



2021

THE GOVERNMENT OF JAMAICA OPEN DATA POLICY



**The Ministry of Science,
Energy and Technology**

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MINISTER'S MESSAGE



Throughout society, many individuals and organisations collect a broad range of data in order to perform their daily tasks. A tremendous resource that remains largely untapped is the use of Open Data - data that anyone can access, use or share. This policy aims to explore the value of Open Data and in particular the sub-category of Open Government Data. The work of Government is notably significant considering the quantity and centrality of the data it collects, and because of existing legislation which allows for public access to most of its data. As a result, government data could be made open and available

for public use - Open Government Data.

Why is this of interest to the Jamaican Government at this time? Open Data is of great economic importance; with research studies estimating Open Data's global economic value at several tens of billions of dollars annually. Many new products and companies are thriving through the re-use of Open Data. For instance, Google Translate trains its translation algorithms by using the enormous volume of readily available documents that appear in various languages, thus improving its quality of service.

Within the Jamaican context, there are many areas where we can expect Open Data to bring value. This is evident in some noteworthy end products from its use, for instance, the Agricultural Business Information System which makes readily available agricultural data, such as, farmer registration and demographic information, geospatial data and reports on crop, livestock and farm property. Additionally, there are various groups and organisations across the nation that can benefit from the availability of Open Data, including the Government of Jamaica itself. In light of the nature of innovation, it is impossible to predict precisely how and where value can and will be created in the future. History has proven that developments often come from even the most unlikely of places.

Open Data, can improve our decision-making and enable greater participation in the society. What if a young entrepreneur developed an application which provides an advisory, by message, that the temperature in a particular vicinity was going to reach a self-defined threshold tomorrow? That information could allow citizens, residents and even visitors to determine what precautions to take before leaving home.

Furthermore, there is value in the government's use of Open Data, as it can aid in increasing its efficiency, transparency and accountability, and improving policy development. What if the Ministry with responsibility for education could publish education-related data, such as location and student population data, in open format? The Ministry with responsibility for transportation could then use that data to more readily determine the feasibility of a school bus service in a particular area. This is but one example of how Open Government Data can be useful.

Transforming government's data into Open Government Data will allow us to unleash this untapped potential. However, its success is only possible if the data is truly open, that is, if there are no restrictions (legal, financial or technological) to its re-use by others. Any restrictions imposed exclude people from re-using the data, making it harder to derive its full value. For the potential to be truly realised, government data needs to follow the guidelines of Open Data. This Policy is a bold attempt by the Jamaican Government to make its data more accessible and enable Jamaica to continue to propel its way into becoming 'the place of choice to live, work, raise families and do business'.

The Honourable Daryl Vaz, M.P.

Minister of Science, Energy and Technology

LIST OF ACRONYMS

ABIS – Agricultural Business Information Systems
ATI - Access to Information
API - Application Programming Interface
COI - Caribbean Open Institute
DFID - Department for International Development
GDP- Gross Domestic Product
GoJ - Government of Jamaica
GPS - Global Positioning System
IT - Information Technology
ICT - Information and Communications Technology
JAMIS - Jamaica Agriculture Marketing Information System
JARD - Jamaica Archives and Records Department
MIIC - Ministry of Industry, Investment and Commerce
MOEYI - Ministry of Education, Youth and Information
MOJ - Ministry of Justice
MNS - Ministry of National Security
MSBM - Mona School of Business and Management
MSET - Ministry of Science, Energy and Technology
NLJ - National Library of Jamaica
ODRA - Open Data Readiness Assessment
OECD - Organisation for Economic Cooperation and Development
PDF - Portable Document Format
PII - Personally Identifiable Information
PIOJ - Planning Institute of Jamaica
RADA - Rural Agricultural Development Authority

EXECUTIVE SUMMARY

The Government of Jamaica (GoJ) is on a new journey to make one of its most important assets, “data”, more freely and openly available to its citizens, businesses and the international community. The Government is changing the way it treats data and its approach to governance, by providing citizens and businesses with opportunities to actively engage government and to play a more active role in influencing and improving government policies and procedures that may impact them and their quality of life.

Recognising that the Open Data movement is spreading worldwide, Jamaica is now positioned to develop a policy that will govern the access, use, reuse, adaptation and distribution of data held by Public Authorities in machine readable non-proprietary formats to the public - Open Government Data - as a key deliverable to improve efficiency and transparency in the delivery of government services, and to encourage private sector led innovation initiatives.

This Policy underpins the Information and Communications Technology (ICT) initiative of the Open Data Portal, which is a wider move by the GoJ to improve the quality of the services offered to citizens, businesses, visitors, academia, civil society and the GoJ itself. The Portal provides a platform for a wide range of government data to be accessible; government transparency; and the development of various industries. The Portal also assists in promoting and building partnerships among the public, academia and the Government by creating opportunities to develop innovative solutions to help address the challenges faced by Jamaicans.

Consequent to this, Open Government Data, once technically feasible, will be hosted on the Open Data Portal and will be reusable by anyone, for any purpose in keeping with the GoJ’s Open Government Licence.

INTRODUCTION

Citizens are increasingly demanding and expecting more direct dialogue with the Government about their communities and future. The main objective of the Vision 2030 Jamaica - National Development Plan (“the Plan”) is to enable Jamaica to achieve developed country status by the year 2030. The Plan is steered by seven guiding principles, which put people at the centre of Jamaica’s development.

These principles are:

1. Transformational Leadership;
2. Partnership;
3. Transparency and Accountability;
4. Social Cohesion;
5. Equity;
6. Sustainability; and
7. Urban and Rural Development.

The Open Data Policy (“the Policy”) is guided by the principle of transparency and accountability. Additionally, the Policy seeks to aid in the accomplishment of the other guiding principles, through collaborative efforts by the Government and public.

Defining Open Data

Open Data is data, in digital form, that are made available with the technical and legal characteristics necessary for the data to be freely used, reused and redistributed by anyone, anytime and anywhere.¹ In relation to government data, the Policy is applicable to all data, collected by Public Authorities in support of government programmes and services that meet release criteria.

¹ Open Data Charter (2015). International Open Data Charter. Retrieved from https://opendatacharter.net/wp-content/uploads/2015/10/opendatacharter-charter_F.pdf.

In the context of Open Data there are two (2) noteworthy elements of openness².

- **Legal openness:** Users must be allowed to legally access the data, build on it and share it. Legal openness is usually provided by applying the appropriate (open) licence which allows for free access to and reuse of the data or by placing data in the public domain.
- **Technical openness:** There should be no technical or proprietary barriers to using the data. The data are required to be machine readable.

Defining Open Government Data

Open Government Data is government data that are released in open format. Consequently, data are not considered Open Government Data if the following are included:

- Personally Identifiable Information (PII);
- data, information or official records that are confidential or have implications for national security, defence and international relations;
- data, information or official records that cannot be disclosed pursuant to any legislation;
- third-party rights the government is not authorised to license; and
- data or information subject to intellectual property rights, including patents, trademarks and official marks, copyright, design rights, trade secrets and know-how.

Accordingly, the promotion of the Policy is not intended to lead to the exposure of sensitive government data and information. In fact, legislation which governs access to government data, information or records, the protection of intellectual property rights, as well as the protection of the right to privacy and personal data, are already in place.

Rationale

Throughout its daily functions, the GoJ creates, collects and manages vast amounts of data on behalf of the people of Jamaica. It is for this reason that the Policy is developed to invite individuals,

² James, L. (2013, October 3). *Defining Open Data*. URL <https://blog.okfn.org/2013/10/03/defining-open-data/>

businesses and organisations to transform Open Government Data into tools and applications to promote partnerships with the Government to create innovative solutions to the challenges faced by Jamaicans; and to encourage private sector led innovation. In addition, Open Government Data is a key deliverable to improve efficiency and transparency in the delivery of government services.

Open Government Data provides an avenue to encourage public education and stakeholder engagement, by proactively providing freely accessible information on the progress and performance of national initiatives. It also provides the ability for historical and future data consolidation in a single accessible location, which encourages public use, analysis and feedback.

The Policy also establishes a strategic framework, which outlines the goals and desired outcomes to support the development of an Open Data environment.

The Open Data Policy aims to govern the access, use, reuse, adaptation and distribution of Open Government Data, in digital form, that are made available with the technical and legal characteristics necessary for it to be freely used, reused and redistributed by anyone, anytime and anywhere.

SITUATIONAL ANALYSIS

On a global scale, Open Data has become a major initiative by governments to increase the usefulness of research, information and data. Open Data is essential to gaining real value from a country's data and statistics, as it encourages:

- I. **Government transparency:** Open Data allows for open government and timely sharing of data, thereby strengthening the relationship between government and the public. Similarly, open budget and spending data increases participation of, and accountability to, citizens.
- II. **Private sector technology growth:** Open Data has been proven to be extremely valuable for private companies, groups and individuals that utilise weather, traffic and real estate data to generate sizeable businesses and services. A continuous supply of useful data can spur further development of business.
- III. **Progress and Innovation:** Open Data can be repurposed to develop new applications and services that can be used in academia and research and the public and private sectors; provide new opportunities for commercial applications; improve time-to-market for businesses; and can be the genesis for new technological innovation and economic growth.
- IV. **Policy formulation:** Open Data has the potential to enhance policy formulation through more accessible data. For example, in developing a policy on data sharing and implementing the policy on records and information management, quick progress on the implementation of an Open Data Programme can advance these initiatives.

However, it is important to note that the successful implementation of any Open Data Programme or system could be hindered by the absence of a:

- framework to promote proactive disclosure by government entities;

- clear and robust policy on the anonymisation of data;
- standard licensing regime to govern the terms and conditions of use of government data;
- clear and harmonised policy which addresses the cost recovery mechanism to be implemented for access to this data;
- harmonised legal framework; and
- single portal where all government data can be easily and readily accessible.

INTERNATIONAL TRENDS IN OPEN DATA

Driving positive change in the lives of citizens is the ultimate goal of opening government data initiative led by open government advocates since 2008. Open government advocates, working along with governments across the world, aim to improve public access to information in an effort to increase government's accountability and give citizens meaningful ways to participate in their communities³.

Results from the Open Data Barometer - Leader's Edition provides insight into how the *leading governments* are progressing over the past decade of the Open Data movement⁴. The *leading governments* (Canada, United Kingdom, Australia, France and South Korea) have made commitments to champion Open Data by either adopting the International Open Data Charter or by signing the G20 Anti-Corruption Open Data Principles. The aforesaid results from the Open Data Barometer - Leader's Edition further highlighted that, since making these commitments, there have been a number of improvements to the leading governments' systems of governing and they continue to progress at a good pace. However, there is still a need for these governments to undertake the organisational and infrastructural changes necessary for Open Data to be normalised into day-to-day governing.

³ World Wide Web Foundation (2018). Open Data Barometer - Leaders Edition. Washington DC: World Wide Web Foundation. URL <https://opendatabarometer.org/leadersedition/report/#introduction>.

⁴ World Wide Web Foundation (2018). Open Data Barometer - Leaders Edition. Washington DC: World Wide Web Foundation. URL <https://opendatabarometer.org/leadersedition/report/#introduction>.

A review of the positive impact made across various countries has revealed that Open Data:

- is driving greater *transparency, accountability and participation*. For example, in Germany, citizens are able to join a platform –‘citizens building the city’- that provides access to development plans, allowing them to participate in public urban planning and decision making⁵.
- is driving *social impact* by making the policy process more inclusive. For example, in South Africa, ‘openup.org.za’ is a platform spearheaded by individuals seeking to give communities in South Africa a voice, by fostering an informed society which can proactively use the mechanisms of governance to effect change⁶.
- has positive *economic impacts*. It is delivering business opportunities in the United Kingdom by using Open Data to exploit the existing gaps across markets and by identifying business opportunities and creating new products and services⁷. Open data start-ups often combine business innovation with the intention to create social, economic and environmental impact. For example, United Kingdom’s Food Trade uses Open Data to develop an allergen compliance tool and aspires to make food supply chains more sustainable.

By highlighting the social and economic benefits resulting from governments committing to opening data, a case has been made for the real value the Jamaican society could gain from adopting this initiative.

REGIONAL TRENDS IN OPEN DATA

In June 2014, St. Lucia became the first country in the Caribbean to join the World Bank and the United Kingdom’s Department for International Development’s (DFID) joint Open Data initiative in the Caribbean, which provided technical assistance and capacity building for the country to make open its priority datasets (including budget data).

⁵ Magdalena. (2014, May 18). *Citizens build city at Code for Berlin [Blog post]*. Retrieved from <https://blog.buergerbautstadt.de/>

⁶ OpenUp (2020). *Our Theory of Change*. Retrieved from <https://openup.org.za/about.html>

⁷ Shadbolt, Nigel, Sir, (May 31, 2015). *Open Data Means Business*. Retrieved from <https://theodi.org/article/open-data-means-business/>

Within the same year, Jamaica became the second English-speaking country, and the third in the Caribbean, to take part in the Open Data Readiness Assessment (ODRA), and the second to include an Open Budget Data Readiness Assessment as part of the World Bank and DFID initiative.

The Fourth Edition of the Open Data Barometer⁸, took a snapshot of the Caribbean in 2016 by assessing Open Data readiness across five Caribbean countries: Jamaica, Dominican Republic, Trinidad and Tobago, St. Lucia and Haiti. At that time globally, Jamaica was the highest ranking Caribbean country falling at number 40 on the charts. Jamaica was the only country to improve its score between 2015 and 2016, climbing 13 places from its previous position at 53. (See Figure 1).

Figure 1: Snapshot of the Caribbean Countries ranked on the Fourth Edition of the Open Data Barometer.

| GLOBAL RANK | SCORE | COUNTRY | |
|---|-------|---|---------------------|
| 40  | 37 |  | Jamaica |
| 50 <small>NEW</small>  | 32 |  | Dominican Republic |
| 77 <small>NEW</small>  | 18 |  | Trinidad and Tobago |
| 87  | 13 |  | Saint Lucia |
| 104  | 6 |  | Haiti |

In 2016, Jamaica was ranked the Open Data leader among Caribbean countries, and rose to seventh in the Latin America and the Caribbean category. This climb in the rankings was attributed to the

⁸ The Open Data Barometer- 4th Edition (2017) remains the latest full edition. The subsequent Open Data Barometer - Leader’s Edition (2018) focused on 30 governments who made specific commitments and should be leaders in the space.

launch of the Open Data Portal and the hosting of the Fifth Annual Developing the Caribbean Conference and Codesprint (DevCa) in 2016.

The Dominican Republic was ranked second in the Caribbean, and was notably the first Caribbean country to join the Open Government Partnership, and the first to launch an Open Data Portal in 2015.

Of significance, are the following developments across the Caribbean since 2016:

- St. Lucia published its Open Data Policy in 2017.
- Open Data Portals were launched in St. Lucia (2018) and Trinidad and Tobago (2019), respectively.
- The Caribbean Open Institute (COI) was established in 2019. The COI is a regional coalition of individuals and organisations which seeks to promote open development approaches to inclusion, participation and innovation within the Caribbean, using Open Data as a catalyst⁹.

OPEN DATA IN JAMAICA

Within the Caribbean, Jamaica is home to an active and vibrant community of data activists and application developers, and so, has the skills to readily exploit data as it is made available. Notwithstanding, the release of government data remains a topic of much criticism, as legislation such as the Official Secrets Act (1920) and the Access to Information (ATI) Act (2002) are believed to cast a cultural cloud over steps towards greater transparency. The ATI Act has many exemptions, provisions for respective ministers of Government to make a document exempt, and a tedious and lengthy process (maximum of 30 days) to access the information. There is seemingly a reluctance on the part of Public Authorities to disclose information, as well as the concern that the Official Secrets Act is antagonistic to the operation of the ATI Act.

⁹ <http://caribbeanopeninstitute.org/>

There is high demand for government data locally. The business register, demographic data and economic statistics are examples of highly requested types of data, access to which could support innovation towards the development of products and services designed to address societal needs, which in turn could boost economic growth and development. While there is a vast amount of data available on government websites to meet this demand, the main limitation is that it is not in a reusable form and the barriers to converting it have challenged potential application-builders.

Additionally, some Public Authorities do not publish their data, while others experience significant delays in publishing. This severely affects proper decision-making by end users, which requires current and up to date data. Other critical barriers to private sector use of government information include difficulty in finding data and the lack of disaggregated data.

To overcome this, a clearer route towards greater communication and data sharing between government and society must be established. In addition, data production and/or publication needs to occur at regular intervals across government, with clear decisions regarding unprocessed and old/archived information.

Also, a significant number of datasets could be made available as Open Data quickly, by publishing the underlying data that was used to generate printed reports. This includes data important to Jamaica's economy (tourism, agriculture, energy and transport) and society (education, health, crime and culture). The availability of this type of data to investors has the potential to increase foreign direct investment inflows in Jamaica.

Open Data Portal

The GoJ launched its Open Data Portal on June 24, 2016, with a view to enable active engagement of the government with the citizens and businesses by making government data available online as Open Data. The Portal currently hosts data on the economy, finance, infrastructure, health, education, agriculture, transportation and other areas.

Results of the Open Data Readiness Assessment

In 2014 an ODRA was conducted which revealed that Jamaica has many of the key components for success in Open Data. For example:

- a) Strong senior leadership for an Open Data regime;
- b) Key legislation governing access to information and copyright protection and the constitutionally protected right to privacy;
- c) Growing demand for Open Data by civil society, private sector and media;
- d) Evidence of a combination of relevant eco-system elements including strong intermediaries, technical universities producing skilled graduates, a real and growing apps economy, and agencies with experience in co-creation;
- e) Availability of funding for an Open Data Programme both within the GoJ and from external funding sources. In the case of the former, it was noted that provision was already made within the budgets of some Public Authorities for the updating of existing datasets; and
- f) Commendable national Information Technology (IT) infrastructure, a cadre of IT specialists, as evident in the vibrant local mobile applications and software developer community, and notable digital literacy among a segment of the population.

However, achieving success in Open Data will require decisive action to resolve some related issues beyond the immediate focus of opening data itself. For example, some of the challenges identified from the ODRA include the following:

- a) The lack of timely release of datasets by some public bodies, that is, the time lag between data release and its availability to the public;
- b) Some datasets may require legal due-diligence review to be released. This could present a challenge for implementation of an Open Data initiative in Jamaica, if the review found that legislative amendments may be required; and
- c) The aggregated form in which the data was being stored may make it difficult to manipulate.

Open Data Trends

Currently, there are notable government initiatives aimed at using government data to solve real issues including:

- **The Agriculture Open Data Project**, an ongoing research initiative being conducted by the Mona School of Business and Management (MSBM) Centre of Excellence in collaboration with the Rural Agricultural Development Authority (RADA) in the Ministry of Agriculture and Fisheries. This initiative seeks to demonstrate the possibilities and opportunities associated with extending the accessibility, reach and utility of the Ministry’s significant data resources through Open Data Web-services.
- Other agriculture related Open Data initiatives are outlined in Table 1:

Table 1: Example of Open Data Initiatives

| KEY DATA SOURCES : | SERVICES PROVIDED: |
|---|--|
| Agricultural Business Information Systems (ABIS) that stores farm registration and agriculture production data. | I. On-demand data access to the farm, crop and price information through the Agriculture Application Programming Interface (API). |
| Jamaica Agriculture Marketing Information System (JAMIS) that provides pricing data of agricultural commodities. | II. Location-based searching: An extension officer is able to look up farmers, prices or crop information within a geographical area or using a GPS enabled hand-held device. III. Remote data entry: To update farmer records, such as the location of a farmer's property or crop production information. |

Timely and reliable statistical information is vital for the functioning of a market economy. Without good data, government, businesses and consumers have no basis for a thorough

understanding of the economic environment necessary for making appropriate plans and effective decisions.

- **The National Summary Data Page** is an initiative launched in February, 2017. This page serves as a place where economic information, such as fiscal accounts, balance of payments, trade figures, GDP, employment numbers, population trends and inflation, can be housed and made readily available to the media and the public. The initiative aims at increasing transparency and availability of data and serves to boost economic stability as more information enables better economic decisions.

Another noteworthy development has been the hosting of Hackathons, that is, activities which aim to deploy ICT to alleviate real social issues while also enhancing growth in critical areas of society. Examples of these hackathons include: the Caribbean Girls Hack Event, held in May 2019 and the Flutter Hack, held in June 2019. These hackathons have been used as a tool to demonstrate how Open Data can be used to develop web applications and robotics to tackle tough issues of crime and violence, environmental protection/climate change, and agricultural sustainability.

LEGISLATIVE AND POLICY FRAMEWORK

Vision 2030 Jamaica: National Development Plan

The development of the Open Data Policy supports outcomes posited in the Plan in relation to integrating technology into the society and transparency and accountability in the Government. This linkage can be seen in two of the Plan's goals, which are outlined below:

- Goal 2 - The Jamaican Society is Secure, Cohesive and Just
 - Outcome #6 – Effective Governance
 - 6-1 Strengthen the process of citizen participation in governance
 - 6-5 Strengthen public institutions to deliver efficient and effective public goods and services
 - 6-7 Strengthen accountability and transparency mechanisms
- Goal 3 - Jamaica's Economy is Prosperous
 - Outcome #11 – A Technology-Enabled Society

Regional and International Open Data Linkages

This Policy is regionally aligned with sections of the CARICOM Strategic Plan (2015-2019), which has as a strategic priority, Building Technological Resilience by focussing on Open Data to stimulate innovation, entrepreneurship and inclusion of the citizens across the Caribbean.

The Policy is also vital in enabling the strategies for achieving Jamaica's targets for the Global Goals for Sustainable Development Agenda 2030 (SDGs). Open Data is integral in achieving all seventeen SDGs because access to government data plays a critical role in being able to analyse, plan, innovate and develop solutions to each problem on a nationwide scale. The Policy will play a cross-cutting role in providing access to data which can provide local strategies and solutions to end poverty and hunger, address health issues, tackle environmental and climate issues, and facilitate economic growth and responsible consumption.

Local Policies and Legislation

The Open Data Policy also aligns with existing legal and regulatory frameworks and policies in support of access to and use of government data.

These laws, regulations, policies, standards and guidelines include the:

- Archives Act, 1982
- Archives (Official Records) Regulation, 1988
- ATI Act, 2002
- ATI Regulations, 2003
- Constitution of Jamaica (Charter of Fundamental Rights and Freedoms)
- Copyright Act, 1993
- Cybercrimes Act, 2015
- Records Office Act, 1969
- Revenue Administration Act, 1985
- Statistics Act, 1949
- Data Protection Act, 2020
- GoJ ICT Policies, Standards and Guidelines
- Records and Information Management Policy
- Policy and Institutional Framework for the Implementation of a Public-Private Partnership Programme for the Government of Jamaica: The PPP Policy, 2012
- Data Collection and Information Sharing Policy (Draft)

Considering the complex structure of government in Jamaica, with a large number of Public Authorities, proper implementation of an Open Data initiative is an activity that will require careful management. While this movement in the Caribbean has been slow to progress, Jamaica has an opportunity to benefit greatly from the positives of the Open Data initiative. As such, this Policy is

one way in which the government aims to provide a framework to support the access to, and use, reuse, adaptation and distribution of, government data by the public.

DEFINING THE POLICY FRAMEWORK

VISION

An enterprising culture where Open Government Data creates opportunities for prosperity by promoting free and openly available data for citizens, businesses and the international community; and empowers citizens and businesses to actively engage in Jamaica's governance process.

GUIDING PRINCIPLES

The following Open Data Principles will be adopted:

1. **Open by Default:** Government data is made available in a well-considered, systematic and safe release manner, maintaining public trust while ensuring privacy is adequately protected.
2. **Open Format:** Data will be made available in open, re-usable, non-restrictive, non-proprietary and machine readable format. The data held by Public Authorities, and by private entities on behalf of Public Authorities or to provide public services, are public assets held by the GoJ on behalf of the people. This means that the data will be open, subject to strictly controlled exceptions as defined in this Policy.
3. **Accurate:** The accuracy of data is the degree to which the data correctly describes the thing it was designed to measure.
4. **Timely:** The timeliness of data refers to the publication of data without undue delay, that is, the least amount of time between the end of the reference period to which the data pertains, and, in keeping with legislative requirements where applicable, the date on which the data becomes available; adhering to the Open Data Release Schedule.

5. **Interpretable:** The interpretability of data reflects the availability of the supplementary information and metadata necessary to interpret and utilise it appropriately. This information normally covers the underlying concepts, variables and classifications used.
6. **Coherent:** The coherence of data reflects the degree to which it can be successfully brought together with other data within a broad analytic framework over time. Coherence does not necessarily imply full numerical consistency.
7. **Primary Data:** Published data should be as detailed as possible. In primary form, data are collected from source at the finest level of granularity available. When granular source data are not available, then aggregate data may be published.
8. **Complete:** Government data which are made available should include metadata outlining, for example, time of collection, geographic coverage, author and year of publication.
9. **Non-discriminatory:** No discriminatory practices should be used, including the placement of restrictions on the use of Open Data for commercial and educational purposes.
10. **Accessible:** Data will be made proactively available without waiting for specific requests. The GoJ will not require users of its data to identify themselves or place any similar restriction on users. Open Data will also be made available free of charge.
11. **Reusable:** Data will be available for further use for any lawful purpose, commercial or non-commercial.
12. **Public Participation:** The Government will encourage and facilitate the release of its data to the Public (citizens, businesses, visitors and investors) allowing them to realise the maximum benefit from Open Data.

POLICY GOALS, OBJECTIVES AND STRATEGIES

There are three policy goals which, when achieved together, will realise the vision of encouraging the routine release of Open Government Data, while taking account of privacy, national security, defence, international relations and other confidentiality considerations. These are:

- Goal 1:** Establish an informed citizenry, by enabling participation in the Government's decision making and service delivery processes.
- Goal 2:** Improve access and accelerate the use of government data to increase the efficiency of the Government's operations and processes.
- Goal 3:** Increase the social and economic value of government data through business opportunities that produce products and services of value.

GOAL 1: Establish an informed citizenry, by enabling participation in the Government's decision making and service delivery processes.

Releasing data about vital public services, such as health and education, in a proactive manner can improve public perception about the transparency of government and provide the raw material for public participation and dialogue in the policy making process. This will serve as a method for achieving the main aim of the policy of using data to help solve the developmental issues in the country.

OBJECTIVE

- 1.1 To improve governance through a fair and equitable framework for access to Government data.

STRATEGIES

- 1.1.1 Revise the ATI Act to include the proactive release of Open Government Data.
- 1.1.2 Encourage the use of Open Government Data to develop innovative, evidence-based policy solutions that benefit and empower all members of society.
- 1.1.3 Ensure that information published as a result of transparency or anticorruption laws is released as Open Government Data.

OBJECTIVE

- 1.2 To inform citizens and enable participation in the Government's decision making and service delivery processes.

STRATEGY

- 1.2.1 Implement a communication strategy to increase public awareness of Open Government Data and its potential value to citizens.

OBJECTIVE

1.3 To improve civic engagement on Open Data.

STRATEGY

1.3.1 Partner with educational institutions to develop and implement Open Data–related skills development programmes for citizens in an effort to increase Open Data literacy.

GOAL 2: Improve access and accelerate the use of government data to increase the efficiency of the Government's operations and processes.

Some Public Authorities' websites are outdated with infrequent release of revised or updated information or data. Additionally, where data are available, they are not in open format. As a result, data gathered from these sites do not reflect the current situation and renders them unusable for research and development, and other purposes. Releasing data as Open Government Data will make it accessible and re-usable. This will: a) encourage greater use of government data by the public; b) promote collaboration across Public Authorities; and c) facilitate reduction in costs and delays associated with obtaining data needed from other government entities. Overall, making government data more accessible to the public in a way that is responsive to citizens' needs and expectations.

OBJECTIVE

- 2.1 To improve human and technical resources within Government to identify data for release or publication.

STRATEGIES

- 2.1.1 Develop the leadership, management, oversight, performance incentives and internal communication policies necessary to enable transition to a culture of openness in all Public Authorities.
- 2.1.2 Develop systems and implement training programmes for Public Authorities to ensure quality data management.
- 2.1.3 Develop mechanisms to guide Public Authorities in the data anonymisation process prior to publication by ensuring that PII is removed.

OBJECTIVE

- 2.2 To improve timely access to Government data that is responsive to the needs and expectations of citizens and businesses, and supports government transparency and accountability.

STRATEGIES

- 2.2.1 Establish and maintain, after consultation, an Open Government Data Release Schedule that will help to drive the timely release of data. In addition, Public Authorities will be encouraged to provide a steady and continuous release of new, high value datasets.
- 2.2.2 Develop metadata to serve as the identifier for establishing the legitimacy of the data.
- 2.2.3 Review and update, where necessary, any policy and legislation related to Open Government Data including data protection, access to information and data sharing.
- 2.2.4 Implement information lifecycle management practices to ensure that historical copies of datasets are preserved, archived and kept accessible as long as they retain value.

OBJECTIVE

- 2.3 To ensure that the publication of the data complies with international best practices.

STRATEGIES

- 2.3.1 Engage with international standards bodies and other standard-setting initiatives to encourage harmonisation with existing international standards, and support the creation of common, global data standards where they do not already exist.
- 2.3.2 Observe domestic laws and internationally recognised standards, in particular those released pertaining to security, privacy, confidentiality and intellectual property.
- 2.3.3 Map local standards and identifiers to emerging globally agreed standards and share the results publicly.

OBJECTIVE

- 2.4 To improve data prioritisation, release and standardisation practices.

STRATEGIES

- 2.4.1 Ensure the maintenance and updating of the government's Open Data Portal.

- 2.4.2 Engage proactively with citizens, civil society and the private sector to determine and satisfy data needs.
- 2.4.3 Establish a mechanism to allow users to provide feedback and to ensure continued revision of data quality, as necessary.

GOAL 3: Increase the social and economic value of government data through business opportunities that produce products and services of value.

The release of Open Government Data will help to fuel the “data economy” and encourage the development of more innovative range of services for citizens, businesses, visitors and investors. On the social side, existing government services could be significantly improved as data become available to improve business processes.

OBJECTIVE

- 3.1 To increase focus on reducing social and economic challenges by using Open Government Data to enhance development programmes.

STRATEGIES

- 3.1.1 Encourage citizens, civil society, private sector organisations and multilateral institutions to open up data created and collected by them in order to move towards a richer Open Data ecosystem with multiple sources of Open Data.
- 3.1.2 Conduct or support research on the social and economic impacts of Open Government Data.
- 3.1.3 Create or explore potential partnerships between government and civil society, private sector organisations and multilateral institutions to support the release of Open Data and maximise the impact of data through its effective use.

OBJECTIVE

- 3.2 To increase opportunities for innovators and entrepreneurs to develop business models that utilise Open Government Data to create economic value.

STRATEGIES

- 3.2.1 Raise awareness of the potential benefits of Open Government Data to encourage developers, entrepreneurs and other users to unlock the value of Open Government Data to foster economic growth and business innovation.
- 3.2.2 Create or support programmes and initiatives that foster the development or co-creation of datasets, visualisations, applications and other tools based on Open Government Data.

OBJECTIVE

- 3.3 To create an empowered generation of data innovators who unlock the value of Open Data.

STRATEGY

- 3.3.1 Engage with educational institutions to support increased Open Data research and to incorporate data literacy into educational curricula.

OBJECTIVE

- 3.4 To improve collaboration between the government and external stakeholders in sharing expertise and experience of Open Data best practices and benefits.

STRATEGY

- 3.4.1 Build capacity and share technical expertise and experience, by engaging with other governments and international organisations around the world.

THE GOJ'S OPEN DATA PROGRAMME

THE GOJ'S OPEN DATA PROGRAMME

The successful implementation of the GoJ's Open Data Policy will be supported by the GoJ's Open Data Programme. The elements of the programme are outlined below.

ELEMENTS OF THE GOJ'S OPEN DATA PROGRAMME

1.0 Open by Default

- 1.1 Effective from the promulgation of this Policy, the data of the Government will be “Open by Default”. This means that every government dataset will be published as Open Government Data unless there are privacy, national security, defence, international relations, confidentiality or other legal considerations why the data should not be published. Non-publication will be the exception.
- 1.2 Exceptions to the Open by Default principle will be strictly controlled. It will not be acceptable just to deem the information “confidential”. Any Public Authority proposing to withhold data on the basis of these exceptions must provide justification and submit its request, for review by the Open Data Committee.
- 1.3 Open by Default also means that:
 - I. data will be published as Open Government Data proactively. The Government will take the initiative to publish, and will not just respond to requests.
 - II. new ICT systems will be designed to ensure that the systems can publish relevant parts of the data as Open Data.
 - III. specific justification or a business case will not be required to publish a dataset. Instead, justification will be required where Public Authorities do not wish to publish a dataset. Decisions to withhold data will be reviewed regularly.

- IV. the Government will not judge if or how the data might be used in deciding whether to publish data, or whether there is a “good reason” to do so. When and how data are used is primarily a matter for the users of the data, not the Government.

2.0 Privacy, National Security, International Relations and Other Confidentiality Considerations

2.1 The Open Data Policy will not oblige the release of data which:

- I. would be detrimental to national security, defence, international relations or to personal privacy;
- II. are held under an obligation of confidentiality; or
- III. are otherwise prohibited from disclosure under law.

Where practicable, the maximum amount of data will be published consistent with protecting these interests. So, for instance, data containing information related to national security will be redacted before publication.

2.2 PII will not be published as Open Government Data, except in accordance with legislation that have provisions related to PII, and in cases where the identification of public officials is in the public’s interest.

2.3 Where datasets containing PII have been anonymised or aggregated so that it cannot be used to identify the individuals, reasonable mechanisms will be put in place to safeguard against situations where the re-engineering or reconstruction of the data could occur and possibly provide access to PII.

3.0 Primary Form

Subject to the restrictions in section 2.0 above, data will be released at the most detailed level possible, including geographical location and dates of events, where relevant. This will

facilitate greater flexibility for users to analyse the data as needed. Where necessary, aggregated data (in the form of statistical tables) may also be released.

4.0 Data Quality

4.1 Public Authorities will make every effort to ensure the accuracy of datasets prior to their release and classification as Open Government Data.

4.2 In making data open, Public Authorities will:

- I. share any information they have about known inaccuracies in the dataset.
- II. indicate to data users how they can contribute corrections to the data or otherwise help the Public Authorities improve the quality of their data.
- III. facilitate the sharing of information about the dataset's quality.

However, Public Authorities will accept no liability for inaccuracies in the data or the way in which data are utilised by the end user. (See section 10.0 - Protecting the Interests of the Government.)

4.3 Financial and other relevant datasets released as Open Government Data will not necessarily have been audited. Unaudited data will be released where appropriate. The audit status of each dataset will be made clear where relevant.

4.4 Users will be encouraged to inform the Government, through the Open Data Portal, of how they are using the data. This will help the Government to improve the quality and quantity of data released in the future.

5.0 Timeliness

5.1 Data will be released as quickly as possible after being collected. Every Public Authority shall ensure that each dataset and associated metadata released, are kept current in keeping with the

Open Government Data Release Schedule, to the extent that the Public Authority regularly maintains or updates the dataset.

5.2 Where new statistical datasets are being produced, or where statistical datasets are being updated, it will be acceptable for publication of the data to be delayed until agreed quality review has taken place, provided that the steps in the process and the timeline for performing them are made public.

5.3 The Open Government Data Release Schedule will be published and updated regularly.

5.4 The Government will alert users, through the Open Data Portal, when updated data are available.

6.0 Data on Websites, Dashboards and Other Domains

6.1 Where information is provided on a Government website or on public dashboards in a user-friendly form, to include visualisations, the same data will be made available in Open Data format.

7.0 Early or Priority Release of Datasets

7.1 In taking decisions about which datasets to prioritise for early release, the Government will take into account feedback and requests for specific datasets or for data on specific problems from individuals and businesses. The Open Data Portal will include a feedback facility to allow that input to be gathered.

8.0 Cost Implications

8.1 Datasets published on the Open Data Portal will be available and accessible free of charge. Public Authorities will not charge users to download data. The costs of collecting, curating,

maintaining and updating the data are already public tasks of the relevant Public Authority covered by its budget or by other sources of income.

8.2 Public Authorities may charge for:

- copies of any dataset published by it in any other format whether paper-based or electronic, even if the dataset is published on the Open Data Portal; and
- additional services, such as custom extracts or advice, not available to the general public.

USE OF OPEN GOVERNMENT DATA

9.0 By Anyone for Any Lawful purpose

9.1 Open Data released by the Government may be used by any person, without restriction, for any lawful purpose, including for commercial and non-commercial purposes.

9.2 Users of the Open Government Data will not be required to register, submit identifying details or “log in” in order to access and download the data. To do otherwise, would create disincentives to the use of the data and undermine the stated objectives of the Policy.

10.0 Protecting the interests of the Government

10.1 Users will not be permitted to claim that their use of the Open Government Data is in any way supported or endorsed by the Government.

10.2 The Government will not accept any liability for the inaccuracy or unavailability of the data used. The data user will take full responsibility for any consequences resulting from the use of the data.

10.3 Users of the data will be required to acknowledge the source of the data, provide a web link to source data on the Open Data Portal or Public Authorities' websites, and state clearly if the data were modified in any way. This is to prevent users altering the data and then claiming it as official.

11.0 Licensing

11.1 The use, adaptation and distribution of Open Government Data will be permitted under a GoJ Open Government Licence. In developing this licence, the GoJ will be guided by international best practice in relation to Creative Commons Attribution licensing.

11.2 The GoJ Open Government Licence will cover all data registered on the Open Data Portal, irrespective of which Public Authority has custody of the data. The terms and conditions will also apply to data made available on individual Public Authorities' website.

11.3 The Licence will permit the Open Data Portal user to:

- a. *Share*: copy, distribute and use the data.
- b. *Create*: produce works from the data.
- c. *Adapt*: modify, transform and build upon the data.

11.4 The GoJ will not restrict the intellectual property rights of the user who created the works from the Open Government Data. However, full attribution must be given to the source from which it was developed (i.e. the Open Data Portal).

PROMOTING THE USE OF OPEN DATA

12.0 Government will promote the use of Open Data

12.1 The Government will actively encourage, promote and nurture the use of its Open Data. It will work with businesses, civil society groups, international organisations and donors to

ensure that Open Government Data will deliver maximum benefit. The Government will also promote the use of Open Government Data to improve the efficiency and effectiveness of the government itself.

12.2 The Government will work with domestic, regional and international partners to actively support the development of an “Open Data Ecosystem” of skills, services and knowledge to support the delivery of value from Open Data. This will include:

- a. ensuring that Public Authorities give support and assistance to those trying to use their data;
- b. community building, including working with civil society and business organisations to develop relationships among the different specialist services needed to build compelling applications using Open Data;
- c. promoting the sharing of documentation and developer toolkits for Open Data, including data management and visualisation tools;
- d. connecting to existing global and regional ecosystems and establishing local branches of relevant networks; and
- e. leveraging expertise and enthusiasm in the use of data within the public sector.

13.0 Promotion of Open Data within Government

13.1 The Ministry with responsibility for ICT will promote the use of Open Data within the Government and Public Authorities. This promotion will include:

- a. building awareness about Open Data and the national Open Data Portal;
- b. skills development; and
- c. communication and sharing of good practice.

14.0 Application of the Open Data Policy outside Government

14.1 The Government will encourage businesses, civil society organisations and donors to open their data. This will be particularly valuable where their data can be combined with Open

Government Data to create additional value. The Open Data Policy will be made available for others to use for their own Open Data initiatives.

TECHNICAL PRINCIPLES

15.0 Formats

15.1 Datasets published as part of the GoJ's Open Data Programme will conform to a minimum set of technical standards aimed at ensuring that the data is reusable. These technical standards include the following:

- a. data will normally be published in open format;
- b. data will be published using other open standards and following the recommendations of the World Wide Web Consortium (W3C);
- c. data will not be published as Portable Document Format (PDF) if the underlying data are available in open format; instead the Open Data format will itself be published. (The PDF form may also be published, if desired). However, historical data may be published as PDFs if the original machine readable files cannot be located;
- d. data downloads will be anonymous and will not require authentication;
- e. data will be published at the lowest level of disaggregation possible, and will usually be the same data as actually used within government (rather than an additional, specially produced dataset); and
- f. all data will be supplied with its associated metadata.

16.0 Data Structure and Management

16.1 Data Standardisation

Data will be published in a common data format to allow for sharing, aggregation, comparisons, statistical analysis and collaborative research between datasets from different sectors, and even other countries. Appropriate national standards will be developed for the

collection of future data, whereas existing data will be cleaned, mapped and transformed to conform to the developed data standards.

16.2 **Metadata**

Prior to publishing the data, Public Authorities shall adhere to the minimum standards outlined below:

- a. The Public Authority's name, dataset name, dataset description, and update frequency shall be provided.
- b. Each column name shall be listed and defined.
- c. Where applicable and reasonable, terms, acronyms, codes and units of measure shall be defined and explained.
- d. To the extent practical, a list of possible key terms or words shall be included.
- e. Both general metadata (for example about provenance and scope) and additional metadata, appropriate to that class of data, shall be included.

16.3 **Data Dictionaries**

- a. All datasets on the Open Data Portal must be accompanied by a plain language data dictionary, with the goal of making the data more understandable.
- b. Data dictionaries can be provided in an open file format of the Public Authority's choosing, but must include the above minimum standards.
- c. Public Authorities may choose to provide additional information deemed relevant, including but not limited to, method of collection, relationship with or between other datasets, system of record, field lengths, etc.

16.4 **Qualitative Data**

Qualitative data (non-numeric information) may be published on the Portal. This includes data such as interview transcripts, open-ended survey questions, focus groups data, diaries,

field notes, audio-visual recordings and images. The datasets will be provided in the appropriate formats for the types of data, adhering to the national data standards.

16.5 Treatment of Legacy Datasets

During the initial phases of the Open Data Programme:

- a. It may be decided, with the agreement of the Ministry with responsibility for ICT, that some individual datasets may, by exception, be published immediately without fully conforming to the necessary technical standards. This may be permitted where the early availability of the dataset in non-compliant form would nevertheless be valuable to data users, such as, technology developers. However, any deviation from the standards must be explained to, and agreed by, the ICT Authority and the Open Data Committee. Deviation from standards shall be the minimum necessary to release the data as soon as possible, and there shall be an agreed trajectory to conform with standards by a set date in the future.
- b. Public Authorities will have the responsibility to migrate existing datasets that are not in Open Data format to Open Data format under the guidance of the ICT Authority.

17.0 Data Anonymisation

- 17.1 Datasets to be released under the Open Data Programme must first be assessed to evaluate the risk to the privacy of individuals, and steps must be taken to ensure consistency and alignment with privacy legislation, policies and international best practices. This is to ensure that anonymised data cannot be used to identify individuals, whether independently or in combination with additional datasets¹⁰.

- 17.2 Minimum concepts to be considered are listed below¹¹:

¹⁰ International Open Data Charter – Principles. <https://opendatacharter.net/principles/>

¹¹ Guide to Basic Data Anonymisation Techniques, *International Association of Privacy Professionals*. https://iapp.org/media/pdf/resource_center/Guide_to_Anonymisation.pdf

- a. **Purpose of anonymisation and utility** – The technique of anonymisation will be specific to the purpose and the resulting usability of the data, since the information is inherently reduced in the dataset as the anonymisation increases.
- b. **Anonymisation technique** – The attributes of the anonymisation technique will determine its suitability for different situations. For instance, character masking will be suitable for obscuring some types of identifiers, whereas aggregation of data or pseudonymisation are more suited for some anonymisation tasks.
- c. **Inferred information** – It is possible that subsequent to data anonymisation, some information can still be inferred depending on the technique chosen. The process of anonymisation must therefore consider the techniques chosen based on the respective identifiers in the dataset.
- d. **Expertise on the subject matter** – Subsequent to data anonymisation, it is important that the resulting data be examined by a subject matter expert in the respective area. This process will help to identify how ‘identifiable’ the data is and determine a reasonable risk assessment of the possibility of re-identification of individuals.

18.0 Citation

18.1 Under the terms of the Open Government Licence, the GoJ will require an attribution statement to accompany any use of the data. Two standard attribution statements will be used:

- a. if the data have been used unchanged: “Uses Government of Jamaica data from [Source]”; where the source is data.gov.jm, if the data is taken from the Open Data Portal; or the name of the Authority’s website if data is received from that location.
- b. if the data have been adapted or changed: “Adapted from Government of Jamaica data from [Source]”; where the source is data.gov.jm, if the data is taken from the Open Data Portal; or the name of the Authority’s website, if data is received from that location.

19.0 Dataset Publishing

19.1 The Open Data Committee will work closely with the ICT Authority during the initial dataset publishing process to identify the best technical approach to automate delivery to the public.

The following mechanisms are supported:

- I. **Database Management System Access** - The ICT Authority shall provide necessary expertise to Public Authorities that require assistance to extract data from back-office systems. The credentials shall not permit access to tables, columns or other entities that contain information that is not included within the definition of public dataset because it is exempt from disclosure. If the Public Authority operates a data warehouse, it shall provide access to extract public datasets from the warehouse, rather than the source operational system.
- II. **File Transfers** - Public Authorities may choose to publish files to a location on their intranet that the ICT Authority staff or ICT Authority-managed automation tools can access. Specific details, such as location, formats, naming conventions and sizing, shall be discussed with the ICT Authority.

THE OPEN DATA PORTAL

20.0 A National Open Data Portal

20.1 The Government's Open Data Portal will provide data users with a "one stop shop" for all Open Government Data. The features of an Open Data Portal are shown in Figure 2 below. These are internationally accepted Open Data features to which the GoJ Open Data Portal will adhere.

Figure 2: *Features of an Open Data Portal*¹²



20.2 Accordingly, Public Authorities will not be required to develop their own Open Data portals. Instead, Public Authorities will focus on releasing their data and its metadata, to the Open Data Portal in open format and working with the users of their data.

20.3 Datasets, as well as their metadata, will be held in a data repository within the Open Data Portal, and the Portal will have the necessary functionality to support this. This will allow, through generic functionality, such datasets to be served both as downloads and through an API; and allow datasets to be browsed and visualised in a standard way.

¹² European Data Portal (2017, October 18). Practical Guide to Building Future Proof Open Data Portals. <https://www.europeandataportal.eu/fi/highlights/practical-guide-building-future-proof-open-data-portals>

- 20.4 In an exceptional case in which transaction volumes, data structure, technical barriers and/or resource limits prevent(s) hosting a public dataset on the Open Data Portal, Public Authorities will be required to make arrangements to host the relevant public dataset, provided that:
- I. the public dataset is accessible to the public through a single, unique, publicly accessible URL on the Portal and the URL is the location of the dataset, and not an intermediate web page;
 - II. the data is made available in open format;
 - III. it is clearly stated which datasets are Open Data;
 - IV. the dataset is encapsulated in a single archive file (and optionally compressed) if it consists of multiple related files;
 - V. similar functionality to the Open Data Portal to browse and analyse datasets which it hosts is provided; and
 - VI. all other requirements of the Open Data Policy, including licensing, are observed.
- 20.5 Public Authorities will be allowed to self-host datasets, on their own servers, in accordance with section 20.4 above, where they are able to demonstrate to the Ministry with responsibility for ICT that they have the necessary skills, experience and management processes to do so.

IMPLEMENTATION, MONITORING AND EVALUATION

IMPLEMENTATION: ROLES AND RESPONSIBILITIES

The Ministry with the responsibility for ICT will continue to develop and drive Open Data-related policies and legislative programmes (where applicable) to support the Open Data Policy and align these activities with the GoJ Open Data Programme. An Open Data Committee shall be established to coordinate and oversee the implementation of the strategies in collaboration with Public Authorities.

ROLES AND RESPONSIBILITIES IN IMPLEMENTATION

1.1 *The Ministry with responsibility for ICT*

The Ministry has the responsibility to:

- a. maintain and update the Open Data Policy ensuring that the Policy is reviewed every three years;
- b. develop a detailed National Implementation Plan for the Open Data Policy;
- c. develop, monitor, measure and report on achievement against the Implementation Plan of the Policy;
- d. provide advice to Public Authorities regarding all aspects of the Policy;
- e. provide advice to Public Authorities regarding privacy and data protection, confidentiality or other legal considerations as well as other risk factors;
- f. provide overall programme definition for the Open Data Programme;
- g. make any necessary revisions to the Open Government Licence; and
- h. liaise with other Ministries responsible for related policies, including intellectual property rights, defence, national security, international relations and freedom of information, to promote the Open Data Programme, inside and outside government, and nationally and internationally.

1.2 ***Public Authorities***

Public Authorities have the responsibility to:

- a. consider the objectives of this Policy in creating, modifying and making their data routinely available to the public;
- b. make data available and readily accessible as Open Government Data unless restricted by privacy, national security, defence, international relations and other confidentiality considerations; and
- c. designate one of its employees as an Open Data Officer. Each Officer will act as the coordinator of Open Data efforts for that Public Authority. The Officer's responsibilities include the following:
 - ✓ identify and enable the delivery of datasets to the Open Data Portal;
 - ✓ ensure PII within datasets are anonymised;
 - ✓ identify and ensure appropriate metadata are packaged with the datasets;
 - ✓ develop the Authority's compliance report;
 - ✓ liaise with the relevant officer(s) of the ICT Authority with the responsibility to support the Open Data Programme;
 - ✓ address requests from the public for the Authority's open datasets; and
 - ✓ perform public outreach and presentations with the aim of increasing strategic use of the Authority's datasets.

1.3 ***The ICT Authority***

The ICT Authority has the responsibility to:

- a. enforce the Open Data Policy in Public Authorities;
- b. ensure that Public Authorities' data proposed as Open Government Data are assessed for compliance with this Policy;
- c. designate one of its employees as an Open Data Officer;
- d. consider the objectives of this Policy when developing ICT systems or applications;
- e. ensure that no Public Authority's data are made publicly available as part of an Open

- Data initiative except as in accordance with this Policy;
- f. ensure that each Public Authority's website that contains Open Government Data clearly and expressly states what official records are Open Government Data; and that any Open Government Data is subject to the terms of the Open Government Licence;
 - g. issue procedures, standards and guidelines to support the Open Data Policy including, national data standards; guidelines on categories of Open Data that should be made publicly available and listed in the Open Data Catalogue; and standards for metadata associated with datasets in the Open Data Portal;
 - h. approve by exception, the publishing of datasets that do not fully conform to the necessary technical standards;
 - i. designate categories of data and information for cross-government routine release;
 - j. ensure the Open Data Portal and Open Data Catalogue are managed in accordance with the requirements set out in this Policy;
 - k. provide advice to Public Authorities regarding security matters and the application of ICT standards;
 - l. ensure the Open Data Portal displays the Open Government Licence and recommend changes to the Open Government Licence, as required;
 - m. approve for publication to the Open Data Portal, services or products created using Open Data;
 - n. support the use of Open Data and the wider Open Data Ecosystem, including the sponsoring of events, developer days, competitions, business incubation and fostering close collaboration between Government and the users of its data;
 - o. collaborate with the Open Data Committee on data release decisions and preparations, including privacy and security assessments, anonymisation and other necessary work;
 - p. maintain the Open Government Data Release Schedule;
 - q. work with Public Authorities to satisfy requests for data (even if all the requested data cannot be released);
 - r. manage and support the training of new Open Government Data publishers;

- s. provide overall management for the Open Data Programme; and
- t. resolve issues and make decisions related to the Open Data Portal based on portal metrics and evaluation.

1.4 ***The Open Data Committee***

The Open Data Committee has the responsibility to:

- a. ensure the adoption of Open Data publishing standards for the GoJ;
- b. monitor the Open Data Portal for functionality;
- c. respond, in a timely manner, to all requests from Public Authorities for data exemptions;
- d. participate in Government Open Data fora;
- e. assist with implementing the Implementation Plan;
- f. periodically conduct Open Data maturity assessments;
- g. establish and provide oversight for the Open Government Data Release Schedule;
- h. assess categories of information designated for routine release for privacy, national security, defence, international relations, confidentiality or other legal considerations as well as other risk factors; and
- i. examine decisions by Public Authorities not to release key datasets and document any decisions not to release data.

KEY IMPLEMENTATION ACTIONS

The GoJ Open Data Programme will be implemented over three (3) years. The implementation actions (below) details the activities for the first three years of the Programme.

Table 2: *Key Implementation Actions 2021-2023*

| ACTIONS | TIMEFRAME | | | KEY PLAYERS |
|--|-----------|-----|-----|--|
| | '21 | '22 | '23 | |
| PROMULGATION | | | | |
| Widespread dissemination and adoption of the Policy, particularly among stakeholders is central to its successful implementation | | | | |
| Implement a Communication Strategy to increase public awareness of Open Government Data and its potential value to citizens. | | ● | | ICT Authority, MSET, Open Data Committee, MOEYI, NLJ |
| Develop the leadership, management, oversight, performance incentives and internal communication policies necessary to enable transition to a culture of openness in all Public Authorities. | ● | | | ICT Authority, MSET, Public Authorities |
| Promote the use of the Open Data Portal to Public Authorities, citizens, private sector and civil society. | ● | | | ICT Authority, MSET, NLJ |
| Engage proactively with citizens, civil society and the private sector to determine and satisfy data needs. | ● | | | ICT Authority, MSET, Private Sector Umbrella Organisations, Public Authorities |

| ACTIONS | TIMEFRAME | | | KEY PLAYERS |
|--|-----------|-----|-----|--|
| | '21 | '22 | '23 | |
| Encourage the use of Open Data to develop innovative, evidence-based policy solutions that benefit and empower all members of society. | ● | | | ICT Authority, MSET |
| Engage with international standards bodies and other standard-setting initiatives to encourage harmonisation with existing international standards, and support the creation of common, global data standards where they do not already exist. | | ● | | ICT Authority, MSET |
| Encourage citizens, civil society, private sector organizations and multilateral institutions to open up data created and collected by them in order to move towards a richer Open Data ecosystem with multiple sources of Open Data. | | ● | | ICT Authority, MSET, Private Sector Umbrella Organisations, Public Authorities, Academia |
| LEGISLATIVE | | | | |
| All Acts and Regulations and policies governing Open Data. | | | | |
| Review and update, where necessary, any policy and/or legislation related to Open Data including data protection, ATI and data sharing. | | ● | | ICT Authority, MSET, MOJ, MOEYI, Cabinet Office, Parliament |
| Observe domestic laws and internationally recognised standards, in particular those pertaining to national security, privacy, confidentiality and intellectual property rights. | | ● | | ICT Authority, MSET, MOJ, MNS, MIIC, Public Authorities |

| ACTIONS | TIMEFRAME | | | KEY PLAYERS |
|---|-----------|-----|-----|--|
| | '21 | '22 | '23 | |
| INSTITUTIONAL | | | | |
| Business and operational arrangements to ensure successful policy implementation and coordination. | | | | |
| Ensure that information published as a result of transparency or anticorruption laws is released as Open Government Data. | | ● | | ICT Authority, MSET, Public Authorities |
| Ensure the maintenance of the Open Data Portal. | ● | | | ICT Authority, Open Data Committee |
| Establish and maintain, after consultation, an Open Government Data Release Schedule that will help to drive the timely release of data. | | ● | | Open Data Committee, All Public Authorities, ICT Authority |
| Develop metadata to serve as the identifier for establishing the legitimacy of the data. | | ● | | ICT Authority, Open Data Committee, Public Authorities |
| Develop systems, and implement training programmes for Public Authorities, to ensure quality data management. | | ● | | ICT Authority, MSET, Public Authorities |
| Develop mechanisms to guide Public Authorities in the data anonymisation process prior to publication by ensuring that personally identifiable data is removed. | | ● | | ICT Authority, MSET, Public Authorities |
| Partner with educational institutions to develop and implement Open Data-related skills development programmes for citizens. | | | ● | ICT Authority, MSET, Open Data Committee, MOEYI, Academia |

| ACTIONS | TIMEFRAME | | | KEY PLAYERS |
|--|-----------|-----|-----|--|
| | '21 | '22 | '23 | |
| Build capacity, and share technical expertise and experience, by engaging with other governments and international organisations around the world. | | ● | | All Public Authorities, MSET, ICT Authority |
| Implement information lifecycle management practices to ensure that historical copies of datasets are preserved, archived and kept accessible as long as they retain value. | ● | | | All Public Authorities, ICT Authority, JARD, MOEYI |
| MAPPING Situational analysis of the national Open Data Ecosystem. | | | | |
| Map local standards and identifiers to emerging globally agreed standards and share the results publicly. | ● | | | ICT Authority, MSET |
| PLANNING The development of the GoJ Open Data Programme and support for Policy implementation by all stakeholders. | | | | |
| Create or explore potential partnerships between government and civil society, private sector organisations and multilateral institutions to support the release of Open Data and maximise the impact of data through its effective use. | ● | | | ICT Authority, MSET, Private Sector Umbrella Organizations, Public Authorities |
| Create or support programmes and initiatives that foster the development or co-creation of datasets, visualisations, applications and other tools based on Open Data. | ● | | | ICT Authority, MSET |

| ACTIONS | TIMEFRAME | | | KEY PLAYERS |
|--|-----------|-----|-----|---|
| | '21 | '22 | '23 | |
| Engage with educational institutions to support increased Open Data research and incorporate data literacy into educational curricula. | ● | | | ICT Authority, MSET, MOEYI, Private Sector Umbrella Organisations, Public Authorities, Academia |
| Develop a detailed National Implementation Plan for the Open Data Policy. | ● | | | MSET |
| MONITORING AND EVALUATION Key performance indicators and targets to monitor the successful implementation of the Policy, the returns of the investments in Open Data and the performance of national bodies in the implementation. | | | | |
| Establish a mechanism to allow users to provide feedback and to ensure continued revision of data quality, as necessary. | | ● | | ICT Authority, MSET, Public Authorities |
| Conduct or support research on the social and economic impacts of Open Data. | | ● | | ICT Authority, MSET, MOEYI, PIOJ |
| Establish a mechanism to monitor the usage of the Open Data Portal by assessing, <i>inter alia</i> , number of datasets, number of visitors, number of downloads of datasets, number of Public Authorities contributing data to the portal, and number of comments and other community activities. | ● | | | ICT Authority, MSET, Open Data Committee |

FINANCING

The successful implementation of the Policy and the GoJ's Open Data Programme will require government data providers to finance their Open Data activities from the Government's budgetary allocation to the various Public Authorities. It is to be noted however, that Public Authorities will not be required to invest in additional technology/infrastructure for the facilitation of the implementation of the Open Data Programme.

The ICT Authority will require specific budgetary allocation to undertake its responsibilities for the implementation and management of the Open Data Programme including the maintenance of the Open Data Portal. Additionally, consideration will be given to seeking bi-lateral and multi-lateral donor financing for the implementation of the Open Data Programme.

MONITORING AND EVALUATION FRAMEWORK

The Ministry with responsibility for ICT will be accountable for monitoring and evaluating the implementation of this Policy to ensure that the goals of the Policy are achieved. This will, in turn, contribute to the achievement of the related goals as set out in the Vision 2030 Jamaica - National Development Plan.

The Ministry with responsibility for ICT will implement oversight and review processes to report regularly to the public on the progress and impact of Open Government Data initiatives. A continuous programme for monitoring and evaluation, conducted by relevant stakeholders from public and private sectors, will be implemented.

The Ministry with responsibility for ICT will also periodically consult with relevant stakeholders to receive feedback regarding the relevance, usefulness and effectiveness of the Policy and make updates and revisions as necessary.

MEASUREMENT/INDICATORS

The Ministry with responsibility for ICT will develop a measurement and reporting framework for the Open Data Programme, based on existing metrics such as the Open Data Barometer, the Open Data Census, the Organisation for Economic Cooperation and Development (OECD) proposed metrics, and others.

Initially, usage of the Open Data Portal will include, but not be limited to, the following measurements:

- a. number of new and returning visitors
- b. number of datasets

- c. number of downloads and unique views of datasets
- d. number of Public Authorities contributing data to the portal
- e. number of comments and other community activities
- f. traffic sources
- g. visitor bounce rate
- h. average time on site
- i. conversion rate
- j. top pages

CONCLUSION

The promulgation of the Open Data Policy will provide the basis for the vast amounts of data created, collected and managed by the GoJ to:

- be made available to fuel the “*data economy*”; and
- provide a baseline from which individuals, businesses and organisations can create tools and applications in response to many of the nation’s challenges.

Successful implementation of the Policy’s goals and strategies will aid in realising the vision of promoting the routine release of Open Government Data, while taking account of privacy, national security, international relations and other confidentiality considerations. The Open Data Policy will enable data producers within Public Authorities to concentrate on improving data quality and accessibility rather than only responding to requests for data. The release of data about vital public services in a proactive manner can improve public perception about the transparency of government and provide the raw material for public participation and further dialogue. Furthermore, the already established Open Data Portal serves as home to Open Government Data and provides a “one stop shop” for potential investors and innovators.

If the Open Data Policy and corresponding Open Data Programme are fully embraced, Jamaica’s data landscape will be characterised by an informed citizenry, improved government efficiency and business innovations of economic and social value.

APPENDICES

APPENDIX I: GLOSSARY OF TERMS AND DEFINITIONS

The following definitions are provided for key terms and acronyms used in this document:

- **Aggregate Data** refers to data combined from several measurements. When data is aggregated, groups of observations are replaced with summary statistics based on those observations.
- **ATI Act** means the Access to Information Act, 2002.
- **ATI Request** means an access request made under the ATI Act for official documents held by the Government.
- **Copyright** is the exclusive and assignable right to, among others, use or reproduce a work or any substantial part of a work.
- **Core Reference Datasets** refers to the most important datasets held by each Public Authority which among others identifies and describes the Authority's responsibilities and forms the foundation for the development of a range of other datasets.
- **Creative Commons Attribution** refers to the licence that allows individuals to distribute, modify, adapt, and build upon the work of others, even commercially, as long as they give credit for the original creation.
- **Data** are facts, figures and statistics objectively measured according to a standard or scale such as frequency or volumes or occurrences.
- **Dataset** is a collection of related sets of information, composed of separate elements, which can be manipulated by utilising different tools and techniques.
- **Data Economy** refers to a global digital ecosystem in which data is gathered, organised and exchanged among a network of stakeholders who aim to derive value from accumulated information.
- **Government Data** means data owned by the GoJ.
- **ICT Authority** means the Information and Communications Technology Authority established under section 4 of the ICT Authority Act and which will assume the functions of eGov Jamaica Limited and the Office of the Chief Information Officer.
- **Machine Readable** means data are structured so that they can be manipulated and allow automated intake and processing through computer application.

- **Metadata** means a set of data that describe and gives information about other data (e.g. time of collection, update frequency, geographic coverage, author, year of publication, number of pages, etc.)
- **Minister** means the Minister with responsibility for ICT.
- **Non-proprietary** means not registered or protected as a trademark or brand name, which makes such products publicly accessible for use by all-
- **Official Records** means all papers, documents, records, registers, printed material, maps, plans, drawings, photographs, microfilms, cinematograph films and sound recordings of any kind whatever, officially received or produced by any public organization for the conduct of its affairs or by any officer or employee of a public organization in the course of his official duties. (Adopted from the *Archives Act, 1982*)
- **Open Data** is data, in digital form, that are made available with the technical and legal characteristics necessary for the data to be freely used, reused and redistributed by anyone, anytime and anywhere.
- **Open Data Catalogue** means a listing of Data references, available through the www.data.gov.jm website, in a standard format.
- **Open Data Committee** means the Committee established by the Minister with responsibility for ICT, and which shall include at least one representative from the private sector and academia; and an attorney at law who is knowledgeable and experienced in data protection.
- **Open Data Ecosystem** is an active Open Data network, facilitating interaction and communication between all persons interested and/or involved in Open Data and the re-use of information and data.
- **Open Data Portal** is the GoJ Internet site, www.data.gov.jm, where the Open Data Catalogue, associated applications and other related information reside.
- **Open Government Data Release Schedule** refers to the established routine for the release of data to be adhered to by the MDAs to ensure public access to up-to-date data.
- **Open Government Data** refers to the access, use, reuse, adaptation and distribution of data held by Public Authorities in machine readable non-proprietary formats to the public.

- **Open Government Licence** means the Open Government Licence for the GoJ.
- **Personally Identifiable Information (PII)** is any information or data that can be used to discover, distinguish or trace an individual's identity and specific details about the individual, for example, tax payer registration number and mother's maiden name, and any other information that is linked or linkable to an individual example medical, financial, employment information.
- **Public Authorities** means
 - a) a Ministry, Department, Executive Agency or other agency of Government;
 - b) a statutory body or authority, being a body corporate established by an Act of Parliament and over which the Government or an agency of the Government exercises control;
 - c) a Local Authority, within the meaning of the Local Governance Act;
 - d) any company registered under the Companies Act, being a company in which the Government or an agency of the Government is in a position to direct the policy of that company;
 - e) a Commission of Parliament; or
 - f) any other body or organization which provides services of a public nature which are essential to the welfare of Jamaican society, or such aspects of their operations, as may be specified by the Minister by order published in the Gazette.
- **Routine Release** means the public release of government data or information that is not in response to ATI Requests.
- **Safe Release Manner** means that the data have been appropriately anonymised and does not include any exempted data.

APPENDIX II: EXAMPLES OF CORE REFERENCE DATASETS

| SECTOR | TYPE OF DATA |
|-------------------------------------|---|
| Crime and Justice | Crime statistics, safety, court statistics |
| Education | List of schools, performance of schools, curriculum, test scores |
| Energy and Environment | Pollution levels, energy consumption, air, water quality. |
| Finance | Budget, public accounts, procurement awards |
| Government Accountability | Public appointments, public expenditures, salaries, workforce demographics, contact information. |
| Health | Prescription data, wait times, performance data, disease control |
| Land and natural resources | Agriculture, forestry, fishing and hunting and mineral reserves |
| Social mobility and welfare | Housing, social assistance, health insurance and unemployment benefits |
| Telecommunications | Customer subscription, telecommunications call minutes, average revenue of the operators per subscriber, total revenue of the operators per service |
| Transport and Infrastructure | Public transport timetables, highways and roads data, collisions, key infrastructure. |

Adapted from G8 Open Data Charter

APPENDIX III: LIST OF TABLES

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FIGURE 2: Features of an Open Data Portal