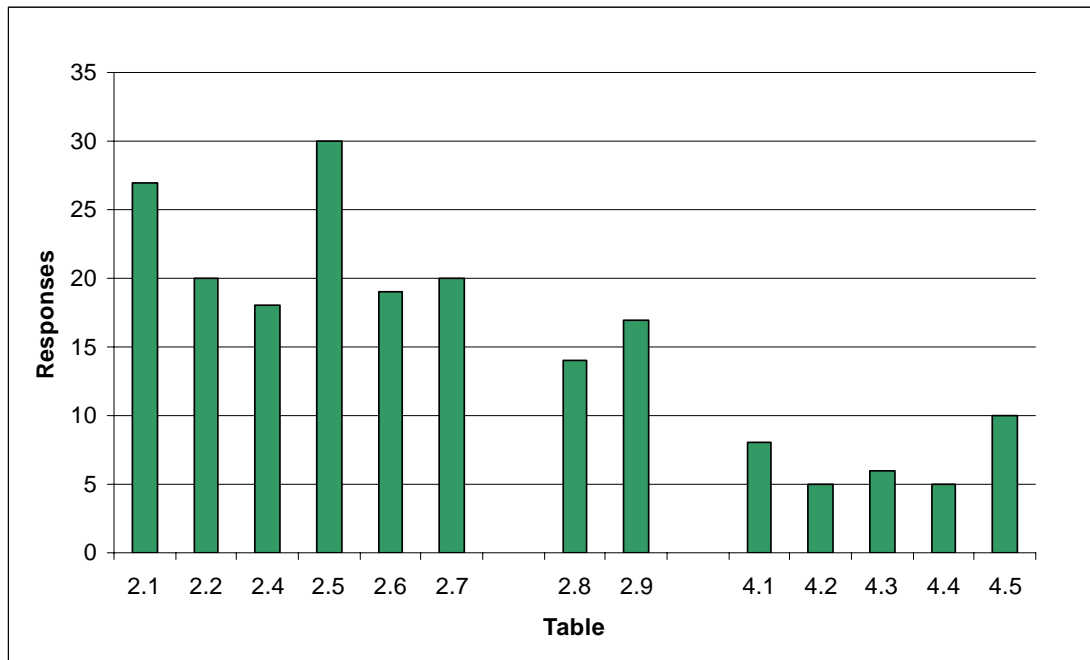
- Table 2.8: Income tax receipts: analysis by type
- Table 2.9: Income tax credits and repayments: analysis by type

Benefits and expenses:

- Table 4.1: Recipients, taxable value and income tax and NICs liability, by each main category
- Table 4.2: Total benefits in kind and expenses for directors and employees, by range of earnings
- Table 4.3: Analysis of company cars, employer provided fuel and private medical insurance, by range of earnings
- Table 4.4: Analysis of company cars, by CO2 emissions and fuel type
- Table 4.5: Recipients, taxable value and income tax and NICs liability, by category

Figure 2 shows the number of responding users by Table.

Figure 2. Number of responding users by table



As expected by HMRC (on the basis of ongoing contacts and queries with users) the survey shows that the statistics on income tax liabilities attract most users (43 responding users in total), particularly Tables 2.1 (“Number of individual income taxpayers by marginal rate, gender and age”) and Table 2.5 (“Income tax liabilities, by income rage”).

The survey was helpful in highlighting that the income tax receipts statistics tables (Tables 2.8 and 2.9) are used (17 responding users in total), and that users are interested in potential changes to the statistics. Before conducting the survey HMRC had little knowledge of how the statistics were being used.

The number of responding users of benefits and expenses statistics was low by comparison (13 responding users).

In all cases respondents were encouraged to provide contact details to facilitate a more active future engagement with users, though only a small number of respondents did so.

Numbers responding to the survey are of course likely to represent only a proportion (perhaps small) of all users. Annex B provides statistics on internet downloads of the tables during the first half of 2011 for comparison.

4.2 Uses

(75 responses)

Table 1 summarises the main uses of HMRC income tax statistics revealed by the survey.⁸

Table 1: Use made of HMRC income tax statistics

Reasons for using HMRC income tax and expenses and benefit statistics	Individuals	% of total users
Total users	75	
Media or other commentary on income tax	17	23
Monitoring and forecasting economic trends	12	16
Tax policy development	17	23
Tax research and analysis within an organisation	19	25
International comparisons	7	9
Educational use (academic research)	23	31
Other	15	20
- Personal uses	6	8

31% of responding users were engaged in academic research, and 25% used the statistics for research and analysis within other organisations. 23% of users are engaged in tax policy development. 16% of users use the statistics for monitoring and forecasting of economic trends.

20% of users set out other business uses which included historical analyses, using the statistics as inputs to other (non tax) policy analyses and, for users within Government departments, answering Parliamentary Questions and Freedom of Information requests.

5. User views and HMRC response

5.1 Income tax liabilities statistics

User satisfaction

(31 complete responses)

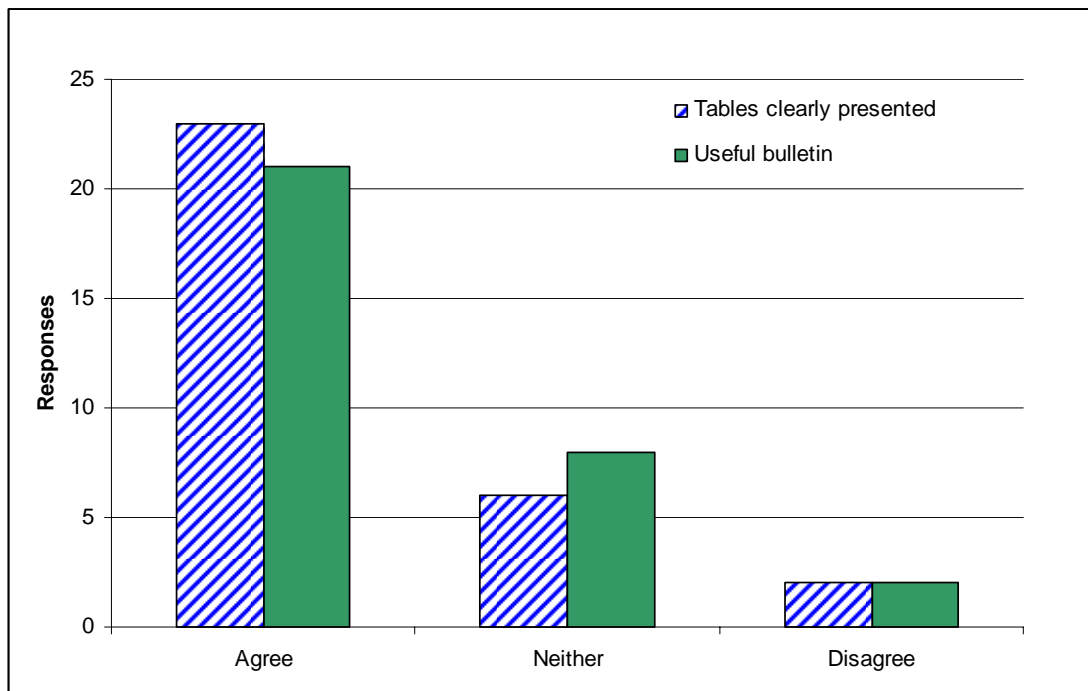
The survey revealed 43 users of income tax liabilities statistics in total, of which 31 individuals answered follow up questions relating to the frequency of access to these tables, the presentation of the tables and the usefulness of the statistical bulletin.

⁸ Respondents were asked to indicate all uses of the statistics from a list of uses. Percentages do not sum to 100 because users may have recorded multiple uses.

Ten users considered themselves regular users of income tax liabilities statistics, 18 were occasional users, and three had accessed the statistics for the first time when completing the survey.

Figure 3 shows that the majority of responding users are satisfied both with the clarity of the published tables and usefulness of the income tax liabilities statistical bulletin. However, two occasional users thought that the layout of the liabilities tables was too complicated and that better explanation of what the tables are showing is required.

Figure 3. Income tax liabilities statistics (Tables 2.1 to 2.7), User satisfaction



User suggestions

(13 responses)

Although the survey did not seek user feedback on any specific HMRC proposals for income tax liabilities statistics, the survey elicited a number of suggestions for possible improvements. These suggestions are summarised below, together with an initial HMRC response.

- *Enhancements to Table 2.5 (Income tax liabilities, by Income Range):* include all key income tax thresholds (e.g. higher rate threshold) as boundaries for ranges of taxpayer income; publish more detailed analysis for taxpayers with incomes exceeding £1million; and publish a complementary table showing numbers of taxpayers by range of taxable income (i.e. income after allowances and deductions).

- *Publish liabilities statistics at sub-UK levels, e.g. for Government Office Regions or Local Authority Districts.*
- *Make longer time-series available.*

Other users commented on the accessibility and layout of the statistical bulletin. Specifically, some users said that they were not aware prior to the survey that a statistical bulletin accompanying the published tables existed. It was also suggested that the summary of main points arising from the statistics should be made more prominent.

Initial HMRC response

Table 2.5 shows the distribution of income taxpayers by range of total income and by marginal rate. HMRC welcomes the specific suggestions for enhancements to Table 2.5, and will consider changes for the next publication. HMRC notes that provision of more detailed breakdowns by income for those with very high incomes is limited to some degree, e.g. minimum sample size requirements are employed to protect taxpayer confidentiality.

A version of Table 2.5 ranged on taxable income (i.e. income after allowances and deductions) would have some advantage in showing a closer logical correspondence at the margin between taxpayer incomes and marginal rate.⁹ HMRC will monitor user demand in this area before introducing any new tables, and welcomes further user views.

Though not included in the income tax liabilities statistical bulletin, HMRC already publishes detailed analyses of numbers of taxpayers, income components and tax liabilities for a number of sub-UK level geographies.¹⁰ These analyses are available only up to the latest tax year for which the detailed Survey of Personal Incomes (SPI) data is available, currently 2007-08. Projections at the sub-UK level are not generally made available, as the projections methods are based on UK level projection assumptions only, and so are not considered sufficiently reliable for this purpose.¹¹ HMRC would welcome further user feedback on those sub-UK analyses already published for SPI outturn years.

Headline Income tax liabilities statistics time-series data are published for 1990-91 to date (e.g. Table 2.1 showing numbers of individual income taxpayers), corresponding with the introduction of independent income taxation in the United Kingdom. Statistics prior to this date are not generally

⁹ For example, Table 2.5 shows that some higher rate taxpayers have total income exceeding £150,000; however, their taxable income after deductions will be less than £150,000, otherwise they would be additional rate taxpayers. Numbers of taxpayers in these cases are apparent from Table 2.5 as currently published.

¹⁰ See Tables 3.13, 3.14 and 3.15:

http://www.hmrc.gov.uk/stats/income_distribution/menu-by-year.htm#313

¹¹ See Income Tax Liabilities Statistics, p.59:

http://www.hmrc.gov.uk/stats/income_tax/liabilities-april2011.pdf

comparable as married couples were taxed jointly. Tables 2.5 and 2.6 depicting two-way tax distributions are published only for recent tax years (the most recent SPI outturn year together with projections up to the current tax year). HMRC has received a number of requests for historic versions for these tables. A complete set of estimates for tax years from 1999-00 has been compiled and will be made available alongside the next publication.

5.2 Income tax receipts statistics

(13 complete responses)

The survey identified 14 users of table 2.8 and 10 users of table 2.9. Seven users responded that they were users of both tables.

The survey asked a series of questions specifically about table 2.8 followed by questions specifically about table 2.9 and a couple of questions relating to both tables. Respondents were asked for their views about a number of proposed changes to the tables.

Frequency of use of tables and information used

Users were asked about the frequency with which they use table 2.8. Seven respondents access the table a few times a year, three access it once a year and three access it less than once a year. Table 2 shows which data in table 2.8 respondents use.¹² 69% of respondents use time series data, and 62% of respondents use latest data. A number of users access tables for receipts from each of the individual tax streams.

Table 2. Information used from table 2.8

Table 2.8 information	Individuals	% of total users
Total users	13	
Time series data	9	69
Latest data	8	62
All tax revenue streams	5	38
PAYE (Pay as you earn)	5	38
TDSI (Tax deducted scheme for interest)	2	15
SA (Self assessment income tax)	5	38
Income tax repayments	4	31
Total net receipts	4	31
Other receipts	0	0

Users of table 2.9 were asked about the frequency with which they accessed the table. Three respondents access the table once a year, one accesses it a few times a year, one accesses it less than once a year and one user responded that it was the first time they had accessed the table.

¹² Respondents were asked to indicate all data used from a list, multiple options may have been selected so the total does not sum to 100%,..

Table 3 shows which data in table 2.9 respondents use. 67% of respondents use time series data, and 44% of respondents use latest data.

Table 3. Information used from table 2.9

Table 2.9 information	Individuals	% of total users
Total users	9	
Time series data	6	67
Latest data	4	44
All tax revenue streams	3	33
Income tax credits total	1	11
WFTC (Working families tax credit)	3	33
MIRAS (Mortgage interest relief at source)	1	11
LAPRAS (Life assurance premium relief at source)	1	11
Income tax repayments total	0	0
Individuals	2	22
Personal pension contributions	2	22
Pension funds and insurance companies	1	11
Charities	2	22
Overseas	2	22
Personal equity plans/Individual savings accounts	2	22

Proposed changes to tables 2.8 and 2.9

Respondents to the survey were asked for their views on a number of possible changes to the statistics. These are set out below with a summary of responses to each of the suggestions.

1. Combine smaller components in table 2.8

Respondents were asked for their views on combining assessed income tax, other tax deducted at source and other receipts into a single 'other' category. HMRC did not know whether this detailed breakdown was being used. Making the change would simplify table 2.8. Responses to this question are shown in figure 4. A majority of respondents (67%) said they would have some difficulty adapting to using data following this change. Comments from users about this proposed change suggest that, while the disaggregated information is not regularly used it is useful to have when specific requests require it.

2. Remove breakdown of discontinued repayments series in table 2.9

In table 2.9 there are a number of rows that have not been populated since 2005-06 due to unreliability of estimates. Users were asked if their work would be impacted by the removal of these rows, see figure 5 for responses to this question. 44% of respondents can adapt with no impact on their work, and a further 33% can adapt with a little difficulty. Only 2 respondents said that this change will cause them more than a little difficulty, one clarifying by stating that removal of the discontinued rows does not cause a problem but the complete removal of the breakdown of repayments (including rows for

which figures are available in latest years) would cause them difficulty. Complete removal of the breakdown of repayments is not being considered.

Figure 4. Combine smaller components in table 2.8

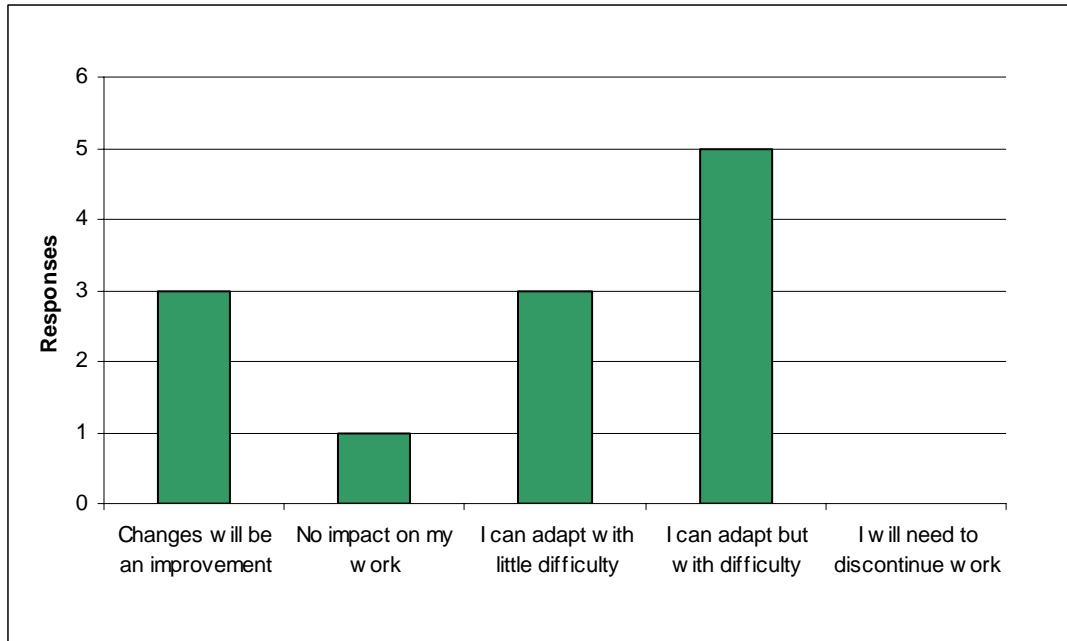
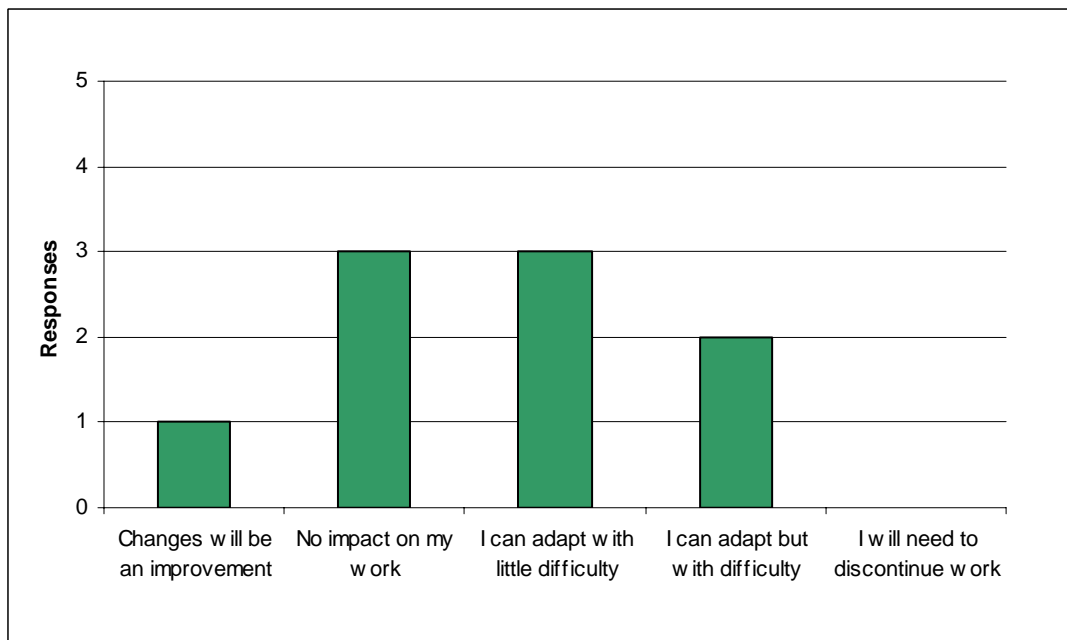


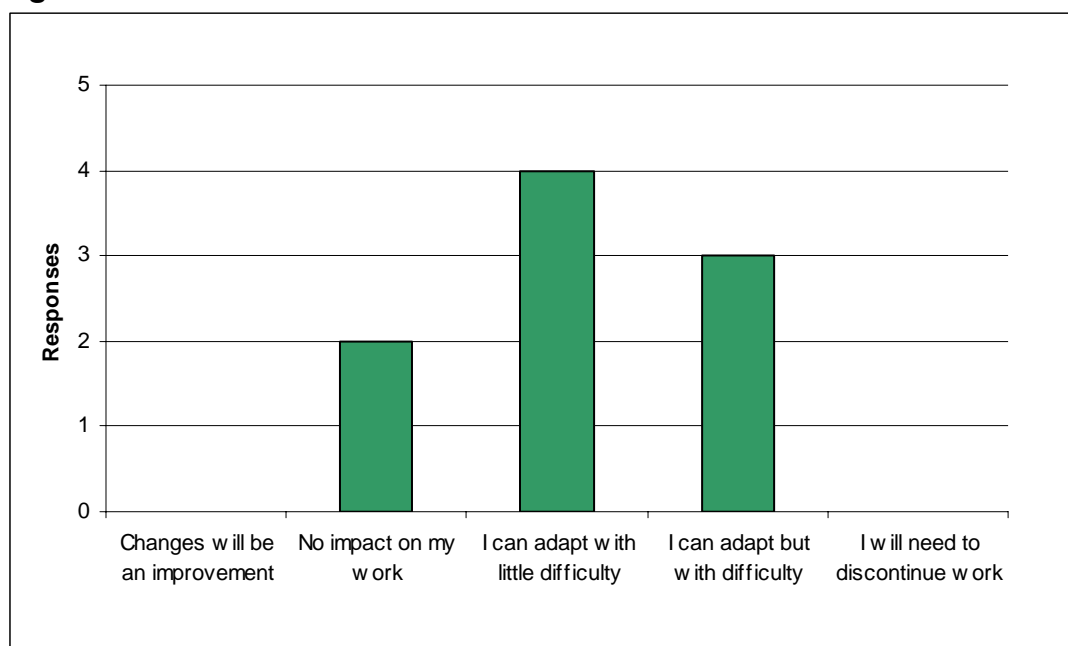
Figure 5. Remove breakdown of discontinued repayments series in table 2.9



3. Remove breakdown of Income tax credits

Table 2.9 shows a breakdown of income tax credits between working family tax credit/ disabled persons tax credit/ working tax credit/ child tax credit, Mortgage interest relief at source (MIRAS), life assurance premium relief at source (LAPRAS) and other income tax credits. MIRAS, LAPRAS and other income tax credits have decreased to very low levels in recent years. It was not known if the level of detail being published was helpful to users. Users were asked for their views on removal of the split of income tax credits. Nine users responded to this question, see figure 6 for responses to this question. A majority of the respondents (78%) felt that this change would cause them some difficulty.

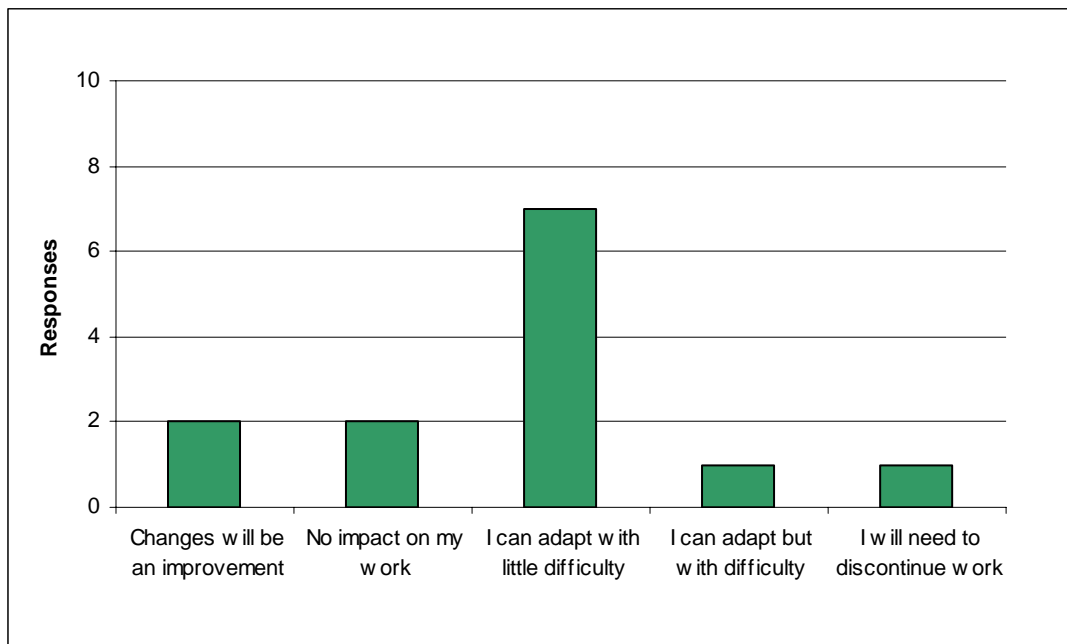
Figure 6. Remove breakdown of Income tax credits



4. Reduce publication from twice to once a year

Income tax receipts statistics are currently published in April and again in September each year. For the April publication figures for the latest year are provisional. In the September publication they are finalised, by alignment to the HMRC Trust Statement. An annual bulletin could be published in July or August which contained finalised figures from the outset. Responses are shown in figure 7. A majority of respondents to this question (84%) said they would be able to adapt with no more than a little difficulty. One respondent said that they would need to discontinue their work if the frequency of publication reduced, though this user also said that they use the statistics just one a year.

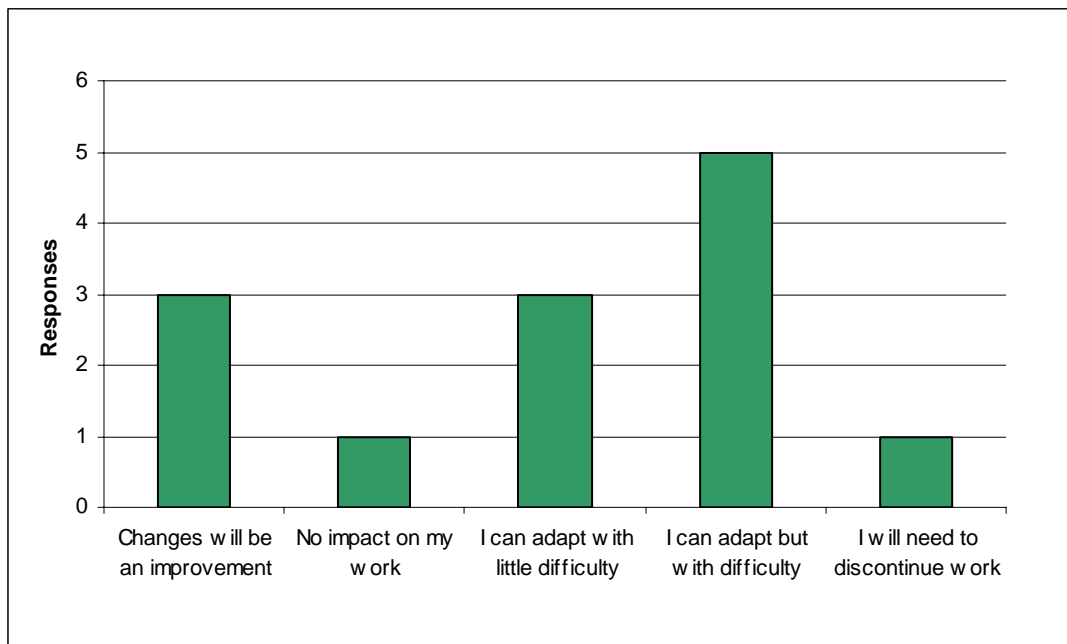
Figure 7. Reduce publication from twice to once a year



5. Combine tables 2.8 and 2.9 into a single table

There is already some overlap between tables 2.8 and 2.9, with tax credits and repayments information from table 2.9 appearing in a 'repayments other than self assessment' row in table 2.8. Users were asked for their views on combining the two tables into a single table. Responses are shown in figure 8. Views on this question were mixed. Three respondents answered that this would be an improvement. One respondent stated that this would make the information easier to use, making it clearer how the statistics fit together. A number of respondents answered that they would have some difficulty adapting, and one respondent answered that they would need to discontinue work. Some comments were provided relating to income tax credits information included in table 2.9 and why specifically this is not presented alongside tax credits statistics.

Figure 8. Combine tables 2.8 and 2.9 into a single table



Initial HMRC response

Responses to the survey questions about income tax receipts statistics (tables 2.8 and 2.9) will help to inform HMRC decisions about future development of the income tax receipts statistics tables. Some initial HMRC responses on these issues are provided below.

1. Combine smaller components in table 2.8

Responses from users suggest that a reduction in the level of detail provided in table 2.8 will cause difficulties for some users. While this would be a simplification for other users, HMRC does not intend to take this change forward.

2. Remove breakdown of discontinued repayments series in table 2.9

Removing the discontinued repayments rows from table 2.9 will simplify its presentation. If the rows are removed from future tables the current table will still be available in the archive section on the HMRC website, so existing values for early years will still be available.

3. Remove breakdown of Income tax credits

As with the two preceding suggestions the benefit of this change would be to simplify the table for users. Respondents to the survey would not welcome this change. HMRC does not intend to take this change forward.

4. Reduce publication from twice to once a year

The main benefit from this suggestion would be to more closely align income tax receipts statistics to the published HMRC Trust Statement. Moving to a publication in July/August would enable final figures for the latest year to be published earlier than is currently the case (final figures are not currently published until September). Responses from users to this change were, on

the whole, fairly positive. HMRC will consider further the possibility of adopting a revised timetable for publication of statistics in 2012.

5. Combine tables 2.8 and 2.9 into a single table

Responses to the question of combining tables 2.8 and 2.9 were mixed, however the change does not result in the loss of any information in its own right. HMRC will consider this alongside other changes to see if a single table is feasible.

HMRC will also provide more information within the statistical bulletin about the income tax credits information included in income tax receipts statistics.

5.3 Expenses and benefits statistics

(13 complete responses)

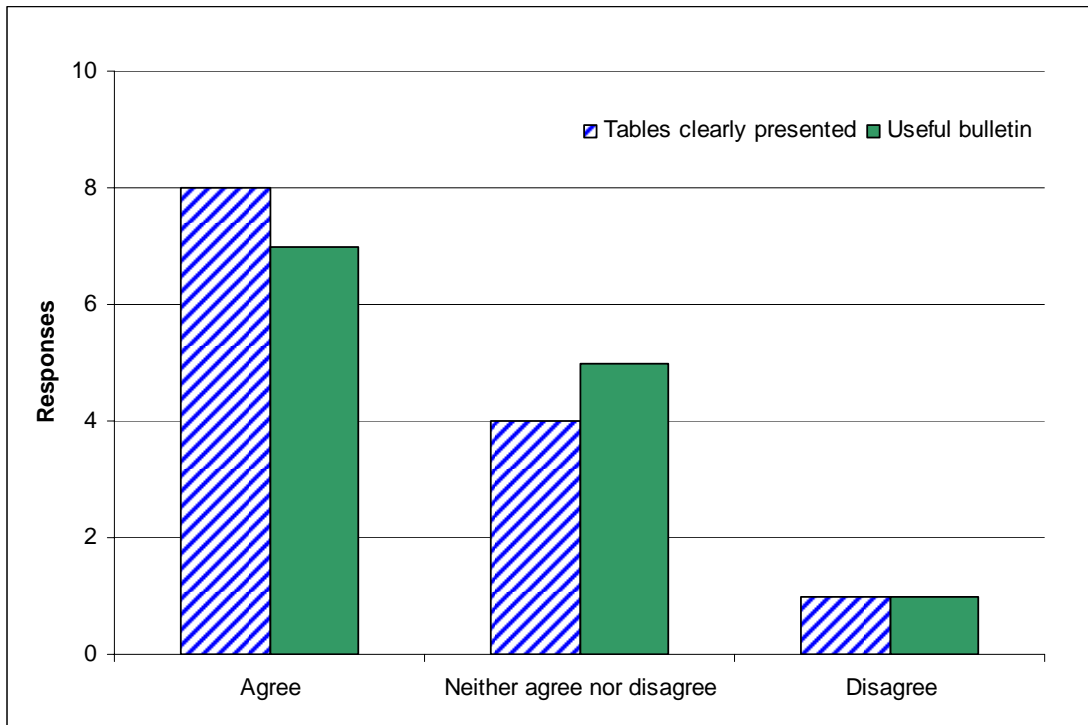
User satisfaction

The survey revealed 13 users of expenses and benefits statistics in total, of which all answered follow up questions relating to the frequency of access to these tables, the presentation of the tables and the usefulness of the statistical bulletin.

Two users considered themselves regular users of expenses and benefit statistics, seven were occasional users, and four had accessed the statistics for the first time when completing the survey, of which all accessed table 4.5 and only one accessed other expenses and benefit tables. One of the regular users only accessed table 4.1 and the other only accessed table 4.4.

Generally, figure 9 shows that the respondents are satisfied with the presentation of the tables and usefulness of the statistics bulletin for tables 4.1 to 4.5. However, an occasional user of table 4.5 disagreed on the clarity of the table and the same individual disagreed that the bulletin was useful.

Figure 9. Expenses and Benefit statistics (Tables 4.1 to 4.5), User satisfaction



User suggestions

(1 response)

Although the survey did not seek user feedback on any specific HMRC proposals for expenses and benefit statistics, the survey elicited one suggestion for possible improvements.

Include breakdown of NICs liabilities by employer, employee etc.

Initial HMRC response

We will be undertaking work to produce the next Expenses and Benefit publication in January / February 2012. We will take on board the comment regarding splitting up NICs liability into the different components of employer and employee contributions when producing our next set of tables.

Annex A: Survey questions

1. For what purposes do you use HMRC income tax and expenses and benefits statistics?

[List of uses for statistics]

2. Have you used Tables 2.1 to 2.7 showing income tax liabilities?

2.1 How often do you use these tables on average?

2.2 The statistics in Tables 2.1 to 2.7 are clearly presented and easy to understand

2.3 The commentary and other information describing the statistics available in Income Tax Liabilities Statistics bulletin is useful

2.3 Is there any additional information or analysis of income tax liabilities that you would like to see published in the statistical bulletin

2.4 Please provide below any other suggestions that could help us to improve the content, presentation or usefulness of our statistics on income tax liabilities.

3. Do you use Table 2.8 (Income tax receipts analysis by type) or Table 2.9 (Income tax credits and repayments analysis by type)?

3a. Do you use Table 2.8, Income tax receipts analysis by type?

3a.1 How regularly do you use Table 2.8?

3a.2 What information in Table 2.8 do you use?

[List of receipts analysis types]

3a.3 Table 2.8 breaks down receipts by self assessment, PAYE, assessed income tax, TDSI, other tax deducted at source and other.

HMRC are considering combining assessed income tax, other tax deducted at source and other receipts into a single 'other' category.

Will the proposed changes still meet your needs?

3a.4 Is there any additional information that would be helpful for you to see in Table 2.8?

3b. Do you use Table 2.9, Income tax credits and repayments analysis by type?

3b.1 How regularly do you use Table 2.9?

3b.2 What information in Table 2.9 do you use?
[List of income tax credits and repayments analysis type]

3b.3 The breakdown of repayments in Table 2.9 shows information about individuals, personal pension contributions, pension funds and insurance companies, charities, overseas, personal equity plans and individual savings accounts and other.

For the last five years the breakdown of individuals, pension funds and insurance companies, overseas repayments and other has become unreliable and is no longer produced.

HMRC are considering removing the breakdown of repayments from the table.

Will the proposed changes still meet your needs?

3b.4 The breakdown of income tax credits in use Table 2.9 shows information about:

Working families tax credits (WFTC), disabled person's tax credits (DPTC), working tax credits (WTC) and child tax credits (CTC)

Mortgage interest relief at source (MIRAS)

Life assurance premium relief at source and other (LAPRAS)

Other

HMRC are considering removal of the breakdown of income tax credits from the table.

Will the proposed changes still meet you needs?

3b.5 Is there any additional information that would be helpful for you to see in use Table 2.9?

3c. Table 2.8 and Table 2.9 are currently published twice a year, at the end of April and again at the end of September. In April information for the latest year is provisional.

HMRC are considering moving to publication just once a year, as soon as reliable data for the latest years is available.

Will the proposed changes still meet your needs?

3d. HMRC are considering combining Table 2.8 and Table 2.9 into a single table. Will this change still meet your needs?

4. Do you use Tables 4.1 to 4.5, showing expenses and benefits analysis?

4.1 Please describe the frequency with which you use Tables 4.1 to 4.5.

4.2 The statistics in Tables 4.1 to 4.5 are clearly presented and easy to understand

4.3 The commentary and other information describing the statistics available in the Expenses and Benefits Statistics bulletin is useful

4.4 Is there any additional information or analysis of expenses and benefits that you would like to see published in the statistical bulletin?

4.5 Please provide below any other suggestions that could help us to improve the content, presentation or usefulness of our statistics on expenses and benefits.

5. Thank you for taking the time to complete the survey, your responses are valuable to us and will help us better understand how our statistics are used.

If you are happy for HMRC to contact you directly, either to better understand your responses to the survey or to notify you of publication dates and developments to the statistics, please provide an email address below.

Annex B: Website statistics

Figure 10 shows the total number of downloads for each of the tables of income tax liabilities (2.1 to 2.7), income tax receipts (2.8 and 2.9), and taxable benefits-in-kind and expenses payments (4.1 to 4.5) during the first half of 2011.

Figure 10. Total downloads by Table (January to June 2011)

