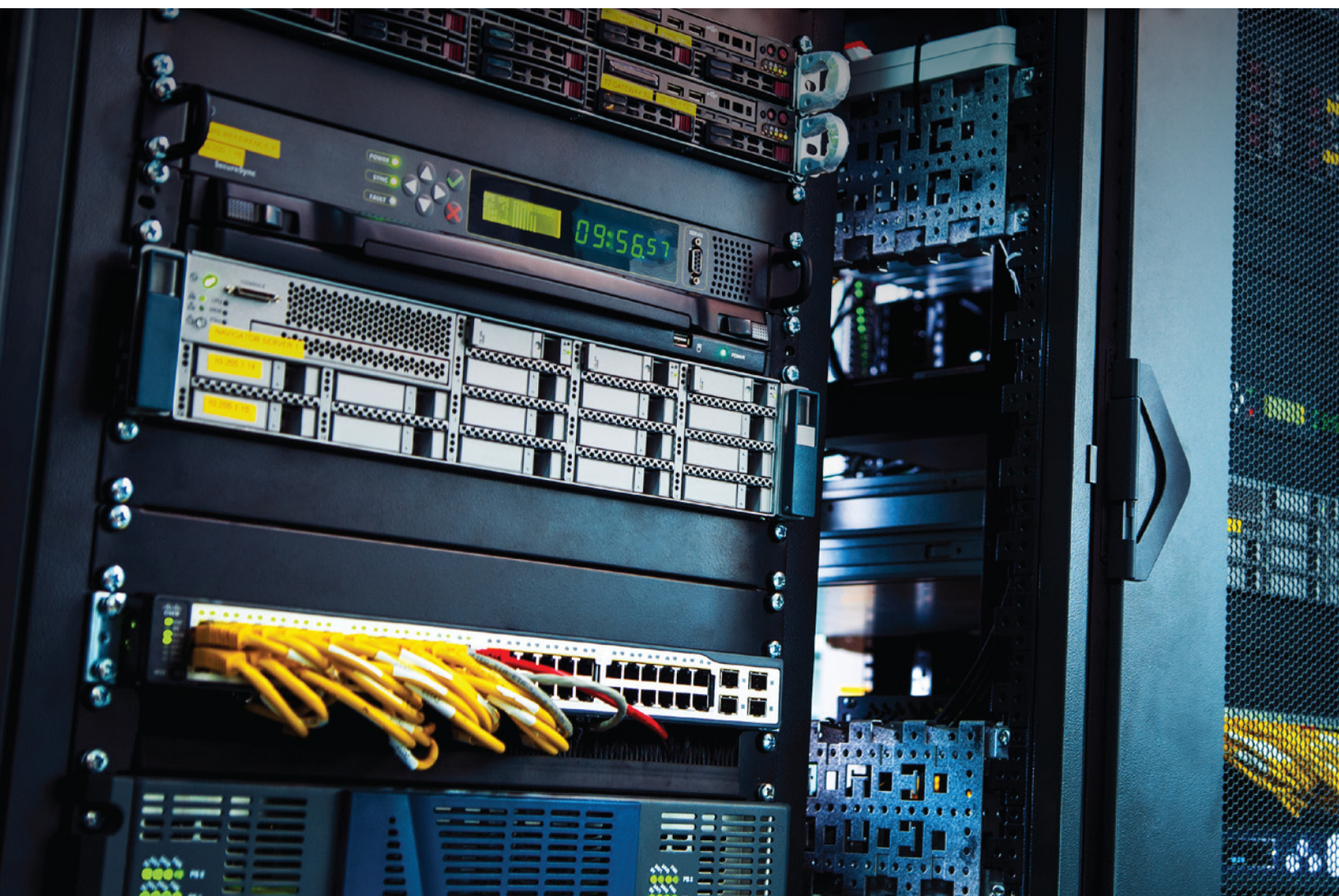


R1807

TRANSPARENCY, GROWTH AND TRANSFORMATION

UNLEASHING THE POWER OF OPEN GOVERNMENT DATA



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ACRONYMS

ATI	Access to Information
COI	Caribbean Open Institute
GIS	Geographical Information System
GOJ	Government of Jamaica
MSET	Ministry of Science, Energy and Technology
OD4B	Open Data for Business
ODRA	Open Data Readiness Assessment
OGP	Open Government Partnership
RADA	Rural Agricultural Development Authority
TfL	Transport for London
UK	United Kingdom

EXECUTIVE SUMMARY

We are in the midst of a global thrust towards the liberalization of data, with governments allowing greater access to, and use of, data by citizens. As governments begin to witness considerable opportunities offered by open data, there has been increasing emphasis on openness. Several case studies around the world have demonstrated the potential of open data to spur economic innovation, solve complex issues, improve government, and empower citizens.

Jamaica's open data programme has advanced further than most of its counterparts in the Caribbean, placing it at the top of most regional rankings. In recent years there have been legislative developments (data protection legislation tabled; open data policy in development), infrastructural developments (portal), as well as capacity building through data training programmes. Despite recent developments, the country has experienced very limited impact from its open data programme thus far. Several issues relating to data quality, the reactive nature of data release within government, issues with the access to information request process, and a lack of focus on answering specific questions with open data, are significant barriers to its re-use and impact in Jamaica. Many of the current challenges stem from the absence of an open data policy which provides guidance, and standardizes data collection, distribution, and quality, across government agencies.

This report assesses Jamaica's current open data programme, and identifies those shortcomings to be remedied, as well as opportunities where value could be added. The following recommendations are made to improve the effectiveness of the current programme, and to extract significant and measurable value from open data.

SUMMARY OF RECOMMENDATIONS

- Establish the GoJ open data policy as a matter of urgency.
- Make the Access to Information law a complement, not a competitor, to open data.
- Capitalize on strong data demand and user capabilities, to extract more value from open data.
- Identify and allocate adequate resources to maintain and expand the open data infrastructure.
- Establish flexible frameworks that allow for the evolution of the open data programme.
- Push for regional consensus on open data.

1. INTRODUCTION

Open data holds vast potential for individuals and organizations in all sectors of a society—business, civil society and government. Citizens’ access to government data has been shown to generate significant social and economic benefits in countries around the world, and many governments have made open data a priority policy and action item. In London, United Kingdom, the release of open data within the transport sector has generated annual economic benefits and savings of up to £130 million. Jamaica, despite significant developments in its open data programme in recent years, has not yet derived any noteworthy benefits, mainly because the country has not adequately followed through on its open data commitments and stated intentions.

In order to move forward and fully exploit the benefits of open data with full consideration for any ethical concerns, an assessment of the current state of the country’s open data programme is in order.

Such an assessment identifies and accounts for key actors, structures, challenges, and opportunities. In recognition of the value and potential of open data for Jamaica and other Caribbean countries, this report assesses the present state of open data in Jamaica by thoroughly examining the current open data programme. The results of the assessment inform the proposed key actions that the Jamaican government should take to improve the effectiveness of its programme, and increase the impact of open data in the country.

2. BACKGROUND

2.1 WHAT IS OPEN DATA AND WHY IS IT IMPORTANT?

While there is no single universally accepted definition of open data,¹ for the purposes of this report we proffer that:

Data is referred to as being Open if anyone can freely access, use, modify (it should be published in machine-readable format), and share it for any purpose, subject at most, to requirements that preserve provenance (record of origin), openness and private and sensitive information.

This is a somewhat idealized version of open data, as in actuality, few forms of data possess all the attributes included in this definition. The openness of data is, therefore, classified along a spectrum. Many forms of information discussed in this report may not strictly adhere to all points of the definition but may nonetheless, be shareable, usable by third parties, and capable of effecting wide-scale transformation.²

The open data concept evolved from the movement towards freedom of information (also called access to information). While they differ in their approach, their aims are aligned – to improve transparency and public service delivery by providing citizens with access to government information. Access to information rights emphasize the obligation of government institutions to respond to requests for information, while open data emphasizes the proactive release of government data in formats and under conditions that permit its re-use. Thus, access to information facilitates the reactive approach to data release, while open data promotes proactive dissemination.³

In recent years, allowing greater access to a wide array of data – information on budgets infrastructure, health, education, agriculture, and more – has emerged as one of the most significant global governance trends, as nations begin to witness the opportunities offered by open data across various sectors. Considerable impetus was derived from the Obama Administration’s Open Government Directive

¹ For the context of this report, open data refers strictly to government data.

² Verhulst and Young (2016).

³ Yannoukakou and Araka (2014).

(2009), which embraced the three principles of transparency, participation, and collaboration as the cornerstones of an open government.⁴ According to the World Bank, since 2009, more than 250 governments at national, subnational and city levels, have launched open data initiatives, and more are being launched every year.⁵

Several initiatives promoting open data are also being launched at the international level. The Open Government Partnership (OGP) formally launched on September 20, 2011, when eight founding governments endorsed the Open Government Declaration and announced their country action plans.⁶ Though not an open data initiative, open data is one of the most prominent and important set of commitments usually found under an OGP Action Plan. This multilateral initiative

aims to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. Since 2011, OGP has welcomed the commitment of sixty-seven additional governments to join the Partnership.⁷

Another international initiative is the Open Data Charter, a collaboration between more than seventy governments and organizations, founded in 2015. The Charter's primary objective is to promote the opening up of data, and was founded on six principles or aspirational norms for how government data ought to be published: open by default; timely and comprehensive; accessible and usable; comparable and interoperable; for improved governance and citizen engagement; and inclusive development and innovation.⁸



OPEN BY DEFAULT

The status quo is we have to ask officials for the specific information we want. “Open by default” represents a significant shift in how government operates and how it interacts with citizens as the presumption becomes publication of all for all. Governments need to justify data that is kept closed, for example for security or data protection reasons. A necessary precondition for “open by default” is citizen confidence that open data does not compromise their right to privacy.



TIMELY AND COMPREHENSIVE

Open data is only valuable if it is relevant. The timely and comprehensive publication of data is central to its potential for success, and as far as possible, in its original, unmodified form.



ACCESSIBLE AND USABLE

Data that is machine-readable and easy to find will make data go further. Portals are one way of achieving this, but it is also important to think about the user experience of accessing the data, including the file formats in which information is provided. Data should be free of charge, under an open license, as for example, those developed by Creative Commons.⁹

⁴ “Open Government Initiative,” The White House. 2018. (<https://obamawhitehouse.archives.gov/open>)

⁵ “Open Data in 60 Seconds,” World Bank, 2017. (<http://opendatatoolkkit.worldbank.org/en/open-data-in-60-seconds.html>)

⁶ Eight founding governments are Brazil, Indonesia, Mexico, Norway, the Philippines, South Africa, the United Kingdom and the United States.

⁷ “About OGP”. Open Government Partnership (OGP) 2018. (www.opengovpartnership.org/about/about-ogp)

⁸ “Principles – Open Data Charter,” Open Data Charter, September 25, 2015. (<https://opendatacharter.net/principles/>)

⁹ A Creative Commons license is one of several public copyright licenses that enable the free distribution of an otherwise copyrighted work.



COMPARABLE AND INTEROPERABLE

Data has a multiplier effect – the more quality datasets that are accessible, and the easier it is for them to correspond with each other, the more potential value they possess. Commonly-agreed data standards play a crucial role in making this happen.



FOR IMPROVED GOVERNANCE & CITIZEN ENGAGEMENT

Open data can allow citizens and government officials to have a better idea of what officials and politicians are doing. This transparency can improve public services and help hold governments to account.



FOR INCLUSIVE DEVELOPMENT AND INNOVATION

Open data can help spur inclusive economic development. For example, greater access to agricultural data can make farming more efficient, thereby increasing economic opportunities in rural communities.

These six Charter principles act as guidelines or best practices on how open data should be published and used.

2.2 BENEFITS OF OPEN DATA

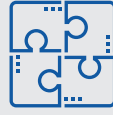
Open data is made available because of its potential to solve many issues in society and ultimately, improve people's quality of life. The impact of open data falls into four basic categories – improving governance; empowering citizens; problem-solving; and creating economic opportunities.¹⁰

¹⁰ "How Is Open Data Changing the World? Key Findings from Open Data Impact Case Studies," Open Government Partnership (OGP) 2016. (www.opengovpartnership.org/stories/how-open-data-changing-world-key-findings-open-data-impact-case-studies)



IMPROVES GOVERNANCE

By making data available on how government uses its resources and how its functions are carried out, citizens are better able to provide oversight and hold government accountable through increased transparency, for example through open budget portals.¹¹ In addition, more data will allow government resources to be better directed and used more efficiently, thereby improving resource allocation.



SOLVES SOCIAL ISSUES

Open data allows various groups in society – citizens, media and policymakers, for example – to analyze societal problems in new ways and engage in new forms of data-driven assessment and engagement.



EMPOWERS CITIZENS

Through increased access to information, citizens can better understand and evaluate government policies, thereby enabling more informed decision-making, for example, when voting.

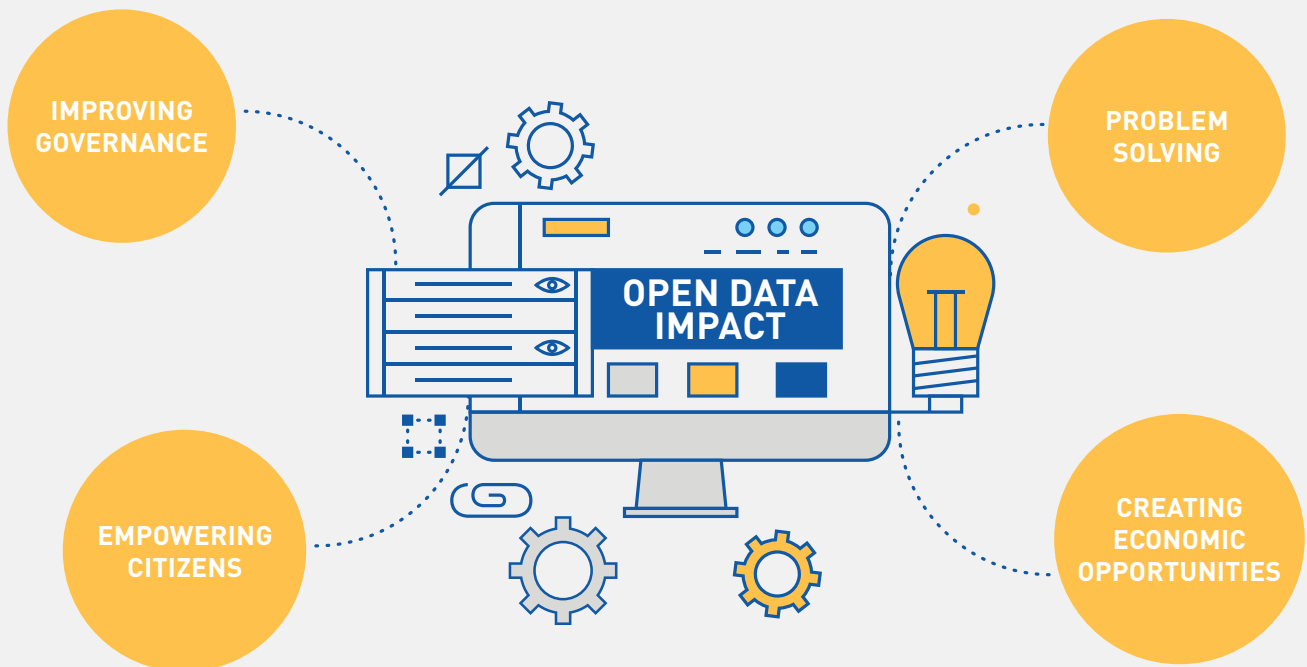


CREATES ECONOMIC OPPORTUNITY

Through freely accessible and reusable government data, citizens and organizations can identify and create new economic opportunities and reduce costs. The private sector, especially, is able to better identify and create innovative products and in the process, create new jobs and opportunities for economic growth.

Figure 1:

FOUR DIMENSIONS OF OPEN DATA IMPACT



¹¹ Open budget portals are online data portals displaying detailed information or datasets on public spending in accessible formats.

2.3 OPEN DATA ECO-SYSTEM

To realize the impact and value of open data, the larger environment for open data use should be engaged and resourced to increase its re-use. This larger environment is called the open data eco-system and includes not just the data, but also key dimensions like leadership, policy or legal framework, institutions, infrastructure and the state of the user community.¹² Within the open data eco-system, intermediaries play a critical role in connecting data holders

with those who can use and benefit from the data: “An open data intermediary is someone positioned at a point in a data supply chain that incorporates an open dataset, who is located between two others in the supply chain, and who facilitates the use of open data that may otherwise not have been the case.”¹³ Intermediaries advocate for the opening of data, give meaning to raw data, and/or connect data with user communities, and so reduce some of the barriers to reusing open data.



2.4 SCOPE OF REPORT

A 2014 CAPRI study estimated that open data had the potential to contribute billions of dollars to the Jamaican education, tourism and agricultural sectors.¹⁴ The report issued general guidelines for developing Jamaica’s open data policy. An Open Data Readiness Assessment (ODRA) was conducted by the World Bank in Jamaica, also in 2014. That report examined eight key dimensions of the country’s readiness for implementation of an open data programme. The assessment concluded that Jamaica has many of the key components necessary for a successful open data programme. These components include:

- a) **Legislation, namely the Access to Information (ATI) 2002 Act;**¹⁵
- b) **The fact that a lot of data is already available on government websites; and**

- c) **The demand for data on the part of the private sector and civil society who have the capability to make good use of the data to benefit the Jamaican economy and society.**

Notwithstanding, there were issues that would have to be addressed: some Ministries have time lags of five years or more in publishing their data; data is often published in forms that are not reusable; the large number of government agencies, which requires careful management of the implementation programme; and the Official Secrets Act (1911 and 1920), which is thought to undermine the proactive disclosure of information. There were also concerns regarding the lack of clarity on plans for data protection legislation, or on joining the OGP (Table 1.1).¹⁶

¹² “Open Data Readiness Assessment – Part B: Methodology,” World Bank, 2015. (http://opendatatoolkit.worldbank.org/docs/odra/odra_v3.1_methodology-en.pdf)









¹³ van Schalkwyk, Cañares, et. al (2015).


¹⁴ “Open Government Data: A Catalyst for Jamaica’s Growth and Innovation Agenda,” Caribbean Policy Research Institute (CAPRI), October 2014. (www.capricaribbean.com/documents/open-government-data-catalyst-jamaicas-growth-and-innovation-agenda)


¹⁵ The Access to Information (ATI) Act gives members of the public a general legal right of access to non-sensitive government information. Government institutions are allowed thirty days to respond to ATI requests.


¹⁶ “Jamaica – Open Data and Open Budget Readiness Assessment Report,” World Bank, 2014. (<http://data.gov.jm/sites/default/files/Jamaica-Open-Data-Open-Budget-Readiness-Assessment.pdf>)

Table 1.1 ODR Jamaica Summary Conclusions by Dimension

DIMENSION	IMPORTANCE	RATING
Leadership	Very High	
Policy/Legal Framework	High	
Institutional Preparedness	Medium High	
Data within Government	High	
Demand for Data	High	
Open Data Ecosystem	Medium High	
Financing	High	
Technology & Skills Infrastructure	High	

 Green - Clear evidence of readiness

 Red - An absence of evidence for readiness

 Yellow - Evidence of readiness is less clear

 Grey - Insufficient information to assess readiness

Source: World Bank

With the assistance of the World Bank, Jamaica became the second country in the Caribbean (after the Dominican Republic) to launch an active open data portal in 2016, with the Ministry of Science Energy and Technology (MSET) assuming control over the portal and the development of the open data programme. In 2016, Jamaica also joined the OGP and subsequently became the third Caribbean nation to do so, behind the Dominican Republic (joined 2011) and Trinidad and Tobago (joined 2013). Data protection legislation has been tabled before Cabinet and an open data policy has since been reported to be in development.¹⁷ Following the launch of the Jamaica Open Data Portal in 2016, the country improved its position on the 4th edition of the Open Data Barometer, climbing thirteen places to forty in the global ranking and holding its position as open data leader among Caribbean countries.¹⁸

The launch of the portal demonstrated a move towards more openness and citizen engagement by the Government of

Jamaica (GoJ). However, an open data programme involves much more than the launch of a portal:- it requires a framework which promotes the development of an ecosystem rich in both the supply and reuse of open data, and that fuels innovations by stakeholders.¹⁹

This report assesses the present state of open data in Jamaica, with a view to identifying the gaps and challenges in the open data programme as it now stands. This assessment includes an examination of the GoJ’s response to major issues highlighted in the World Bank’s ODR, and analysis of a survey administered to data users and holders. The report examines best practices from around the world to identify opportunities and inform actionable recommendations to enhance the effectiveness of the open data programme in Jamaica, while considering domestic needs, capabilities and experiences. The findings inform recommendations for the GoJ to improve the effectiveness of the open data programme.

¹⁷ “Open Data Portal to be Launched June 24.” Jamaica Information Services (JIS), June 22, 2016. (<http://jis.gov.jm/open-data-portal-launched-june-24/>)

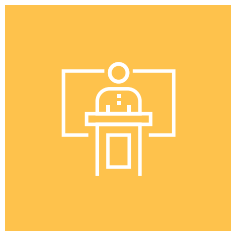
¹⁸ “The Caribbean,” Open Data Barometer: Fourth Edition (2017). (<https://opendatabarometer.org/4thedition/regional-snapshot/caribbean/>)

¹⁹ “Open Data Readiness Assessment – Part A: Users’ Guide,” World Bank, April 30, 2015. (http://opendatatoolkit.worldbank.org/docs/odra/odra_v3.1_userguide-en.pdf)

3. METHODOLOGY AND LIMITATIONS

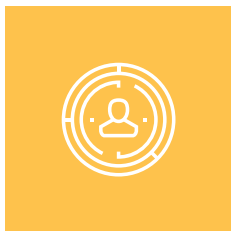
3.1 METHODOLOGY

This study uses a mixed method of approaches. The methodology draws largely from the Open Data Readiness Assessment conducted by the World Bank in Jamaica in 2014.²⁰



LITERATURE REVIEW

A preliminary literature review was conducted to assess the current state of open data supply and use in Jamaica. The review, which covered published articles, online publications and other written work on studies of open data locally, regionally and internationally, examined the development of Jamaica's open data programme since the Odra in 2014, and its position relative to other countries regionally and internationally. From the review we identified challenges to the advancement of the open data programme, as well as opportunities to make the programme more effective.



CASE STUDIES

A multi-step approach was used to select our case studies. Existing open data cases and examples were examined in order to develop an initial base of known open data projects. This initial scan of existing examples allowed gaps in representation to be identified, that is, those sectors or geographies that often remain underrepresented in existing descriptions of open data and its impact (or lack thereof). Four case studies were then selected which reflect sectoral and geographic representativeness and varied open data impacts (if any), and for which sufficient evidence was available.

²⁰ "Open Data Readiness Assessment – Part B: Methodology," World Bank, 2015. (http://opendatatoolkit.worldbank.org/docs/odra/odra_v3.1_methodology-en.pdf)



STAKEHOLDER INTERVIEWS

In-depth stakeholder interviews sought to understand their current efforts in building, using and maintaining open data technologies, and more broadly, to understand the dynamics of the local open data ecosystem. These included interviews with government officials, intermediaries and civil society actors, which delineate their roles, and to assess the successes and challenges experienced in supplying or using open data, or providing intermediary open data services.



SURVEY

A survey was conducted to obtain a comprehensive understanding of how government data is used and distributed in Jamaica. It gives an indication of the extent and impact of data openness, as well as the effectiveness of the current programme. Data was primarily collected using two sets of questionnaires: one for data holders (government ministries/agencies), and the other for data users (civil society, academia, private sector, media, and developers). (Both questionnaires contained open and closed questions and can be found in the appendix to this report).

3.2 LIMITATIONS

The survey did not cover a representative sample of data users and holders in Jamaica, as that population has not been measured and would be beyond the parameters of this study to measure.

Instead, key users and holders – people who play vital roles in Jamaica’s open data programme – were identified and surveyed, considering that their experiences and views are grounded in the current context of open data, and are thus important and worthwhile.



4. THE STATE OF OPEN DATA IN JAMAICA IN 2018

In the Caribbean, the progress made in open data has been described by experts as “steady but slow.”²¹ The region has embraced the concept of open data and is cognizant of its importance to its development. Six Caribbean countries have conducted Open Data Readiness Reports (ODRAs): – Trinidad and Tobago, the Dominican Republic, Haiti, and most recently, Jamaica, Saint Lucia, and Antigua and Barbuda in 2014. Following the ODRA, several training programmes were implemented in Jamaica and St. Lucia for government officials, including Open Street Mapping Training,²² Open Data content contribution and Open Budget Data visualization. A total of 230 officials were trained in both countries (the specific number for each country was not available). Others in the region, like St. Vincent and the Grenadines, have indicated their interest in undertaking an ODRA.²³ However, several countries in the region do not possess freedom of information and data protection or privacy legislation, both of which form the basis of an effective open data programme. Further, only three countries to date have become signatories to the Open Government Partnership (OGP) – the Dominican Republic, Trinidad and Tobago and Jamaica. Of these three countries, only the Dominican Republic has made and implemented commitments to promote greater openness. The Dominican Republic, Jamaica, and Saint Lucia are the only countries in the region with active open data portals, though updates on Jamaica’s portal have been very limited since its launch in 2016, and Saint Lucia’s portal has been launched too recently, on June 8, 2018, for it to be assessed here.²⁴ Notably, Saint Lucia became the first in the region to have an open data policy that embraces the “open by default” principle.²⁵ Other countries, including Jamaica, reportedly have open data policies in development.

The open data programmes in Jamaica and other Caribbean countries share common characteristics.²⁶

²¹ McNaughton, April 27, 2017. Steady but Slow – Open Data’s Progress in the Caribbean. Open Knowledge International Blog. <https://blog.okfn.org/2017/04/27/steady-but-slow-open-datas-progress-in-the-caribbean/>

²² In Open Street Map one-day workshop in Kingston, Jamaica on June 15, around 30 persons from diverse sectoral backgrounds received technical, hands-on training.

²³ “World Bank Support for Open Data 2012-2017,” World Bank Group. 2017. <http://opendatatoolkit.worldbank.org/docs/world-bank-open-data-support.pdf>

²⁴ “Official Launch of Saint Lucia Open Data,” Saint Lucia News Online, June 13, 2018. www.stlucianewsonline.com/official-launch-of-saint-lucia-open-data/

²⁵ “Approved Open Data Policy,” Government of Saint Lucia, 2017. www.govt.lc/media.govt.lc/www/resources/publications/open-data-policy-final-appr.pdf

²⁶ “The Caribbean: Regional Snapshot,” Open Data Barometer 4th Edition, 206/2017. (<https://opendatabarometer.org/doc/4thEdition/ODB-4thEdition-RegionalReport-Caribbean.pdf>)



External financial and technical support continues to play a critical role in the facilitation of open data initiatives.



There are challenges in sustaining fledgling open data initiatives amid changes in administrations within the political cycle.



Due to limited government action on open data, the private sector is unable to exploit opportunities offered by open data.

4.1 RECENT DEVELOPMENTS IN OPEN DATA IN JAMAICA

Since CAPRI's Open Data Report and the World Bank's ODRA in 2014, there has been some progress in Jamaica's open data programme. Local intermediaries such as the Caribbean Open Institute (COI – a regional coalition of individuals and organizations –) and the SlashRoots Foundation (a social

impact organization) – have promoted open data development through advocacy and engagement, and collaboration with various stakeholders. There have also been legislative and other developments, some of which are highlighted in (Table 3.1.)



Table 3.1 Recent developments in Jamaica's open data programme



NOV 2015

Interactive Community Mapping (ICM) – A collaborative initiative led by the COI, which sought to combine open government data with crowdsourced mapping data to enable more participatory development of the tourism sector. The initiative is providing early insight into how data and collective intelligence can impact an industry, as well as identifying new economic opportunities for communities.²⁷



Rural Agricultural Development Authority (RADA), the SlashRoots Foundation and the Mona School of Business & Management collaborated to explore how open data principles could be applied to challenges in the Jamaican agriculture sector, with a view to making it more data-driven. The main resource for this project is the RADA Agricultural Business Information System (ABIS). This includes data on farmer registration, farm properties, production and crop schema information, and is intended to help close the demand and supply gaps across the agricultural sector.²⁸



MAY 2016

Jamaica hosted the 'Developing the Caribbean Conference 2016' which brought together technologists, researchers and entrepreneurs to use data to "solve some of the region's biggest challenges." Initiatives such as this are thought to help nurture the open data eco-system.



Open Data for Business Tool (OD4B) designed to help governments engage businesses to better understand and meet their data needs. Data was collected through interviews, questionnaires and roundtable discussions. The key findings suggested that there is a high level of demand for government data from established businesses. Companies' registers, demographics, and economic data were the most highly requested types. The major barriers to use of government data for the businesses included difficulty in finding the data, lack of disaggregated data, and lack of timeliness.



JUN 2016

The GoJ's open data portal was launched and training was provided to build capacity among government officials on managing the portal and creating open budget visualizations for the portal. The United Kingdom Department for International Development (DFID) and the World Bank are currently funding partners of the open data portal and programme. The portal is currently hosted on DFID's infrastructure but it is expected that the data will be migrated to Jamaica's own infrastructure, at which point MSET will assume full control of the portal, including its funding. No definite timeline has been given for this move.²⁹



MAR 2017

CAPRI hosted a "friendly budget" forum. The institute produced and launched a version of the GoJ's budget which allowed for the information to be more readily digestible by the broader public.



DEC 2016

Jamaica joined the OGP but as of May 2018, the government had not yet submitted a National Action Plan (NAP) to the international body (as is expected from all participating bodies) by the stipulated timeframe of December 2017.³⁰ However, in a letter sent from the OGP dated January 18, 2018, the GoJ was given a new deadline (August 2018) to submit its NAP.³¹



OCT 2017

The Data Protection Bill was tabled in the lower house.



JAN 2018

Technology Advancement Programme (TAP) - an initiative of MSET that has targeted one thousand youth island-wide aged eighteen to thirty-five and facilitated the acquisition and honing of ICT skills both in the classroom and the work environment over a twelve-week period.



MAY 2018

Open Data Literacy Boot Camp – three-day workshop hosted by MSET with support from the World Bank, Code for Africa and the SlashRoots Foundation – to provide data literacy training for various users.

²⁷ Young and Verhulst "Jamaica's Interactive Community Mapping," July 2017. (<http://odimpart.org/files/case-jamaica-community-tourism-and-open-data.pdf>)

²⁸ "Towards a Data-Driven Agriculture Sector in Jamaica," Caribbean Open Institute (COI). 2018. (<http://caribbeanopeninstitute.org/index.php?q=civicrm/profile/view&reset=1&id=1226&gid=14>)

²⁹ Trevor Forrest, Senior Consultant at MSET. Interview with author, April 10, 2018.

³⁰ The NAP details national commitments to promote greater transparency, accountability, and engagement of citizens in policy making. Up to the date of publication of this report, a NAP has not yet been submitted to the OGP for Jamaica.

³¹ "Jamaica – Cohort Shift Letter," Open Government Partnership, January, 2018. (www.opengovpartnership.org/sites/default/files/Jamaica_Cohort%20Shift%20Letter_Jan2018.pdf)

A national open data policy has reportedly been in development for several years.³² In the course of conducting this research, relevant personnel at MSET indicated that an

open data policy has indeed been drafted and is expected to be tabled in Parliament later in 2018.³³

4.2 JAMAICA'S INTERNATIONAL STANDING



OPEN DATA BAROMETER

On the fourth and latest edition of the Open Data Barometer (2016/2017), Jamaica ranked 40th globally (out of 115 countries) and was the highest ranked Caribbean country (see Table 3.2). The country climbed thirteen places and was the only country to improve its score since the last Barometer (though the Dominican Republic and Trinidad and Tobago were new in this edition). Using data from fifteen different sectors, the countries were assessed in three areas – readiness for open data initiative; the implementation of open data programmes; and the impact that open data is having – and were assigned scores out of 100.

As the most comprehensive and globally accepted indicator of

the state of open data, the scores indicate notable shortcomings in the open data programmes, both for Jamaica and the region, particularly in the areas of implementation and impact. Overall, the Barometer report found that most governments are not meeting the basic Open Data Charter principles. In most cases, the right policies are not in place, nor is the breadth and quality of the datasets released sufficient. However, the report found that Jamaica has extensive demand-side opportunities for open data, and the capacity to realize significant social and economic value from open data. An absence of systematic processes to provide consistent updates has, however, resulted in incomplete data that quickly becomes out of date and irrelevant.³⁴

Table 3.2 Caribbean countries score and rank: Open Data Barometer 4th edition

GLOBAL RANK	SCORE	COUNTRY	READINESS	IMPLEMENTATION	IMPACT
40	37	Jamaica	37	37	37
50	32	Dominican Republic	45	32	22
77	18	Trinidad and Tobago	38	12	13
87	13	Saint Lucia	33	10	0
104	6	Haiti	19	6	0

Source: Open Data Barometer

³² “Technology Ministry to Spearhead Open Data Policy,” Jamaica Information Services (JIS). June 29, 2015. (<https://jis.gov.jm/technology-ministry-to-spearhead-open-data-policy/>)

³³ Trevor Forrest, Senior Consultant at MSET. Interview with author, April 10, 2018.

³⁴ “The Caribbean: Regional Snapshot,” Open Data Barometer 4th Edition, 206/2017. (<https://opendatabarometer.org/doc/4thEdition/ODB-4thEdition-RegionalReport-Caribbean.pdf>)



GLOBAL OPEN DATA INDEX

The Global Open Data Index (GODI) is an independent assessment of open government data from a civic perspective which enables various stakeholders to track a government's progress on open data release. across key thematic areas, though it does not assess other aspects of open data such as use or impact. These data categories include: government budget, government spending, national statistics, administrative boundaries, procurement, pollutant emissions, election results, weather forecasts, air quality, water quality, locations,

national laws, draft legislation, company register, and land ownership.³⁵

On the GODI 2016/2017, the Caribbean was represented by ten countries. Jamaica ranked fifty-eight against ninety-four places and ranked second in the region behind the Dominican Republic.³⁶ The country was deemed to be six percent open – this refers to the percentage of datasets that are fully open. (See Table 3.3).³⁷

Table 1.1 ODRA Jamaica Summary Conclusions by Dimension

DATASET	BREAKDOWN	SCORE
Government Budget		100%
Procurement		70%
National Statistics		65%
National Laws		60%
Weather Forecast		45%
National Maps		30%
Company Register		15%
Administrative Boundaries		0%
Draft Legislation		0%
Air Quality		0%
Election Results		0%
Location		0%
Water Quality		0%
Government Spending		0%
Lead Ownership		0%

Source: Open Knowledge International

³⁵ “Methodology – Global Open Data Index,” Open Knowledge International 2016/2017. (<https://index.okfn.org/methodology/>)

³⁶ The GODI assesses ‘places’ instead of ‘countries’ to better assess data on a sub-national level in a comparable way as some countries have devolved power. For example, the Index assesses Northern Ireland separately from Great Britain in the current ranking.

³⁷ “Jamaica – Global Open Data Index,” Open Knowledge International 2016/2017. (<https://index.okfn.org/place/jm/>)



WORLD JUSTICE PROJECT (WJP) RULE OF LAW INDEX: OPEN DATA/OPENNESS

The WJP Rule of Law Index measures countries' adherence to the rule of law from the perspective of private citizens and their experiences, providing scores and rankings based on eight factors: constraints on government powers, absence of corruption, open data/openness, fundamental rights, order and security, regulatory enforcement, civil justice, and

criminal justice. In the 2017-2018 index, Jamaica ranked thirty-nine out of 113 countries globally, and first in the region for openness. Scores range from zero to one, with one being an indication of strength, and zero an indicator of weakness in the area (see Table 3.4).³⁸

Table 3.4 Caribbean countries score and rank on WJP Rule of Law Index 2017-2018: Open Data/Openness

COUNTRY	SCORE	RANK
Jamaica	0.59	39
Trinidad and Tobago	0.57	40
Antigua and Barbuda	0.53	48
Dominican Republic	0.52	50
St. Lucia	0.52	53
Grenada	0.50	55
Dominica	0.50	56
St. Vincent and the Grenadines	0.49	59
Barbados	0.49	60
Guyana	0.46	74
St. Kitts and Nevis	0.42	92
Venezuela	0.30	110

Source: World Justice Project, 2018.

4.3 KEY FINDINGS FROM SURVEY

One questionnaire was administered to key users of data in Jamaica from nine institutions, while another was administered to nine government agencies/ministries, who are key holders of data.³⁹ While both questionnaires were comprised of both open and closed questions, the questionnaire administered to data holders was predominantly closed.⁴⁰ For users, the

findings were placed into three categories: access, demand, and issues with government data. For holders, the findings were placed into five categories: attitude towards open data, partnerships, data protection, barriers to opening data, and data distribution.

³⁸ "World Justice Project Rule of Law Index 2017–2018," World Justice Project 2018. (https://worldjusticeproject.org/sites/default/files/documents/WJP-ROLI-2018-June-Online-Edition_0.pdf)

³⁹ A list of the institutions and government agencies surveyed can be found in the Appendix.

⁴⁰ Both questionnaires may be found in the appendix. Edition_0.pdf)



DATA USERS

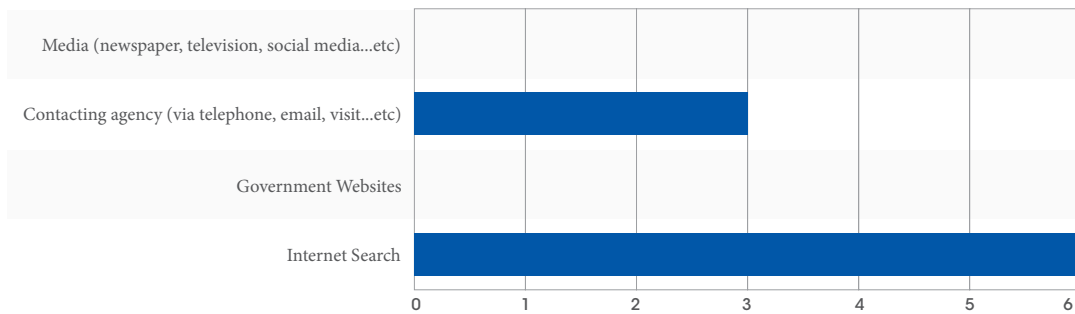


ACCESS

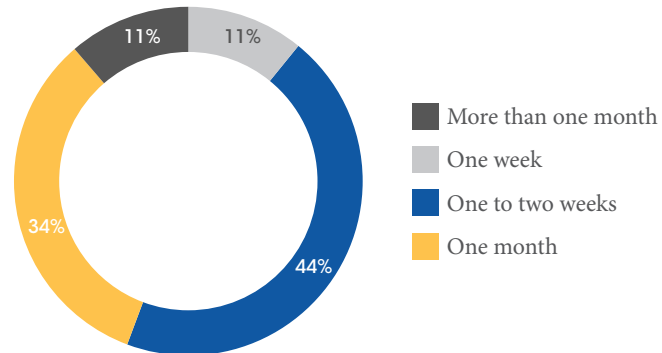
According to the user institutions surveyed, the primary means by which most obtain data is through internet search (six). Others contact the agencies directly. Two-thirds of the nine users surveyed are able to obtain the data they request “most times.” On average, most institutions (four) are able to receive the data they

request within “one to two weeks,” followed by, “one month” for others (three). Most of the users surveyed found that the data they request is readily usable. In terms of the level of difficulty in obtaining data, the responses were mostly divided between “difficult” and “neutral.”

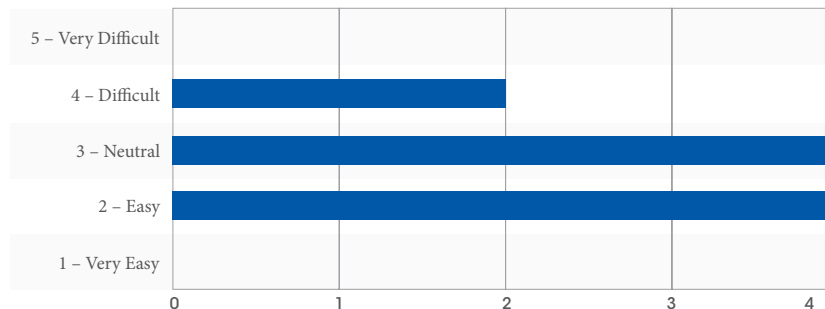
Through which means do you primarily obtain data?



On average, how long does it take to receive the data?



On a scale of '1' to '5', how difficult is it to obtain the data?



While most of the institutions are aware that the GoJ has an open data portal (seven), three refer to it to obtain information and only two found the data on the portal to be useful (“most times”). Only one of those surveyed suggested that the “ability to access information has gotten easier” since the launch of the open data portal in June 2016.

Users were invited to leave additional information or comments at the end of the questionnaire administered. Most of these comments reflected issues associated with accessing government data and are displayed in the quotes below.

QUOTES

“My biggest challenge with ATI is that what information one could easily get over a phone prior to the days of ATI, one is now usually directed to make the query in writing AND with the Act permitting a 30-day turnaround I find often what can easily be done within the 8-hour work day is pushed back because the Act gives ‘licence’ for the wait.”

“[There is a] lack of willingness to answer access to information requests from government information officers in a timely manner.”

“The quality of the data is often usable but after several emails. Each email takes sometimes months to answer. There has got to be a way to respond to emails quicker.”

“[The] process by which to acquire data & information was very difficult. Hence processes/instructions/guidelines/ themselves are a barrier for accessing data from a relevant entity.”

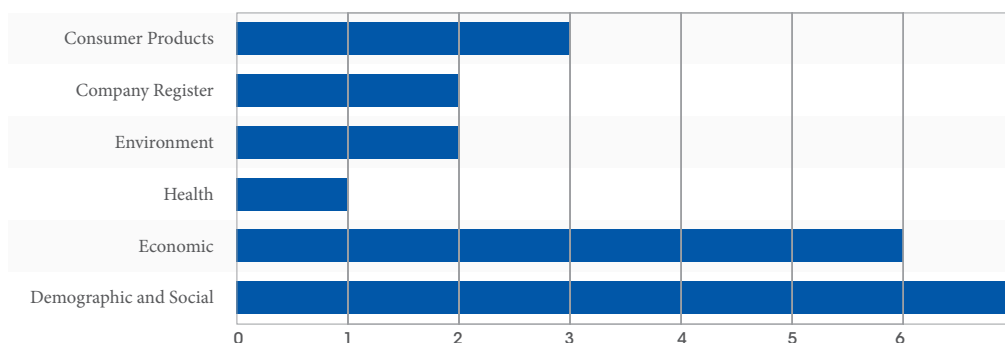


DEMAND

The most frequently requested data according to the institutions surveyed is “demographic and social.” This is followed closely by “economic” data, then data on “consumer products.” When asked about the types of

data they would like to become more readily available, they suggested more demographic and social data, and in more granularity.⁴¹

What type(s) of data do you request? (Select up to three).



⁴¹ Granularity is used to characterize the scale or level of detail in a set of data. The greater the granularity, the deeper the level of detail. “Granularity,” Business Dictionary, 2018. (www.businessdictionary.com/definition/granularity.html)

Data that is requested by users surveyed is used to derive a variety of benefits, all falling into one or more of the four basic categories of open data impact – improving

governance, empowering citizens, problem-solving, and creating economic opportunities.



ISSUES WITH GOVERNMENT DATA

“Format and structure” and “uncertainty on the frequency” were each top-ranked four times as the most important obstacle to using government data. Both were also ranked most frequently as one of the

three biggest issues challenges using government data. Data being “difficult to find” was the third most frequently cited issue behind “format and structure” and “uncertainty on the frequency.”

ISSUE	FORMAT AND STRUCTURE	UNCERTAINTY ON FREQUENCY	DIFFICULT TO FIND	DATA IRRELEVANT	DATA ACCURACY	LACK OF TECHNICAL CAPACITY TO USE DATA	COST
Rank according to importance by respondents	1	-	2	3	-	-	-
	1	2	-	3	-	-	-
	-	1	2	-	-	-	3
	2	1	-	-	3	-	-
	-	2	-	1	-	3	-
	1	2	3	-	-	-	-
	1	-	-	-	-	-	-
	3	1	2	-	-	-	-
	3	1	2	-	-	-	-
Frequency	7	7	5	3	1	1	1



DATA HOLDERS



ATTITUDE TOWARDS DATA OPENNESS

According to the government agencies surveyed, the majority indicated that making more data available to the public is a priority for their respective agencies. They also indicated that steps are being taken to make

more data available within the next twelve months, mainly through populating their websites with more data, and data anonymization exercises.⁴²

Data anonymization is the use of one or more techniques designed to make it impossible – or at least more difficult – to identify a particular individual from stored data related to them.

⁴² “What is data anonymization?” WhatIs.com, 2018. (<https://whatIs.techtarget.com/definition/data-anonymization>)



PARTNERSHIPS

All of the agencies surveyed suggested they had some form of partnership with “other government ministries/agencies” to share, obtain and or produce data. Most government agencies indicate some form of partnership with “civil society groups/organizations” through the provision of requested data. Both the Statistical Institute of Jamaica and the Planning Institute of Jamaica indicated that their collaboration with civil society groups extend further than data provision,

through consultations and dialogue. The Consumer Affairs Commission highlighted the existence of a partnership with the National Consumer League a non-governmental organization.

Most of the agencies work with the media through press releases and the provision of information through ATI requests.



DATA PROTECTION

The designation that information is sensitive/confidential is decided at the management level, according to all agencies surveyed. Most of the agencies indicated that safeguards and processes are in place to

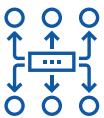
protect private information mainly through in-house vetting of requested information, and/or being guided by existing legislation covering privacy and disclosure, such as the ATI law.



BARRIERS TO OPENING DATA

The major barriers to making more data accessible to the public and other agencies, according to the respondents, were lack of data anonymization skills,

human resource constraints, and limited availability of data.



DATA DISTRIBUTION

According to the government agencies who participated in the survey, the group “academia and civil society” is the main requester of data as it is most frequently ranked and top-ranked. They are closely followed by “individuals.” Few of these agencies (two) use social

media to accept and respond to data requests. Most of the agencies found it to be neither easy nor difficult to get data from other government agencies as they indicated the difficulty to level to be neutral.

ISSUE	INDIVIDUALS	BUSINESSES	ACADEMIA & CIVIL SOCIETY	MEDIA	OTHER GOVERNMENT AGENCY/MINISTRY	INTERNATIONAL ORGANIZATIONS
Rank according to importance by respondents	-	-	2	1	-	-
	1	-	2	-	3	-
	3	-	1	2	-	-
	3	2	-	-	1	-
	3	-	2	-	-	1
	3	-	-	1	-	2
	-	-	2	-	1	3
	-	2	1	-	-	3
	-	-	1	2	3	-
Frequency	6	2	7	4	4	4

Most of the agencies (six) currently have data sets on the open data portal, but the data sets are not regularly updated.

No agency surveyed indicated noticeable changes in ATI requests since the launch of the government open data portal in June 2016.

4.4 OPPORTUNITIES AND CHALLENGES

There have been significant developments in Jamaica's open data programme. Though a de facto leader in the Caribbean region, the programme is still in its infancy, there has been no notable impact, and the "open by default" principle (which is an essential feature of any open data programme) is yet to be

embraced. There are nevertheless opportunities to create more impact through open data were identified, as well as some challenges which currently limit the effectiveness of the open data programme.



OPPORTUNITIES

Based on the ODRA findings and the survey, there is a strong demand for data in Jamaica, particularly among civil society and academia, and this potentially has considerable benefits in all dimensions of open data impact. The government is engaging the user community, as evidenced by the three-day data literacy workshop in May 2018. There are suggestions that other collaborative efforts are beginning to yield positive results. Through the ICM initiative, economic and social opportunities have been identified in the tourism sector, and in agriculture the RADA Agricultural Business Information System (ABIS) has opened up possible endeavours. What is still missing, however, is on-going and problem-driven collaboration between the government and the user community, especially intermediaries, to make the most useful data available in the most useful ways.

The majority of government agencies surveyed indicated that making more data available to the public is a priority. This suggests that, once equipped with the necessary skillsets and resources, and guided by the relevant laws and policies, taking the next step – the embrace of the "open by default" principle in Jamaica's open data programme – is a realistic possibility.

Notably, "other government institutions/agencies" were cited by government agencies surveyed as frequent requesters of data as "media" and "international organizations," which suggests that the government also stands to benefit from an effective open data programme.

SUMMARY OF OPPORTUNITIES



Strong data demand and user capabilities.



Government agencies able to embrace "Open by Default" principle if equipped with requisite skillset and resources.



Government stands to benefit from the opening of its own data.



CHALLENGES

Government websites are not primary sources of data for any of the users surveyed, and most prefer to do an internet search. Further, the GoJ's open data portal is not a key point of reference for users. This reliance on other sources for data may be due to the problems associated with government data, chief among these, being format and structure, uncertainty of frequency, and difficulty finding the data. These are not new problems: similar issues were identified by respondents in the OD4B exercise carried out in 2016.

The effectiveness of the current open data programme is in question. ATI requests are usually made to obtain data which is not yet open and available to the public. The fact that agencies and ministries surveyed have not noticed any changes in the number of ATI requests since the launch of the open data portal indicates that the programme is not having the desired effect. The time to obtain requested data (one to two weeks, atleast) underscores the limited effectiveness of the open data programme.

Data protection is a significant challenge. Government agencies rely on in-house protocols, unique to their respective agencies, to protect private information. The focus on protecting private information, coupled with limited data anonymization skills across agencies, has prevented the release of some data. A uniform approach to data protection is needed, including training in data anonymization. Such a uniform approach, together with the requisite legal framework and skilled personnel would significantly broaden the scope for the government to share more data, as concerns about personal information would no longer be an obstacle to dissemination.

All the challenges described above have likely resulted from the lack of clear and standardized guidelines for government agencies, and in the absence of a national open data policy. This underscores the need for the GoJ's open data policy to be prioritized and established in short order.

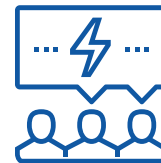
SUMMARY OF CHALLENGES



Issues with data quality
– format, frequency, and
findability.



Limitations of ATI requests.



Lack of standardized guidelines
and training for data protection
across government agencies.

5. ILLUSTRATIVE CASE STUDIES: EFFECTIVE OPEN DATA PROGRAMMES



5.1 BRAZIL – OPEN BUDGET PORTAL

As a founding member of the Open Government Partnership, the Brazilian Government has undertaken several open data efforts, namely: Access to Information Law 2011; Open Data Portal Launch 2012; a nationwide conference on transparency, Consocial, in 2012; and the Freedom of Information Law 2012. The most notable of Brazil's open data efforts is its Open Budget Portal (Transparency Portal) launched in 2004, which has received numerous awards including the Brazilian Government Award for Excellence in Innovation in Public Management in 2008. In addition, it was recognized for Good Governance Practice at the second conference of states parties to the United Nations Convention against Corruption (UNCAC) in 2008.⁴³

⁴³ Transparency Portal – Awards. Transparency Portal 2018 (<http://www.portaldatransparencia.gov.br/sobre/Premios.asp>)

Political corruption is a longstanding problem for Brazil and continues to be a challenge for the country, fueling public outrage and facilitating inefficiencies in the legal and political systems. The country has consistently performed poorly on global indices with the latest Corruption Perception Index (CPI) (2017) ranking Brazil at 96 out of 180 countries with a score of thirty-seven (also its average score from 1995 to 2017), where zero is highly corrupt and 100 is very clean. In response to growing concerns of corruption in government, the office of the Comptroller General of Brazil was established in 2003. A working group was established to help the Comptroller General determine which type of financial information to release,

how they are collated, and to rephrase complex budgetary terminology into more accessible language. Despite resistance from some government officials and departments who were reluctant for expenditure data to be made publicly available, in 2004 a platform was created to allow citizens to easily access that information. This included cross-categorizing data so it could be searched by multiple terms, and allowing the portal to be accessed without a username or password. Initially a limited amount of information was made available on the portal. However, over the years, more information was added, and today five broad categories of data are published:

1

Direct spending by government agencies through contracts and tender processes

2

All financial transfers to states, local government and the federal district

3

Financial transfers to social programme beneficiaries

4

Administrative spending, including staff salaries, staff travel expenses and per diems and office expenditures

5

Information on all official government credit card spending.⁴⁴

Additionally, the portal has a national debarment list which highlights contractors who should be avoided. This list contains all companies and individual suppliers that have been sanctioned for acts of corruption or committing fraud, allowing public officials to exercise some discretion before hiring or granting public tenders.⁴⁵

A public engagement campaign was launched to encourage citizens and journalists to make use of the data on the portal, involving competitions, regular training programmes and television advertisements. In 2018, the portal is a major point of reference for journalists. It had nearly one million unique visitors per month in 2016,⁴⁶ compared to about ten thousand monthly unique visitors in 2004 when the portal

launched.⁴⁷ Information from the Transparency Portal has led to the resignation of one government minister and forced a second to repay over \$30,000 after both were found guilty of corruption (in separate instances.) Open Accounts, a civic group, trains journalists to use the portal and has helped enshrine the tool as a vital resource. It led to the 2011 story that exposed the government minister who had charged \$30,000 of personal spending to his government account.⁴⁸ It has also exposed organized tax fraud. The published information on government credit card has been used in news articles on questionable transactions, which has led to a series of scandals. In one instance, the reports led to the resignation of then Minister of Promotion of Racial Equality.⁴⁹ The rise in scrutiny brought about by the platform is thought to have been

⁴³ Transparency Portal – Awards. Transparency Portal 2018 (<http://www.portaldatransparencia.gov.br/sobre/Premios.asp>)

⁴⁴ Graft, Verhulst and Young, “Brazil’s Open Budget Transparency Portal: Making Public How Public Money Is Spent, Open Data Impact, January 2016. (<http://odimpact.org/files/case-study-brazil.pdf>)

⁴⁵ Graft, Verhulst and Young, “Brazil’s Open Budget Transparency Portal: Making Public How Public Money Is Spent, Open Data Impact, January 2016. (<http://odimpact.org/files/case-study-brazil.pdf>)

⁴⁶ A ‘unique visitor’ refers to the distinct number of individuals that visits a site at least once, as opposed to the number of times the site was visited. “What is a Unique Visitor?” Techopedia. 2018. (www.techopedia.com/definition/1611/unique-visitor)

⁴⁷ “Brazil is fighting corruption by making government spending public.” Apolitical 2018. (https://apolitical.co/solution_article/brazil-fighting-corruption-making-government-spending-public/)

⁴⁸ Marcos Cruz and Alexandra Lazarow, “Innovation in government: Brazil.” McKinsey & Company Insights & Publications. September 2012. (www.mckinsey.com/insights/public_sector/innovation_in_government_brazil)

⁴⁹ “Credit happy Brazilian minister admits mistake and resigns.” Merco Press. February 3, 2008. (<http://en.mercopress.com/2008/02/03/credit-happy-brazilian-minister-admits-mistake-and-resigns/>)

responsible for a twenty-five percent decline in expense claims made by public officials.⁵⁰

Despite the positive impact that the portal appears to have had on transparency and accountability in Brazil, there are still challenges. The disparate ways in which information is collected, stored and disseminated across the different government ministries and agencies makes it difficult for the information to be assembled and presented in a cohesive manner. Further, the protection of private information remains a delicate issue for the portal. Since its inception, more than one hundred legal actions have been taken against the portal for the publication of public servant salaries.⁵¹ The publishing of public servant occupation of real estate has inadvertently revealed their addresses, violating their privacy

and possibly threatening their security. This particular issue has been addressed by publishing two data sets – one with names, and the other with addresses. Finally, the challenge of scaling, making more information available in a user-friendly format and timely manner, remains.⁵²

Since its launch the portal has been modified and upgraded to facilitate an increase in the number and type of data sets, and design improvements have been made to the user interface. Priority data sets such as income and expenditure are updated on a daily basis, while others are updated weekly or monthly. The portal is adapted to meet the changing demands of its users and society on an ongoing basis.



IMPACT



Improving Governance



Empowering Citizens

⁵⁰ “Brazil is fighting corruption by making government spending public.” Apolitical 2018. (https://apolitical.co/solution_article/brazil-fighting-corruption-making-government-spending-public/)

⁵¹ “Brazilian Supreme Court Upholds the Mandatory Disclosure of Salary Information for Public Officials.” Transparency Audit Network. May 2015. (www.transparencyaudit.net/news/2015-05/brazilian-supreme-court-upholds-mandatory-disclosure-salary-information-public)

⁵² Nathalie Beghin et al, “Open Data in Brazil: budget transparency and people’s rights,” Open Data Research Network, 2014. ([www.opendataresearch.org/sites/default/files/publications/INESC%20-%20ODDC%20Poster_Inesc_Brazil%20\(1\).pdf](http://www.opendataresearch.org/sites/default/files/publications/INESC%20-%20ODDC%20Poster_Inesc_Brazil%20(1).pdf))



5.2 KENYA - OPEN DATA PORTAL

Corruption, poverty and inequality are among Kenya's major development challenges. The CPI 2017, ranked Kenya 143 out of 180 countries with a score of 28 out of 100. With a population of roughly forty-eight million, 8,300 people are estimated to own sixty-two percent of the country's wealth.⁵³ A 2005 study on corruption mapped the distribution of the Constituency Development Funds (CDF) and revealed that funds were illicitly over-allocated to rich areas of the country over more deserving areas. The study utilized data that had previously been closed; the revelations that the data made possible prompted a demand for more government data to be made available to the wider population. The Kenyan Open Data Initiative was subsequently launched in 2011; the Kenyan Open Data Portal (<https://opendata.go.ke/>) was central to this initiative (the second open data portal to be launched in Africa, behind Morocco).⁵⁴

While the opening of data was encouraging, low data-literacy across the user population meant that take-up was limited. To address this, the World Bank Institute, the African Media Initiative, and Google, collaborated and convened a data training programme in Nairobi, Kenya in January 2012. This intensive, hands-on training programme was designed to give journalists, civil society members, and coders, practical techniques and tools to convert open data into actionable intelligence (information that can be acted upon, with the further implication that actions should be taken). Irene Choge, a journalist who participated in this training programme, subsequently used the skills acquired to investigate the cause

of record low grades of primary school students, especially girls, in two counties. This issue concerned her as this trend was not reflected in other parts of the country.⁵⁵

Kenya's Open Data platform, Choge accessed and analyzed students' grades in each primary school in Kenya, and examined county-level expenditures on education infrastructure, specifically on the number of toilets per primary school. She also scrutinized disease levels among primary school students. With this information Choge ascertained a relationship between funding allocated for student's toilet facilities and poor academic performance. Where funding had been reduced or discontinued, it resulted in high levels of open defecation on the school compound. This increased the students' risk of contracting cholera, hepatitis, and other diseases, accounting for low attendance, especially among girls, who also had no facilities during their menstruation cycles. This resulted in poor student performance on exams.⁵⁶

As a result of Choge's analysis and findings, ministry resources were allocated to correct the toilet deficiency across underserved primary schools, as well as to identify the source of the misallocation.

A related initiative followed: a collaboration between the Kenyan mainstream media and the World Bank, in support of the Code for Kenya programme, built a mobile phone application to enable parents across Kenyan counties to access and compare sanitary conditions in their children's schools

⁵³ New World Wealth. 2014. Wealth in Kenya: The Future of Kenyan HNWIs. Johannesburg.

⁵⁴ Young and Verhulst, "Kenya's Open Duka." January 2016. (<http://odimpact.org/case-kenyas-open-duka.html>)

⁵⁵ "Data 'Boot Camp' Helps Kenyan Reporter Expose School Sanitation Woes," International Center for Journalists, December 6, 2012. (www.icfj.org/news/data-%E2%80%9Cboot-camp%E2%80%9D-helps-kenyan-reporter-expose-school-sanitation-woes)

⁵⁶ Craig Hammer, Harvard Business Review. "Open Data Has Little Value If People Can't Use It" March 29, 2013. (<https://hbr.org/2013/03/open-data-has-little-value-if>)

against schools in other counties. With this information they were able to demand action and improvements from government.⁵⁷

Kenya's open data portal hosts over four hundred data sets including data on health, education, the economy, sanitation, poverty, and the environment, at both national and county level. As of August 2015, the portal received over forty-four million views and 2.6 million downloads.⁵⁸ There nevertheless

remains a concern as to whether the data made available is satisfying users' demands. A 2014 survey of relevant users found that about fifty percent of desired education data was not available on the portal.⁵⁹ As of 2015, four years after the portal's official launch, the site received data from twenty-six of over eighty-three government departments.⁶⁰ A lot of potentially useful data had not yet been opened up to that time.

IMPACT



Problem-Solving



Empowering
Citizens



Improving
Governance



5.3 UNITED KINGDOM (UK) – TRANSPORT FOR LONDON (TfL)

Transport for London (TfL) is the local government body responsible for implementing London's transport strategy and managing transport services across its network, where more than thirty-one million journeys are made daily. It oversees almost all aspects of transport in Europe's largest city including buses, the tube network, railway, Overground, and Tramlink.

TfL also runs the city's cycle hire scheme and congestion charge scheme, cable cars, and it regulates London's taxis and private hire vehicles.⁶¹

TfL's journey to open data began in 2007, when it released a set of embeddable widgets allowing any user to integrate TfL

⁵⁷ Craig Hammer, Harvard Business Review. "Open Data Has Little Value If People Can't Use It" March 29, 2013. (<https://hbr.org/2013/03/open-data-has-little-value-if>)

⁵⁸ Lilian Mutegi, "Kenya Open Data Portal Hits 44 Million Page Views," All Africa, August 18, 2015. (<http://allafrica.com/stories/201508190752.html>).

⁵⁹ Leonida Mutuki et al, "Exploratory Study on the Role and Impact of Kenyan Open Data Technology Intermediaries," iHub Research. April 30, 2014. (www.opendataresearch.org/sites/default/files/publications/ODDC%20Report%20iHub.pdf)

⁶⁰ Lilian Ochieng, "Kenya: State Agencies Hold Firmly to Their Data," All Africa. August 19, 2015. (<http://allafrica.com/stories/201508200439.html>).

⁶¹ Transport for London, "What We Do," (n.d.). (<https://tfl.gov.uk/corporate/about-tfl/what-we-do>)

online products such as live travel updates into third party websites.⁶² The release was part of a strategy to encourage customers to check the status of London Underground lines at weekends, as the network was undergoing an intense programme of improvement works. There was significant opposition within the organization to releasing their data openly: indeed, it took a year of discussions and debate before TfL would cautiously enter the open data domain.⁶³ The move was experimental as they had no way of knowing what would result from the opening of the data. Ten years in, the organization views accurate, real-time travel data as a complement to transport infrastructure, in keeping with its main objective to serve the city's commuters. TfL makes data available through a mix of feeds (real-time updates) such as live traffic disruption information and live bus arrival times, and static data files such as timetables, and station and facilities locations. TfL believes that as a publicly funded organization, its data is publicly owned and can be freely used, re-used and re-distributed by anyone. Anyone can use its published data to support service improvements, develop new products and increase transparency.⁶⁴

With over 11,000 developers registered with TfL to date, TfL has significant partnerships with major app and software

designers, leading to the creation of over six hundred apps used by 42% of Londoners (83% of the population uses TfL's website).⁶⁵ Apps such as Waze, CityMapper, Zap-Map, and platforms like Google Maps, use data from TfL to create services and products which improve the commuting experience of travellers. In turn, TfL receives back data from these apps, for example, crowd-sourced traffic data, which it can then use to improve its own service. Publishing its open data has therefore created a virtuous cycle benefitting both TfL and users of TfL data.

The release of open data by TfL generates annual economic benefits and savings of up to £130 million for travellers, London and TfL itself. It is estimated that TfL data has directly facilitated the creation of five hundred jobs, in addition to a further 230 jobs in the wider community. Passengers, who take advantage of the services and products created from TfL enjoy a better travel experience with timely and accurate information – and more of it – to better plan journeys and reduce travel time, TfL's experience with open data has led to other national transport authorities such as the National Rail Enquiries, providing transport information related to the UK's privatized rail network. (See Table 4.3).



⁶² A widget is an element of a graphical user interface (GUI) that displays information or provides a specific way for a user to interact with the operating system or an application. “What is Widget?” Tech Target. Updated December 2015. (<https://whatis.techtarget.com/definition/widget>) A widget that is “embeddable” can be easily inserted or included in another website or other application.

⁶³ Becky Hogge, “Open Data’s Impact: Transport for London Get Set, Go!” January 2016. (<http://odimply.org/files/case-studies-transport-for-london.pdf>)

⁶⁴ “Open Data Policy,” Transport for London, (TfL), 2018. (<https://tfl.gov.uk/info-for/open-data-users/open-data-policy>)

⁶⁵ “Open Data Policy,” Transport for London, (TfL), 2018. (<https://tfl.gov.uk/info-for/open-data-users/open-data-policy>)

Table 4.3: Benefits of TfL open data

TFL PASSENGERS AND OTHER ROAD USERS	LONDON	TRANSPORT FOR LONDON
 <p>Saved time for network passengers</p> <ul style="list-style-type: none"> Passengers are able to plan their journeys better with apps that use TfL's open data to provide them real-time information and advice on how to adjust their routes. This provide greater certainty on when the next bus/tube will arrive and saves time – estimated at between £70m and £90m pa. 	 <p>Gross Value Added</p> <ul style="list-style-type: none"> A number of companies use and re-use TfL data commercially, generating revenue, many of whom are based in London. We estimate that the total Gross Value Add from using TfL data by these companies directly and across the supply chain and wider economy is between £12m and £15m GVA pa. 	 <p>Savings from not having to produce apps in-house</p> <ul style="list-style-type: none"> With over 13,000 registered developers currently, TfL is allowing the market to develop innovative new transport apps and services. This creates potential cost savings for TfL of not having to build apps itself or through co-developing with third party developers.
 <p>Saved time for other road users</p> <ul style="list-style-type: none"> The availability of data on road works and traffic incidents can feed into Sat Navs, driving software and apps that can allow private and commercial drivers to adjust their routes to avoid congestion. This saves time and can reduce emissions as less time is spent waiting in traffic queues and journeys are shorter. 	 <p>High value Job creation</p> <ul style="list-style-type: none"> TfL open data is estimated to directly support around 500 jobs that would not have existed otherwise. Many of these jobs are in sectors associated with high productivity. 	 <p>Savings from not having to invest in campaigns and systems</p> <ul style="list-style-type: none"> The publication of open data gives passengers information directly, reducing the pressure on the Contact Centre. Undertaking an equivalent campaign to make available this information could cost £1m – open data allows TfL to make available the same data at a much reduced cost, expanding customer reach and improving transparency. The cost for TfL of publishing open data is estimated at around £1m annually, suggesting a significant return on investment.
 <p>Savings made from moving from SMS alerts</p> <ul style="list-style-type: none"> Passengers are able to switch to using free apps or free web services for real-time data that use TfL's open data. This creates a cost saving for those who previously subscribed to fee-based SMS alerts, estimated to worth up to £2m pa. The use value of new real time alert services is estimated to be up to £3m pa. 	 <p>Wider job creation in the supply chain</p> <ul style="list-style-type: none"> A further 230 indirect jobs in the supply chain and wider economy have also been created. 	 <p>Leveraging value and savings from partnerships</p> <ul style="list-style-type: none"> Through partnerships with major data and software organisations, TfL receives back significant data on areas it does not itself collect data (e.g. crowdsourced traffic data). This allows TfL to undertake new analyses and improve its operations.
 <p>Better information to plan journeys, travel more easily and take more journeys</p> <ul style="list-style-type: none"> Passengers are now able to better plan journeys, enabling them to use TfL services more regularly and access other services. This can result in more journeys on the network. Conservatively the value of these journeys is estimated at up to £20m pa. 		
<p>Plus improved customer satisfaction from having accurate and reliable information available instantly</p>	<p>Plus supporting the wider UK Digital Economy in London and other cities</p>	<p>Plus new commercial opportunities arising from open data</p>

Source: Deloitte. “Assessing the value of TfL's open data and digital partnerships,” July 2017. (<http://content.tfl.gov.uk/deloitte-report-tfl-open-data.pdf>)

IMPACT



Economic



Problem-Solving



5.4 UNITED STATES OF AMERICA: KENNEDY VS. THE CITY OF ZANESVILLE, UNITED STATES (US)

Residents of the predominantly African-American neighbourhood, Coal Run, in Zanesville, Ohio, were, for decades, denied access to clean water from the City of Zanesville's water line, which spread throughout the rest of Muskingum County. The situation dated back to 1956, when a now defunct water board refused to provide services to certain parts of the city.⁶⁶ Affected residents were forced to rely on extreme measures to obtain water. For example, some used electric pumps to retrieve water from a cistern that was polluted with dead animals and residue from old coal deposits. Many residents could not use the contaminated water and resorted to hauling water from the city. Others used buckets to catch rainwater and to gather snow in the winter.⁶⁷

Deprived residents of the Coal Run community observed that there were racial disparities in the water distribution of water – white residents got, while black residents did not. In 2002, two

dozen African American Coal Run residents filed a complaint with the Ohio Civil Rights Commission, claiming they had been denied water services because of their race. The following year, the commission found reasonable grounds to believe that there was in fact discrimination. A month later, Muskingum County officials announced that they would extend water services to the deprived community by 2004. This decision, however, did not quell the concerns of the residents as in 2005, after construction on the new water lines was completed, sixty-seven residents of the Coal Run neighborhood filed a lawsuit against the City of Zanesville and the East Muskingum Water Authority. They alleged that the city refused to provide them with public water service for more than fifty years because they lived in a predominately African-American neighborhood in an otherwise virtually all-white county.⁶⁸

To determine if there was in fact an association between race

⁶⁶ Rogawski, Verhulst, and Young, "Ohio, USA: Kennedy Vs. The City of Zanesville. Open Data As Evidence," January 2016. (<http://odimpact.org/files/case-studies-us-kennedy.pdf>)

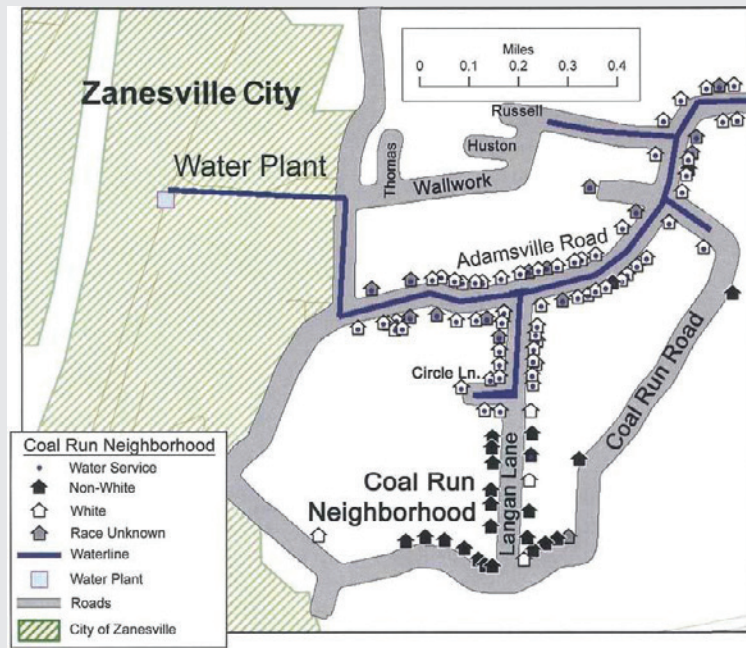
⁶⁷ "Kennedy v. City of Zanesville," Relman, Dane & Colfax PLLC. (www.relmanlaw.com/civil-rights-litigation/cases/zanesville.php)

⁶⁸ Dirk Johnson, "For a Recently Plumbed Neighborhood, Validation in a Verdict," The New York Times, August 11, 2008. (www.nytimes.com/2008/08/12/us/12ohio.html?_r=0)

and access to public water services in the area, the plaintiff’s lead attorneys, together with a technical team, gathered data from multiple sources including public geographic information system (GIS) data, water billing data and demographic data.⁶⁹ The GIS data was not available through an open data portal and had to be obtained via a request made to county officials.

With the data, the team created a map which showed a clear pattern of racial discrimination (see Figure 2). The defense tried to use the GIS and census data to argue that race did not affect the distribution of water, however, the data did not support their claims.⁷⁰

Figure 2: Map of Water Line Extensions in Muskingum County with GIS layers



Source: Parnell, Allan M. “Maps Used in Support of the Plaintiff’s Argument in Kennedy et al. v. City of Zanesville, et al.” Legal Services of Northern California Race Equity Project. August 6, 2008.

(<http://equity.lsnr.net/2008/08/maps-used-in-support-of-the-plaintiff%E2%80%99s-argument-in-kennedy-et-al-v-city-of-zanesville-et-al/>)

In 2008, after a three-year trial, the case was decided in favour of the African-American plaintiffs, who were awarded a settlement of nearly US\$11million. The data-driven argument validated the original complaint, and established a precedent

that would make it difficult for other communities to be denied access to public services. The use of open data was at the heart of a legal strategy that identified and remedied a long-standing civil rights violation.⁷¹

IMPACT



Problem-Solving



Empowering Citizens

⁶⁹ GovLab interview with Allan Parnell, Ph.D., Vice President, Cedar Grove Institute for Sustainable Communities, October 2, 2015.

⁷⁰ GovLab interview with Allan Parnell, Ph.D., Vice President, Cedar Grove Institute for Sustainable Communities, July 21, 2015.

⁷¹ Rogawski, Verhulst, and Young, “Ohio, USA: Kennedy Vs. The City of Zanesville. Open Data As Evidence,” January 2016. (<http://odimpact.org/files/case-studies-us-kennedy.pdf>)

5.5 KEY TAKEAWAYS

The case studies illustrate that effective open data programmes can have vast impact solving everyday problems, creating economic opportunities, empowering citizens, and improving governance. The cases demonstrate the impact of using and re-using data in a particular geographical location (for

example, county or city), or sector (for example, in transport or education). The value of open data is clear, and the cases strengthen the argument for the opening up of more data, and further development of the open data eco-system across sectors and locations.



A key takeaway from the case studies is that merely opening data is not usually sufficient. The open data eco-system requires proactive and sustained nurturing, not only through the opening up of data, but also through frequent and systematic engagement, as seen in the UK's Transport for London (TfL) case study, and through public outreach and training programmes, as illustrated in the Kenya and Brazilian case studies. Significant engagement between the state and various actors within the eco-system is necessary to maximize use of open data platforms.



The value and impact of open data can be more significant if data has a greater level of detail. This is particularly evident in the Kenyan case study, as well as the US (Kennedy vs. the City of Zainesville) case study, where the national-level data was used together with subnational (county, community) level data. A greater level of detail helps to enhance services provided to citizens and improves citizen engagement with the state. High levels of granularity also promote good governance. This was illustrated in the Brazilian case study where detailed information on government official's credit card spending uncovered illicit activities and is thought to have resulted in a reduction in spending.



Open data can result in many positive outcomes, but it is not without risks. The importance of protecting sensitive and personal data arose in the Brazilian case study as the names and addresses of some public servants were published, posing possible security threats. This issue becomes particularly challenging as the demand for disaggregated data arises, especially since privacy concerns limit data release. This dilemma underscores the need for effective privacy laws and guidelines, and for data anonymization skills among data holders and data manipulators. For Brazil, data anonymization allowed for the release of data which would have otherwise revealed personal and identifiable information in a form which encrypts such information.



The final takeaway from the case studies is that the impact of opening data could be greater, and occur in more dimensions, than anticipated. This was the case for TfL who released data to reduce the inconvenience to travellers during repair works along the travel network (problem-solving). However, it not only allowed for a more convenient travel experience, during the repair period, resulted in numerous economic opportunities for several actors within the open data eco-system, and beyond, in the broader society. This example highlights the importance of opening up data, even when the benefits of doing so are not obvious or foreseeable, as the possibilities for impact could be extensive.

6. CONCLUSIONS

There have been significant developments in open data in Jamaica in the past five years, and Jamaica is positioned as a leader in the region. Despite these achievements, the country has experienced very limited impact from open data. The case studies have illustrated the considerable possibilities and potential value that can be derived from open data, including improved governance, empowered citizens, complex problem-solving, and the creation of new economic opportunities.

For Jamaica to extract the benefits offered by open data, more emphasis should be placed on improving data quality and data distribution, as well as on building capacity to use data among the broad spectrum of users. A shift from the status quo is required, to move from a predominantly reactive approach to government institutions releasing data, to one that is generally proactive – released voluntarily and frequently. In addition, there is need for ongoing and systematic collaboration between the GoJ, intermediaries and users, and targeting very specific issues to be solved by open data. The next chapter outlines steps that the GoJ should take to derive significant impact from the open data programme.



7. RECOMMENDATIONS



ESTABLISH THE GOJ OPEN DATA POLICY AS A MATTER OF URGENCY

Following the launch of the open data portal, relevant management training was provided to some government officials. However, given the challenges with government data, there is a need for a comprehensive framework that prescribes a standardized training programme and well-articulated guidelines is evident. This will enable government institutions to provide usable and valuable data, whilst upholding the highest standards of privacy, security and integrity.

Standardized training should be provided to develop skills and capacity around data collection, cleaning and standardization. This training is especially important for those agencies which frequently release data to the public and will address the cited issues associated with the quality of government data.

Guidelines for data release should include the following:

- **Default position on public access and secrecy of data: all data is public unless explicitly marked as secret;**
- **Data privacy and security rules: qualified professionals within agencies should determine that data privacy and security rules are adhered to, ahead of all publication. These professionals should include staff skilled in data anonymization;**
- **Range, type, and timeline for the publication of data.**

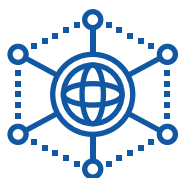
These guidelines would facilitate a shift in how government manages its data, allowing agencies to embrace the open charter principles, especially “open by default.” They should be contained in the national legal and regulatory framework that supports open data, which in Jamaica’s case, ought to be the impending open data policy. The existence of a policy would also minimize any loss of momentum in the programme which could occur with changes in political administrations. It is therefore paramount that the government moves with alacrity to establish a clear and coherent open data policy, endorsed by the highest level of political leadership.



MAKE ATI LAW A COMPLEMENT, NOT A COMPETITOR, TO OPEN DATA.

Jamaica’s ATI law allows citizens to submit requests for certain government information, but they can wait up to thirty days before they obtain a response. The frustrations with this process are obvious. Moreover, this process appears to block the proactive release of data. However, the ATI law can complement the proactive nature of open data, as requests could provide authorities with a

better picture of the types of information that the public wants published on government portals and websites. It can also function as a basis for setting priorities for the open data programme. It is important that citizens are able to submit requests to question or verify data provided on portals and receive complementary documents and information if necessary.



CAPITALIZE ON STRONG DATA DEMAND AND ECO-SYSTEM TO EXTRACT MORE VALUE FROM OPEN DATA.

Previous collaborations between government, intermediaries, and users to advance the open data programme have resulted in very limited impact thus far. The next major collaboration should focus on and define key problem areas where open data can most readily add value and demonstrate measurable impact.

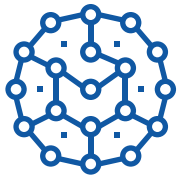
First, the GoJ should take more systematic steps to increase the capacity of public and private actors to use the data. Coaching and training centres (physical or virtual) should be established to teach relevant citizen stakeholders about the potential benefits and applications of open data. Brazil’s portal benefited significantly from TV advertisements and frequent training programmes, which were designed to train citizens, reporters and officials on how to use the data on the portal.

Both the survey findings from users in this study, and those from the ODB4 exercise, suggest a high level of demand for demographic data and economic data in Jamaica. The GoJ should

partner with intermediaries and users:

- to see how delivery of this type of data can be improved;**
- to determine how this data could be better exploited in more useful and impactful ways; and**
- to facilitate user-led and designed programmes, which use the data to help solve a specific issue in a specific sector or geographical location.**

This programme should be designed to answer a very specific question, such as, for example, TfL in the UK – how can we improve transport? TfL opened up its transport data and collaborated with developers, facilitating the design of several apps which improved the transport system in London. Answering one key problem will highlight the value of open data and could propel the broader open data programme.



IDENTIFY AND ALLOCATE ADEQUATE RESOURCES TO MAINTAIN AND EXPAND THE OPEN DATA INFRASTRUCTURE.

Thus far, most of Jamaica's open data projects and infrastructure have been funded by international donor organizations. However, the government will soon assume full responsibility for the open data programme, including its funding. The GoJ should, therefore, allocate and identify adequate resources to sustain and expand (as necessary) the open data infrastructure. This should come from a budgetary allocation earmarked for

the open data programme, through the MSET (or whichever relevant portfolio ministry). More rigorous evaluation of open data projects should allow the MSET to assess the relative opportunities offered by projects, against their costs and risks, through cost-benefit analyses. This would allow the government to choose their priorities and determine how funds are allocated.



ESTABLISH FLEXIBLE FRAMEWORKS THAT ALLOW FOR EVOLUTION OF THE OPEN DATA PROGRAMME.

The regulatory and institutional framework which supports open data should allow for the programme to evolve. It should be responsive to changing user demands and needs. Thus, the open data policy should facilitate responses to the changing demands of its users and society, technological changes, and new and more efficient processes around data. The concept of open data and the form it takes is constantly evolving and therefore innovation and experimentation should be promoted within any open data programme. For example, the use

of social media to both release and collect some types of data, in response to and keeping with an increasingly digital society, has proliferated. With mobile subscriptions of 113 per 100 persons in Jamaica (as at 2016), and over one million Facebook users, several Jamaicans could have access to data anywhere, any time, and from any device.^{72,73} Increased social media use within Jamaica's open data programme could further enhance transparency and build trust between the GoJ and the citizenry.



PUSH FOR REGIONAL CONSENSUS ON OPEN DATA.

Caribbean countries share similar dynamics in a range of economic, social and environmental dimensions. Within these dimensions, they share common challenges in open data, as it relates to scaling and funding. Given the shared challenges the region may benefit from the pooling of resources and sharing of best practices to catalyze the development of open data programmes for countries in the region. A common portal for the region could improve data accessibility

(especially for those countries without portals) and facilitate cross-country analysis, thereby adding value to the data. Collaboration could also facilitate the creation of solutions to issues in common priority sectors to the region, such as tourism and agriculture. Given Jamaica's stance as a regional leader in open data, the country is well-positioned to bring key regional actors and stakeholders together to advance the formulation of a Caribbean open data consensus.

⁷² "Mobile cellular subscriptions (per 100 persons)," World Bank, 2018. (<https://data.worldbank.org/indicator/IT.CEL.SETS.P2?locations=JM>)

⁷³ "The Caribbean Internet Usage Stats by Country," Internet World Stats 2018. (www.internetworldstats.com/carib.htm)

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APPENDIX

OPEN DATA DEFINITIONS

Open Definition (referenced by Open Data Handbook, ODI, Open Data Census, and OECD Open Data Analytical Framework)

“Open data is data that can be freely used, reused and redistributed by anyone – subject only, at most, to the requirement to attribute and share alike.”

Case Studies

“Open data refers to publicly available data structured in a way that enables the data to be fully discoverable and usable by end users.”

Data.Gov.UK

“Open data is data that is published in an open format, is machine readable and is published under a license that allows for free reuse.”

Dbpedia: A nucleus for a web of open data

“Open data is the idea that certain data should be freely available to everyone to use and republish as they wish, without restrictions from copyright, patents or other mechanisms of control.”

Open Data Institute

“Open data is information that is available for anyone to use, for any purpose, at no cost. Open data has to have a license that says it is open data. Without a license, the data can't be reused. These principles for open data are described in detail in the Open Definition.”

LinkedGov

“Open data is non-personally identifiable data produced in the course of an organization's ordinary business, which has been released under an unrestricted license. Open public data is underpinned by the philosophy that data generated or collected by organizations in the public sector should belong to the taxpayers, wherever financially feasible and where releasing it won't violate any laws or rights to privacy (either for citizens or government staff).”

McKinsey Global Institute

“Machine-readable information, particularly government data, that’s made available to others. These open datasets share the following four characteristics:



Accessibility:

A wide range of users is permitted to access the data.



Machine Readability:

The data can be processed automatically.



Cost:

Data can be accessed free or at negligible cost.



Rights:

Limitations on the use, transformation, and distribution of data are minimal.”

Open Data Now

“Open Data is accessible public data we can use to launch new ventures, analyze trends, make decisions, and solve problems.”

Open Data Barometer

Excerpt from report indicates that researchers assessed datasets based on the “full Open Definition requirements of being machine readable, accessible in bulk, and openly licensed.”

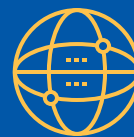
The World Bank

“Data is open if it satisfies both conditions below:



Technically Open:

Available in a machine-readable standard format, which means it can be retrieved and meaningfully processed by a computer application;



Legally Open:

Explicitly licensed in a way that permits commercial and non-commercial use and re-use without restrictions.”

OPEN DATA SURVEY: DATA USERS



OPEN DATA SURVEY FOR DATA USERS

Please answer all questions honestly and completely.

1. Through which means do you primarily obtain data? (Select one)

- internet search
- government websites
- contacting agency (via telephone; email, visit... etc.)
- media (newspaper, television, social media ... etc.)

2. What type(s) of data do you request? (Select up to three)

- demographic and social
- economic
- health
- environment
- company register
- consumer products

3. Are you able to obtain the data you request?

- Always Most times Hardly Never

4. On a scale of '1' to '5', how difficult is it to obtain the data?

- 1 – Very easy
- 2 – Easy
- 3 – Neutral
- 4 – Difficult
- 5 – Very difficult

5. On average, how long does it take to receive the data?

- one week one to two weeks one month more than one month

6. Is the data obtained readily usable? Yes No

7. What do you use data for? (Select one)

- To improve understanding of government policies
 - To hold government accountable
 - To improve or create new products
 - To help solve social issues
 - Other (please specify)
-

8. What type (s) of data would you like to become more readily available

9. Are you aware that the government of Jamaica has an open data portal? Yes No

If No, skip questions 10 and 11.

10. Do you refer to the open data portal for information? Yes No

11. Do you find the data on the portal to be useful?

- Always
- Most times
- Hardly
- Never

12. Has your ability to access information gotten easier since June 2016 (the launch of the portal)?

- Yes
- No
- Don't know

13. What are the three biggest issues with using government data? Please rank them according to importance.

- Format and Structure
- Uncertainty on the frequency
- Difficult to find
- Data irrelevant
- Data accuracy
- Lack of technical capacity to use data
- Cost.

Additional Information/Comments

OPEN DATA SURVEY: DATA HOLDERS



OPEN DATA SURVEY FOR DATA HOLDERS

Please answer all questions honestly and completely. Should your answer be longer than the space provided please use a separate sheet of paper/new document and indicate as such.

1. Is making more data available to the public a key priority for your agency? Yes No

2. If yes, what steps are being taken to make more data publicly available within the next twelve months?

3. Do you have partnerships with other government ministries/agencies to share, obtain and/or produce data?
 Yes No

4. To what extent do you partner or collaborate with civil society groups/organizations?

5. To what extent and in what capacity do you work with media?

6. Within your agency, what information is deemed sensitive/confidential?

7. At what level is the designation that information is sensitive/confidential decided?
 Management Supervisory Left to the discretion of each officer

8. What are the safeguards or processes to protect private information?

9. Have you seen any change in ATI (access to information) requests or data requests in general since the launch of the open data portal?

10. What data does the agency provide and under what conditions?

11. What are the agency rules or regulations that prevent the release of certain information?

12. What are the barriers to making more data accessible to the public and other agencies?

13. Who are the three (3) main requesters of your data? Please rank them in order of how often they request data.

- Individuals
- Businesses
- Academia & Civil Society
- Media
- Other Government agency/ministry
- International organizations

14. Do you use social media to accept and respond to data requests? Yes No

15. On a scale of '1' to '5', how difficult is it to get data from other government ministries or agencies?

- 1 - Very easy
- 2 - Easy
- 3 - Neutral
- 4 - Difficult
- 5 - Very difficult

16. Do you currently have data sets on the open data portal? Yes No

17. If yes, how often are these data sets updated?

- weekly
- monthly
- annually
- contingent on certain factors

Additional Information/Comments

OPEN DATA SURVEY: LIST OF PARTICIPATING INSTITUTIONS

USERS	HOLDERS
Mona GIS	Ministry of Finance
Private Sector Organization of Jamaica	Ministry of Health
Caribbean Agricultural Research & Development Institute	Ministry of Education
Jamaica Manufacturers Association	Ministry of Transport and Mining
Jamaica Civil Society Coalition	Consumer Affairs Commission
Project Grapevine	Companies Office of Jamaica
SlashRoots Foundation	Statistical Institute of Jamaica
Caribbean Policy Research Institute	National Environment and Planning Agency
Global Reporters for the Caribbean	Planning Institute of Jamaica

JAMAICA COHORT SHIFT LETTER – JANUARY 2018 – FROM THE OGP



January 18, 2018

The Honorable Fayval Williams
Minister of State
Ministry of Finance and the Public Service
Government of Jamaica

Dear Minister Williams,

We welcome the Government of Jamaica's participation in the Open Government Partnership, which now has over 75 countries working to implement national commitments to promote greater transparency, accountability, and engagement of citizens in policy making.

As you are aware, the OGP Articles of Governance state that all participating countries are expected to co-create a two-year National Action Plan (NAP) on a continuous biannual calendar. This rule is explained in the [OGP Point of Contact \(PoC\) Manual](#), which has been distributed to all OGP governments. This document states that "If a country is more than six months late, it will be moved to the following year's group and will start a new action plan cycle (e.g., from the odd year grouping to the even year grouping)".

In accordance with this policy, this letter is to officially inform that the OGP Support Unit did not receive a NAP from the Government of Jamaica by December 31, 2017.

As a result, the Government of Jamaica has a new deadline of August 31, 2018 to submit a two-year national action plan ending on June 30, 2020. This means that Jamaica has now been shifted from the "odd year" grouping to the "even year" grouping of OGP countries, who should submit new action plans in 2018, 2020, 2022 and so on. For more information on the deadlines, please consult the OGP Point of Contact Manual. This letter will also be published in the OGP website so that civil society organizations in Jamaica are aware of this change.

The OGP Support Unit and the Steering Committee stand ready to support you in whatever way would be useful to co-create the new NAP. Please do not hesitate to contact the OGP Support Unit if you require any assistance.

Yours sincerely,

A handwritten signature in blue ink, appearing to read "Sanjay Pradhan", is written over a circular blue stamp.

Sanjay Pradhan
Chief Executive Officer
Open Government Partnership



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