



MINISTRY OF FINANCE AND THE PUBLIC SERVICE

TERMS OF REFERENCE INDIVIDUAL CONSULTANT TO UNDERTAKE MARKET RESEARCH AND DATA MAPPING TO SUPPORT THE UPGRADING OF THE OPEN DATA PORTAL AND SYSTEM FOR JAMAICA

**STRATEGIC PUBLIC-SECTOR TRANSFORMATION PROJECT
GOJ FUNDED PROJECT**

1.0. BACKGROUND:

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 anywhere¹. At the heart of open government is the integration of transparency, accountability and inclusiveness in the relationship between government and citizens. Citizens are increasingly demanding and expecting more direct dialogue with the Government about their communities and future. 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. Review of the positive impact made by Open Data across various countries has revealed that Open Data is driving greater transparency, accountability and participation, enhances social impact by making the policy process more inclusive, and has positive economic impacts.²

The Open Government Partnership (OGP) is a voluntary, international forum of countries working to be more open, accountable and responsive to citizens. Participation in the OGP requires countries to endorse a high-level Open Government Declaration, deliver a National Action Plan (NAP) developed with public consultation with civil society with commitments which advance the OGP values, and commit to independent reporting on its implementation, including through the Independent Reporting Mechanism (IRM).

In December 2016, the Government of Jamaica (GOJ) became a member of the Open Government Partnership (OGP), through submission of a Letter of Intent signed by Prime Minister, Most Honourable Andrew Holness, who has endorsed the high-level Open Government Declaration. GOJ's engagement with the OGP is led by the Ministry of Finance and the Public Service (MOFPS). The GOJ has joined the OGP and committed to the OGP process, as the objectives of the OGP coincided with the Government's anti-corruption policy and strategies towards achieving greater transparency, accountability, public sector efficiency and the overall strengthening of governance. The Government of Jamaica (GOJ) has taken deliberate steps to increase the availability and use of Open Data to advance social and economic development. In 2016, an Open Data Portal was established with the support of the World Bank, to enable the easy publication and consumption of country and regional datasets as part of the Caribbean Open Data Initiative. In 2021, the GOJ approved the Open Data Policy with the goals to establish an informed citizenry, by enabling

¹ Open Data Charter (2015). International Open Data Charter. Retrieved from <https://opendatacharter.net/wpcontent/uploads/2015/10/>

² The Government of Jamaica Open Data Policy (2021), p. 12.

participation in the Government's decision making and service delivery processes; improve access and accelerate the use of government data to increase the efficiency of the Government's operations and processes; and increase the social and economic value of government data through business opportunities that produce products and services of value.

1.2. INTRODUCTION

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. Jamaica has had a significant history that aligns with the principles and core values of the OGP viz:

- Access to Information
- Civic Participation
- Public Accountability
- Technology and Innovation for Transparency and Accountability

Jamaica's history of implementing initiatives towards enhancing open governance, including the following:

- Passage of the Access to Information Act in 2002 and establishment of the Access to Information Unit; Passage of the Public Bodies Management and Accountability Act (2001) and the Corruption Prevention Act (2002);
- Establishment of the GoJ's fiscal responsibility framework through amendments to the Financial Administration and Audit Act and the Public Bodies Management and Accountability Act (2010);
- Passage of the Integrity Commission Act (2017);
- Publication of the annual Citizens Guide to the central government's budget commencing with the FY 2019/2020.
- Launch of the InvestmentMap Jamaica (Nov. 2020) which tracks Jamaica's public investment projects and makes available to citizens in a user-friendly format;
- OGP and commitment to a National Action Plan (NAP) 2021-2023;
- Passage of BOJ (amendment) Act 2020 which modernises Jamaica's central bank through clarification of its mandate and enhancement of its governance structure, and which came into effect in April 2021;
- Passage of legislation in Parliament to establish a Fiscal Commission (February 2021); and
- GoJ's Open Data Policy in July 2021.

In December 2021, Cabinet approved seven (7) OGP commitments for inclusion in Jamaica's first NAP completed in keeping with the values and processes embraced by the OGP. The 7 commitments included in the GoJ's NAP are summarized in the following table:

Commitment	Lead Implementing Agency
1. Complete National Anti-Corruption Strategy	Integrity Commission
2. Upgrade and Strengthen the Open Data System in Jamaica	Ministry of Science, Energy and Technology (MSET)
3. Amend the Access to Information (ATI) Act and Strengthen the ATI System in Jamaica	Office of the Prime Minister (OPM)
4. Increase Access to Information on and Public Awareness of the Justice System and Human Rights	Ministry of Justice (MOJ)
5. Complete Environmental Impact Assessment (EIA) Regulations	Ministry of Economic Growth and Job Creation (MEGJC)
6. Update and Implement the Climate Change Policy Framework	Ministry of Economic Growth and Job Creation (MEGJC)
7. Strengthen Youth Participation and access to services	Ministry of Education & Youth (MOEY)

In June of 2022 Cabinet approved revisions to the OGP which encapsulated:

- i. In response to stakeholder feedback received, a new milestone activity was added to each of the OGP commitments to Upgrade and Strengthen the Open Data System in Jamaica and to Update and Implement the Climate Change Policy Framework;
- ii. Based on feedback received from lead implementing agencies, revisions were made to the timelines for some of the milestone activities for the OGP commitments to: Upgrade and Strengthen the Open Data System in Jamaica; Amend the Access to Information (ATI) Act and Strengthen the ATI System in Jamaica; Increase Access to Information on and Public Awareness of the Justice System and Human Rights; and Strengthen Youth Participation and Access to Services;
- iii. Changes were made to reflect the Cabinet reshuffle and reassignment of portfolios and subjects announced by the Government on January 10, 2022;
- iv. Messages have been included from the Minister of Finance and the Public Service, from the Government Co-Chair of the MSF and from the Civil Society membership of the MSF;
- v. Sections were inserted for Acronyms and Abbreviations and Executive Summary;
- vi. Minor edits were made for grammar, presentation and reformatting

The Open Data Portal which was launched in 2016, has been deemed to be in need of upgrade. Of significance, the revision gave priority inter alia, to the ***upgrade and strengthening of Jamaica's Open Data System (ODS)***. The MOF&PS and OGP partners have identified 4 priority areas for action in respect of upgrade of the ODS which include:

- i. Conduct comprehensive demand survey of Open Data users across the public sector, private sector and civil society;

- ii. Conduct mapping of relevant Open Government Data sets across the public sector;
- iii. Upgrade the Open Data Portal, including application of technology to automate aspects of the Open Data System; and
- iv. Undertake technology transfer and training on the upgrading of the Open Data Portal.

The MOF&PS, as the lead entity for the OGP, through the Strategic Public Sector Transformation Project (SPSTP) intends to respond to the second listed commitment under the NAP which is to “*Upgrade and Strengthen the Open Data System in Jamaica*”. The SPSTP means to procure services under **two consultancies** to fulfill this commitment. Each **consultancy** will satisfy a specific objective(s) with respect to the upgrade of the ODS. Both will be procured concurrently and it is expected that there will be necessary and meaningful collaboration in delivery of the activities listed for each consultancy regardless of the entities awarded the contracts. **This is a necessary condition of the award of contract to the party(ies).**

The Strategic Public Sector Transformation Project (SPSTP): The Government of Jamaica (GOJ) embarked on an Economic Reform Programme in 2013 that has as its major objectives the reduction of public debt to a sustainable trajectory and the achievement of sustained growth. Since then measures undertaken by the GOJ, such as reform of the Public Financial Management (PFM) System, effecting fiscal rules to entrench fiscal discipline and instituting requirements to make public institutions more accountable, Jamaica’s debt to GDP ratio has moved from approximately 136% to 94% at the onset of COVID-19 in March 2020. However, due to the pandemic it had increased to 110 percent by March 2021.

The Strategic Public Sector Transformation Project (SPSTP) was formulated and developed in 2014 in support of the Public Financial Management (PFM) action Plan in response to an unsatisfactory assessment of Jamaica’s Public Financial Management System by the International Development Partners including the IMF.

Key achievements since the SPSTP commencement in 2014 include (1) the strengthening of the PIMS which was established via amendments to the FAA and PBMA Acts in 2014 and 2015. The PIMS has been operational since 2015 and stakeholders in the public sector now routinely submit project concepts and proposals that are reviewed and assessed. This is executed by the PIMS governance arrangements characterized by a committee structure which commences with the screening of the concepts and proposals through to development, review and selection, prioritization, approval and incorporation in the budget by way of the PSIP. (2) The strengthening of the Budget Preparation Process and Results Based Budgeting. One of the primary objectives of this component was to link GOJ policy priorities through a gradual transition from annual expenditure planning to a medium-term results-based expenditure framework. This was largely achieved with the publishing of the three-year budget estimates commencing in fiscal year 2018/2019. **Another major achievement under Component 2 of the project was the preparation**

and publishing of a National Action Plan for Open Government completed through co-creation with civil society and in association with the Open Government Partnership (OGP). (3) Interventions to transform the Ministry of Finance and the Public Service into a Centre of Excellence. (4) Senior Leadership Development Training of approximately 45 public sector workers from which the next cadre of public servants transitioning to leadership positions such as permanent secretaries and CEOs of Public Bodies can be drawn. (5) Audit of 33 financial statements from (Kingston & St. Andrew Municipal Corporation, Parochial Revenue Fund, Social Development Commission, Forestry Department, Jamaica 4-H Clubs; Passport Immigration and Citizenship Agency). (6) Rationalization of 44 Public Bodies. (7) The Bureau of Standards (BSJ) and other border agencies were supported to become service providers in accordance with international good practices. (7) The approval of the National Quality Policy (NQC) which supports the National Development Plan through the implementation of a National Quality System that ensures that goods and services produced in Jamaica are globally accepted. (8) Establishment of a new regulatory entity, the National Compliance and Regulatory Authority (NCRA) in order to remove regulatory functions from the Bureau of Standards Jamaica (BSJ).

The SPSTP was financed by loan funds of US\$35M from the World Bank along with GOJ counterpart funding. The Project Development Objective is to strengthen public resource management and support selected public sector institutions in facilitating a more enabling environment for private sector growth. As at the ending of December 2021, the loan disbursement support for the project from the World Bank ceased as was scheduled. However, GOJ has committed further resources towards the realization and completion of specific activities.

Project Components

- Component I: Strengthening the Public Investment Management System
- Component II: Strengthening the Budget Preparation Process and Results-Based Budgeting (RBB)
- Component III: Adaptive Public Sector Approaches to Promote Fiscal Sustainability
- Component V: Fostering Industrial Growth and Trade Facilitation
- Component VI: Project Management

This consultancy is in keeping with the continuing actions of the project to support, finalize and institutionalize the transformational undertakings spawned from the project's interventions; specifically, the work of this consultancy financed as part of Component 2 will aid in the implementation of the agreed National Action Plan for Open Government.

2.0. OBJECTIVES OF THIS CONSULTANCY:

The primary purpose of the proposed tenders is to upgrade the existing Open Data Portal, to be sustainable, current and relevant to users by way of making available the pertinent data sets sourced from government, including through the application of technology to automate uploading of data. The work is expected to be carried out in two (2) consultancies. The focus of the **two consultancies** is on the stated works resulting in the upgrading of the Open Data Portal.

2.1. The specific objective of this Consultancy is two-fold; to undertake works that ensure the Open Data Portal is reinvigorated as relevant, current and sustainable through actions designed to:

1. Identify the data demanded by the various categories of users to include such descriptors and profile relevant to an upgraded Open Data Portal; and
2. Carry out mapping of the main data sets maintained and shared by key government ministries, departments and agencies (MDAs) and public bodies (PBs), and the current technical characteristics and operational status of the datasets, including the requirements (capital and human) of the suppliers of data for the processes involved in supplying data in keeping with the commitment for upgrading the Open Data Portal.

3.0. SCOPE OF WORK:

The specific tasks of the Individual under this consultancy shall include:

I. Identifying data demanded by users of the Open Data Portal to include:

- i. Undertake desk research to examine open data used in studies by international development and watchdog agencies, private sector, civil society, researchers and citizens;
- ii. Prepare methodology to survey a representative sample of government data users in the public sector, private sector and civil society, including high-volume and high value-added data users; report on desk research and details on the methodology;
- iii. Conduct survey of representative sample of government data users to determine the most important types of government data that data users wish to access on an upgraded Open Data Portal, including selected focus group sessions;
- iv. Prepare preliminary findings of primary research/ survey;

- v. Prepare a report on the research and survey findings.

II. Conduct mapping of the relevant Open Government Data sets across the public sector including:

- vi. Undertake desk research to identify the main data sets that are produced and maintained by government ministries, departments and agencies (MDAs) and public bodies (PBs). The research shall include data sets currently held on the existing Open Data Portal, and shall be informed by reference to the Key Dataset Findings and Recommendations section of the Jamaica Open Data and Open Budget Readiness Assessment Report prepared by the World Bank Group (November 2015) (see pages 36-44);
- vii. Based on the desk research to identify the main government data sets, recommend list of government MDAs and PBs to be included in the data set mapping exercise. The recommended list should also be informed by the preliminary findings of the demand survey of data users;
- viii. Engage with key officials and staff in selected list of MDAs and PBs to identify the main existing government data sets produced and, maintained by each selected MDA and/or PB and characteristics including:
 - a. Name of data set;
 - b. Content of data set by subject matter and category;
 - c. Privacy level of the dataset;
 - d. Format and size;
 - e. Frequency of production and updating;
 - f. Scope of publication and sharing;
 - g. Platform on which data set is maintained;
 - h. Other metadata;
- ix. In the data set mapping exercise, determine:
 - a. The numbers and levels of staff in each selected MDA and/or PB involved in producing and maintaining the main existing government data sets;
 - b. The availability and capacity of staff to upload the data sets to the upgraded Open Data Portal on an ongoing basis;
 - c. Existing network of Access to Information (ATI) officers;
 - d. Any technical and human resource constraints to uploading the data sets on an ongoing basis; and
 - e. Commonly demanded/requested datasets by stakeholders;
- x. Identify any gaps in the data demanded by users and the data sets collected/supplied by the government entities/MDAs, and propose solutions for how gaps identified may be resolved;
- xi. Prepare report on the data set mapping exercise conducted.

4.0. METHODOLOGY:

The conduct of this assignment is expected to follow established quality standards for the selected research approach agreed with the client's Coordinator. The Consultant engaged under **this consultancy** is required to share all relevant information and collaborate with the entity contracted under **a separate consultancy, to upgrade the Open Data Portal** platform and undertake technology transfer and training to advance work aimed at upgrading of the Open Data Portal (ODP). The assignment requires a high degree of consultation in a manner that is sensitive to cost and time.

5.0. DELIVERABLES:

Key Deliverables	Proposed Timeline ³	Standard for delivery	Client's Turnaround Time
1. Work Plan	4 days	Work plan to include broad implementation strategy & methodology, to the related activities; projected beginning and end times for major activities and resources/support required for stakeholder access.	Within 2 weeks of submission of report
2. Report on desk review and Instrument(s) developed & sample selected to be used for the demand survey/ primary research activity	10 days	Desk review report and survey instruments & sample of entities to be presented in a concise format for acceptance of the Coordinator of the consultancy. Should include an executive summary. This should cover items (i) & (ii) of the Scope of Work (SOW).	Within 2 weeks of submission of report
3. Report and presentation to the Project Advisory Committee (PAC) on the findings/fieldwork of the demand survey	20 days	Report detailing approach, analysis of findings, issues encountered.	Within 2 weeks of submission of report
4. Collaborative meetings with the Consultant engaged under a separate consultancy to upgrade the Open Data Portal platform and undertake technology transfer and training as relevant for sharing of key information important to advance the work for the upgrade of the ODP.	At key stages under the assignment	Evidence (details to be agreed) of such meetings to be included with the progress reports presented to the Coordinator of the consultancy.	Within 2 weeks of submission of report
5. Report and presentation on the mapping exercise as detailed under section II of the scope of work (SOW).	21 days	Concise presentation with graphic representation as appropriate to explain the outputs of the mapping exercise as detailed at items vi-xi of the SOW.	Within 2 weeks of submission of report

³ A day is defined as 8 hours.

The consultant will make presentations on the deliverable produced as required on the direction of the Coordinator of the consultancy.

Deliverables will also be reviewed for technical soundness by a Project Advisory committee consisting of selected representatives of MOF&PS, MSET, eGov Jamaica Ltd and civil society representatives of the OGP Multi-Stakeholder Forum (MSF).

6.1. "Sign-off" Procedure

The consultant will report directly to, and be subject to the directions and instructions of the Coordinator of the Consultancy, **SPSTP**. Sign-off for payment will be done by the Coordinator of the Consultancy, **SPSTP**, in keeping with the defined and agreed performance standards for delivery.

6.2. Variations

Revisions to the TOR will be accommodated through mutual discussion and agreement with the Project Manager, **SPSTP**. All proposed changes to the deliverables must be discussed initially with the Coordinator of the consultancy. The Project Manager, **SPSTP**, as advised by the Procurement Manager, **SPSTP**, will issue formal notification concerning any request for variation.

7.0. CHARACTERISTICS OF THE CONSULTANCY

- **Level of effort:** Full time level of effort (FTE) for [55 days]
- **Duration of contract:** The Consultancy is expected to be [55] days over [6] months
- **Location:** Jamaica; consultant is responsible for his/her own office accommodation.
- **Type of Consultancy:** Individual Consultant
- **Type of contract:** Lump sum

8.0. CONDITIONS

The consultant is expected to provide his/her own tools & resources to undertake this assignment; where necessary the client will provide a venue for meetings. Office space will be the responsibility of the consultant during the conduct of the assignment. All materials and documents accessed during the conduct of this consultancy remain the property of the MOF&PS and is not authorized for use by the consultant for any other purpose than for the effective conduct of the assignment, unless expressly authorized in writing by the client. Travel as required under this assignment is authorized and should therefore be included as an expense in the consultant's financial proposal.

9.0. QUALIFICATION & EXPERIENCE:

The Consultant is required to have the following minimum qualification:

- First degree in Statistics, Marketing, Social Sciences or other relevant disciplines.

Desired experience, skills & competencies:

- At least 3-5 years of experience in work involved in surveys of a technical nature;
- Knowledge of the principles of research methods;
- Knowledge and or experience working in or with the public sector on similar assignment would be an asset;
- Knowledge of local Open Data community and ecosystem, including policies, political economies and context, etc. in Jamaica and the Caribbean would be desirable.
- Excellent listening & communication skills (written and oral), strong teamwork skills;
- Problem solving and root cause identification skills;
- Ability to clearly articulate the purpose and issues under this assignment to a variety of audiences.