GEORGIA'S PERFORMANCE IN THE OPEN DATA MATURITY 2020 REPORT

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Key Findings

- Out of 35 countries assessed by the Open Data Maturity Report, Georgia ranks second to last.

- Ukraine ranked first among the EaP countries surveyed by the report and scored higher than the EU average.

- Georgia ranks lowest among EaP countires in 3 out of 4 dimensions of the report. The only exception is the Open Data Portal dimension, where Georgia ranks above only Azerbaijan.

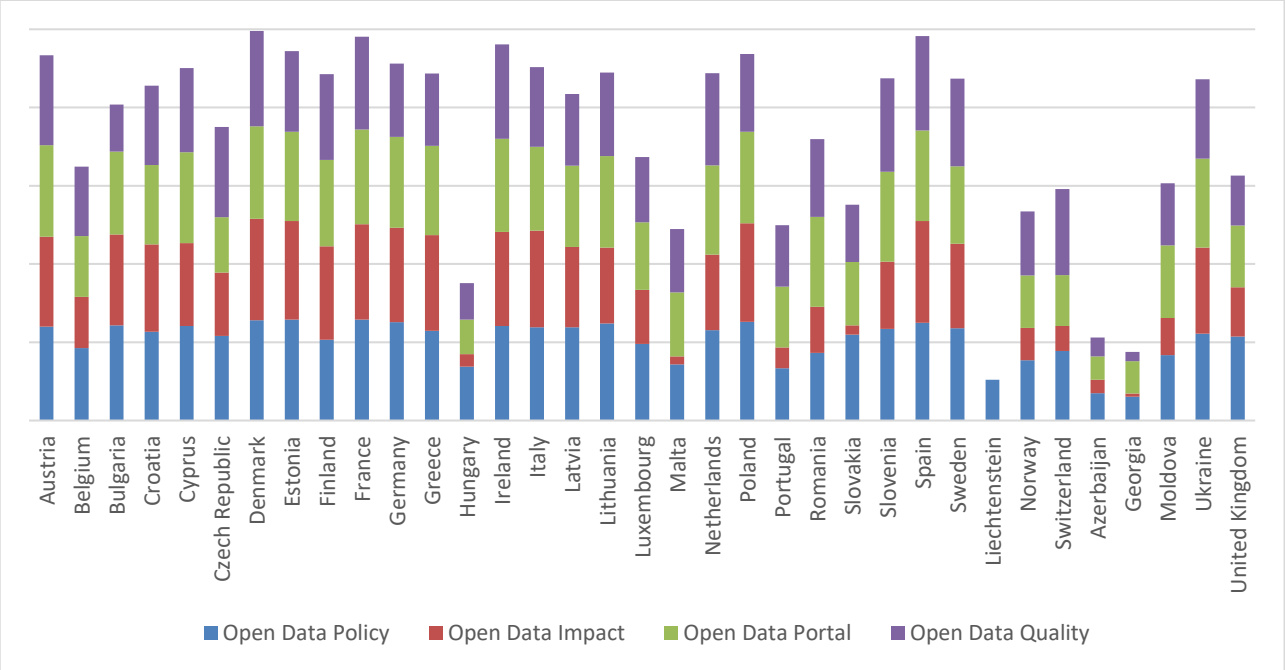
- Georgia scored very low in the “Open Data Impact” dimension, since impact is not currently measured by any of the assessed metrics (social, economic, political, environmental).

- Georgia scored relatively high in the “Open Data Portal” dimension in comparison to other dimensions. Even in this regard, however, Georgia ranks very low among the assessed countries, only surpassing Azerbaijan and Liechtenstein.

Introduction

The Open Data Maturity Report is an annual survey of European data portals. The latest report, published in 2020, is the sixth edition in a series launched in 2015 and assesses the level of open data maturity in the Member States of the European Union (EU27) and the European Free Trade Association (EFTA). In 2020, several countries in the Eastern Partnership region (Azerbaijan, Moldova, Ukraine and Georgia) were included in this assessment for the first time. The report measures open data maturity in four main dimensions: policy, impact, portal, and quality.

This year, Denmark scored highest results, ranking near the top in all four dimensions. Leading European countries also included Spain, France, Ireland, Estonia, Poland and Austria.



Measuring Open Data Maturity

The data was collected through a questionnaire sent to national open data representatives. The questionnaire was structured along the four open data dimensions, as outlined below, and included 16 detailed metrics for each dimension aimed at assessing the level of maturity.

<u>Open Data Maturity Dimensions:</u>

- **Open Data Policy:** focuses on the presence of specific policies and strategies to foster open data at the national level. The dimension also analyses the existence of governance

structures that allow the participation of private and third sector actors, as well as implementation measures that enable open data initiatives at national, regional, and local levels.

- **Open Data Portal:** focuses on assessing portal functions and features. Additionally, the dimension assesses the extent to which portal managers use web analytics tools to better understand their users' needs and behaviour and update the portals' features in line with the insights gained from these analyses. The dimension examines open data coverage across different domains, as well as the approach and measures that are in used to ensure the portal's sustainability.

- **Open Data Impact**: looks at the activities performed to monitor and measure open re-use and the impact derived by such re-use. Beyond this first layer of "strategic awareness", the impact dimension focusses on four areas of sectoral impact: political, social, environmental, and economic. Within these areas, the questionnaire examines the extent to which monitoring is in place to document the re-use of open data published in these fields, the extent to which applications, products, and services have been developed to address challenges in these fields, as well as the extent to which civil society initiatives exist that are based on such open data and supported by government institutions.

- **Open Data Quality**: focuses on the measures aimed at ensuring the systematic harvesting of metadata from sources across the country adopted by portal managers, as well as the currency of the available metadata and, where possible, the actual data, the monitoring of the compliance with the DCAT-AP metadata standard, as well as the quality of deployment of the published data.

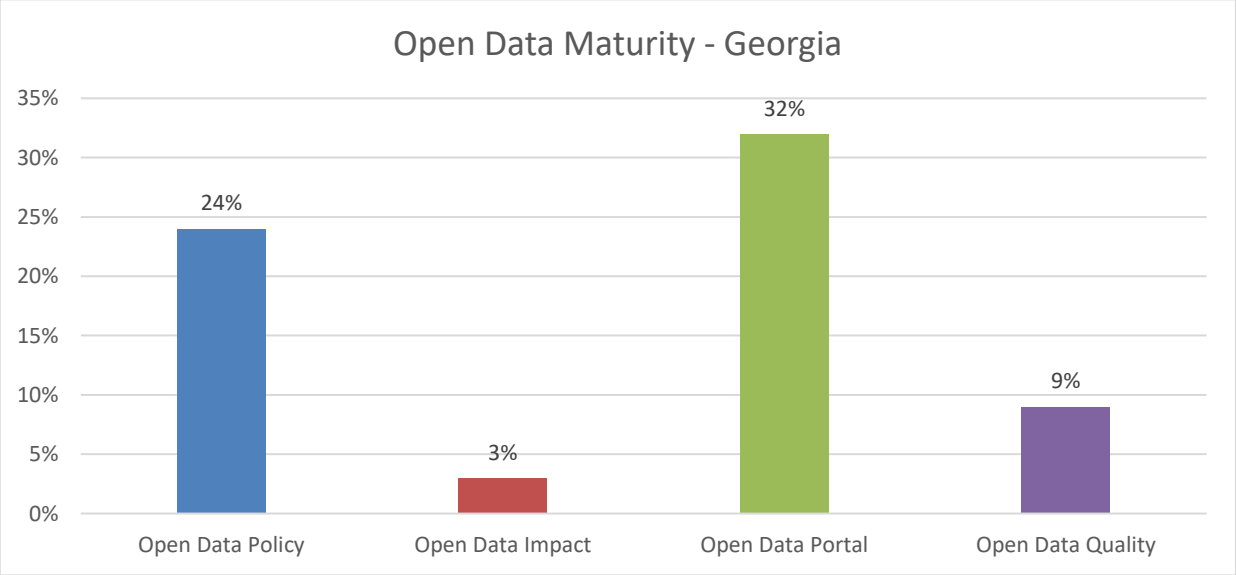
Open Data Maturity dimensions and dimension-specific metrics:

Dimension	Metric
1. Open Data Policy	1.1. Policy Framework
	1.2. Governance of Open Data
	1.3. Open Data Implementation
2. Open Data Impact	2.1. Strategic Awareness
	2.2. Political Impact
	2.3. Social Impact
	2.4. Environmental Impact

	2.5. Economic Impact
3. Open Data Portal	3.1. Portal Features
	3.2. Portal Usage
	3.3. Data Provision
	3.4. Portal Sustainability
4. Open Data Quality	4.1. Currency
	4.2. Monitoring and Measures
	4.3. DCAT-AP Compliance
	4.4. Deployment Quality and Linked Data

Open Data Maturity in Georgia

According to the report, Georgia has shown relatively decent results in the dimensions of open data policy and open data portal, especially in the metrics of governance of open data and portal features. It should also be noted, however, that the country received only a 3% assessment in terms of open data impact and 9% in the open data quality dimension.

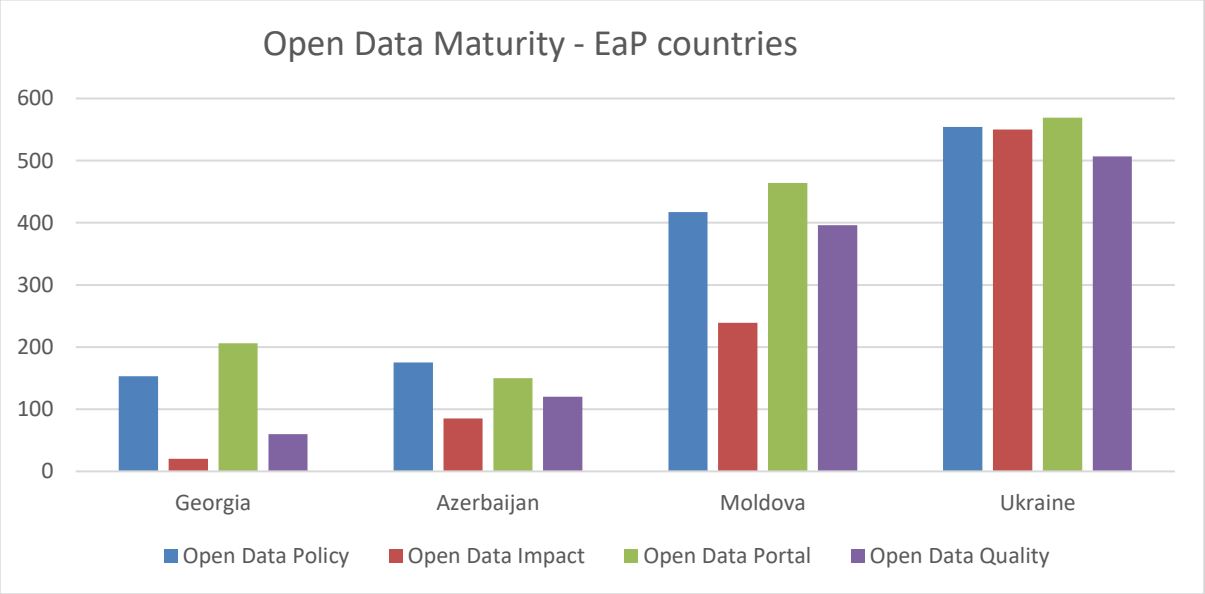


In terms of the overall scores for 2020, Georgia ranks second to last among the 35 assessed countries. It is second only to Liechtenstein, which does not have an open data portal and was

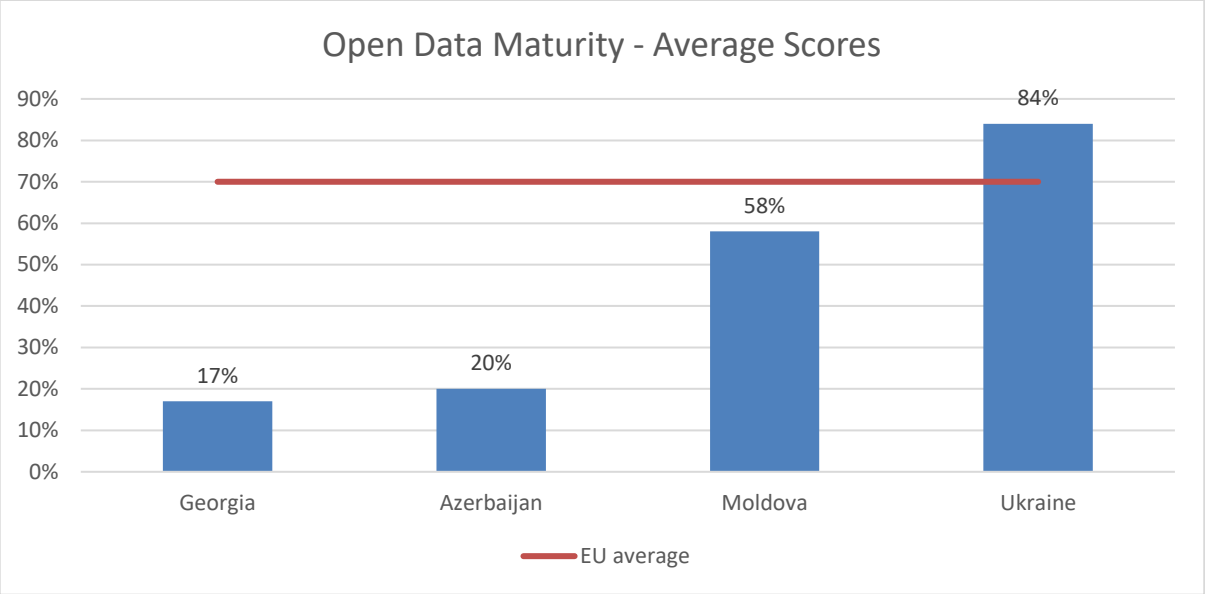
therefore attributed zero points in the dimensions of open data Impact, open data portal, and open data quality.

Open Data Maturity in EaP Countries

The Eastern Partnership countries scored relatively high in the open data policy and open data portal dimensions. The scores in terms of open data impact and open data quality, however, are comparably lower. Since this was the first time the Eastern Partnership countries were included in the Open Data Maturity Report, it is difficult to compare their indicators and notice a development trend, although Ukraine's results are still outstanding and noteworthy.

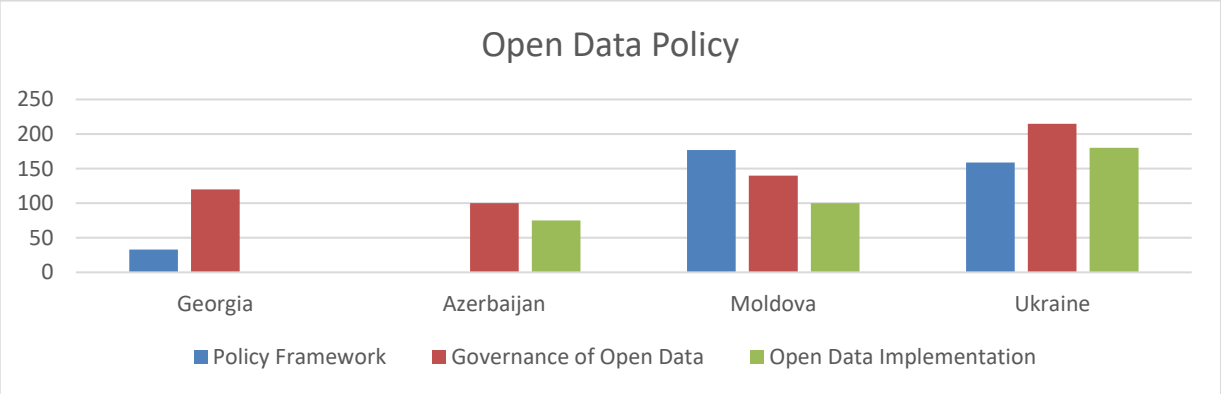


Ukraine is the only country within the Eastern Partnership whose overall results are higher than the EU average, while Moldova lags slightly behind it. The results of Azerbaijan and Georgia at this stage are the lowest throughout Europe. Georgia ranks lowest among EaP countires in 3 out of 4 dimensions of the report. The only exception is the Open Data Portal dimension, for which Georgia ranks above only Azerbaijan.



1. Open Data Policy

Ukraine scored 85% in the first dimension, similar to the EU average. As for Azerbaijan and Georgia, they scored 27% and 24%, respectively.



1.1 Policy Framework

The parliament of Moldova implemented a law on the re-use of public sector information, creating the necessary framework for the application of the Open Data Directive[1]. It aims to facilitate the re-use of documents held by public authorities and institutions, which can be used for commercial or noncommercial purposes. In addition, the Moldavian government issued an

[1] European legislation on open data and the re-use of public sector information

updated open data strategy as part of the Open Government Partnership (OGP) initiative that, among other commitments, also covers open data initiatives[2].

In 2015, Ukraine integrated their open data policy into the "Law and Decrees by the Cabinet of Ministers"[3]. The law creates an obligation for public authorities to provide on request public information in the form of open data and to publish regular updates of the data on the national open data portal. In 2018, Ukraine adopted the "Open Data Strategy 2018-2020".[4] The strategy is based on the principles of the International Open Data Charter.[5]

According to the survey, Georgia and Moldova identified and prioritized high-value datasets and data domains, and both countries have measures in place to assist stakeholders' involvement in this prioritization process.

The lowest scores in this metric were attributed to Azerbaijan and Georgia, mainly due to the absence of an open data policy as well as any kind of open data strategy document.

1.2 Governance of Open Data

Azerbaijan, Georgia, and Ukraine have a governance structure in place that enables participation by open data stakeholders. Only the governance models of Ukraine include the appointment of official roles in civil service that are dedicated to open data. Furthermore, Ukraine introduced the Chief Digital Transformation Officer in 2019, responsible for the coordination of all open data operations.

In all countries, except for Azerbaijan, there is a regular exchange of knowledge and experience between the public sector bodies active in the open data field. Only in Moldova and Ukraine regular knowledge exchanges between public sector bodies and open data re-users take place. All countries organise national, regional, or local events, such as hackathons or conferences, to promote open data in their country. In Azerbaijan, these events are mainly hosted by public bodies, while in other countries they are hosted by a mixture of local, regional, and national public sector bodies or by universities and non-profit organisations.

1.3 Open Data Implementation

Azerbaijan, Moldova, and Ukraine maintain a guidebook at national level to assist data publishers in the publication process. Moldova and Ukraine have processes in place to ensure that their open data strategy is implemented in the form of annual, semi-annual, and quarterly monitoring.

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[2] https://www.legis.md/cautare/getResults?doc_id=109961&lang=ro

[3] https://zakon.rada.gov.ua/laws/show/835-2015-%D0%BF#Text

[4] https://zakon.rada.gov.ua/laws/show/900-2018-%D1%80

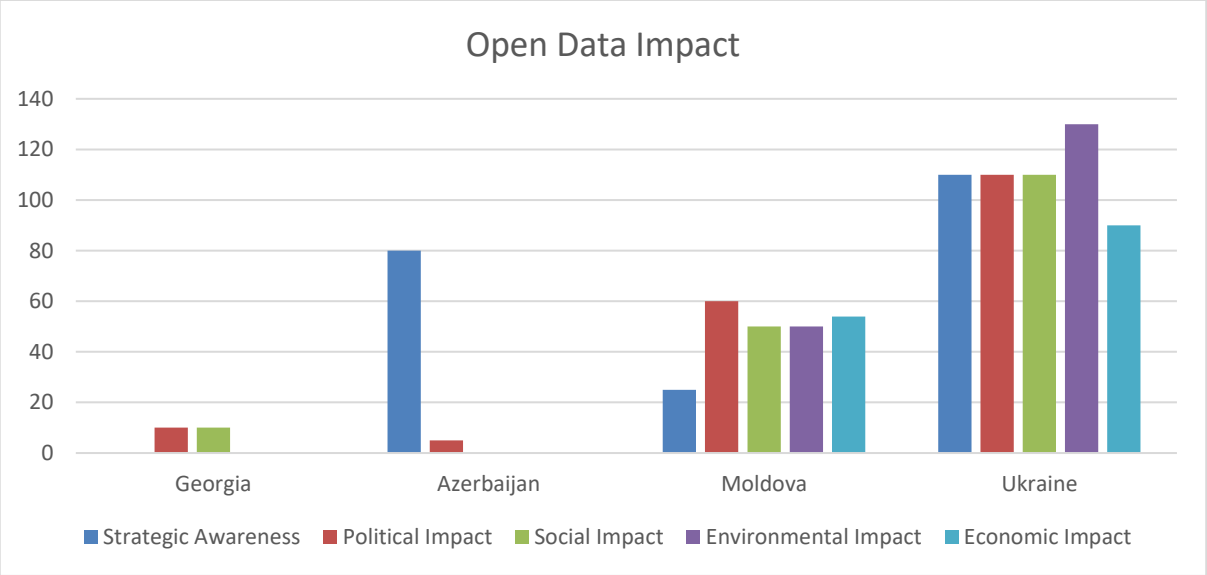
[5] https://opendatacharter.net/

In Azerbaijan and Ukraine, local and regional data sources are discoverable on their national open data portals. Moldova and Ukraine also assist data holders in publishing real-time and dynamic data. Finally, Ukraine makes training activities available to civil servants working with data. These trainings offer publicly recognized certification within the public bodies.

Georgia does not currently have a guidebook to assist data providers in their publication process at the national level. Furthermore, there are no data publication plans in place at national/regional/local or public body levels. Owing to these reasons, Georgia's score is 0 in this metric.

2. Open Data Impact

According to the survey, Ukraine still leads the ranking in terms of open data impact, with 85%, while Georgia is still in the last place among the four EaP countries, with 3%.



2.1 Strategic awareness

Azerbaijan has a strong focus on increasing public bodies' effort in measuring the re-use of open data. In Moldova and Ukraine, a focus on measuring the re-use of open data is also observed. Both countries implemented a number of activities aimed at creating new use cases and raising awareness of the opportunities arising from open data re-use. Georgia is currently not measuring the statistics of open data re-use, and activities aimed at improving this direction are implemented rarely.

Only Moldova and Ukraine have a definition in place for the impact of open data and a methodology for measuring it.

2.2 Political Impact

This indicator measures the impact of open data on the public sector and citizen engagement. It focuses on the benefits that open data has in terms of increasing transparency, improving public sector internal processes and service delivery by data driven decision-making, and the extent to which countries are monitoring this kind of impact.

Ukraine is the only country in the EaP where public bodies performed activities to monitor the political impact of open data in the past year, mainly in the form of case studies. In Moldova and Ukraine, open data is used in policy-making processes. Additionally, Moldova, and Ukraine use open data for decision-making, mainly based on country statistics and dashboards.

2.3 Social Impact

According to the survey, only Ukraine performed activities in the past year to monitor the social impact of open data. Ukraine conducted a study specifically to assess social impact[6]. All countries, except for Azerbaijan, had open data-driven civil society initiatives that aim to tackle issues in the social field.

2.4 Environmental Impact

Ukraine is the only country to have taken action in order to monitor the environmental impact of open data, through performing a study.

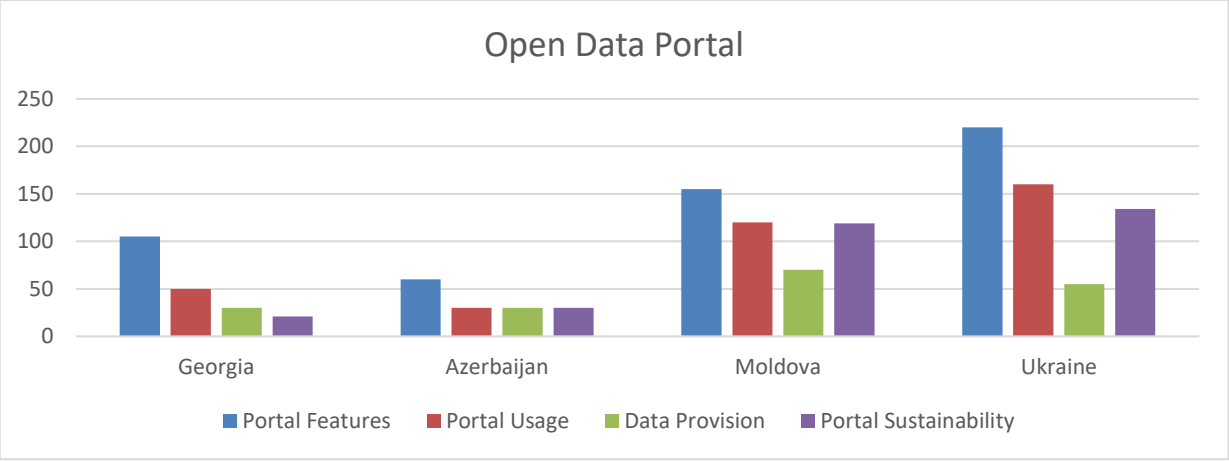
2.5 Economic Impact

Moldova and Ukraine conducted studies to assess economic impact. Furthermore, Moldova and Ukraine have open data driven civil society initiatives in place to tackle economic problems using open resources.

3. Open Data Portal

Ukraine's score is exceptional in this metric as well, at 88%, which is 9% higher than the EU average. Moldova scored 71%, Georgia 32%, and the lowest score, 23%, was attributed to Azerbaijan.

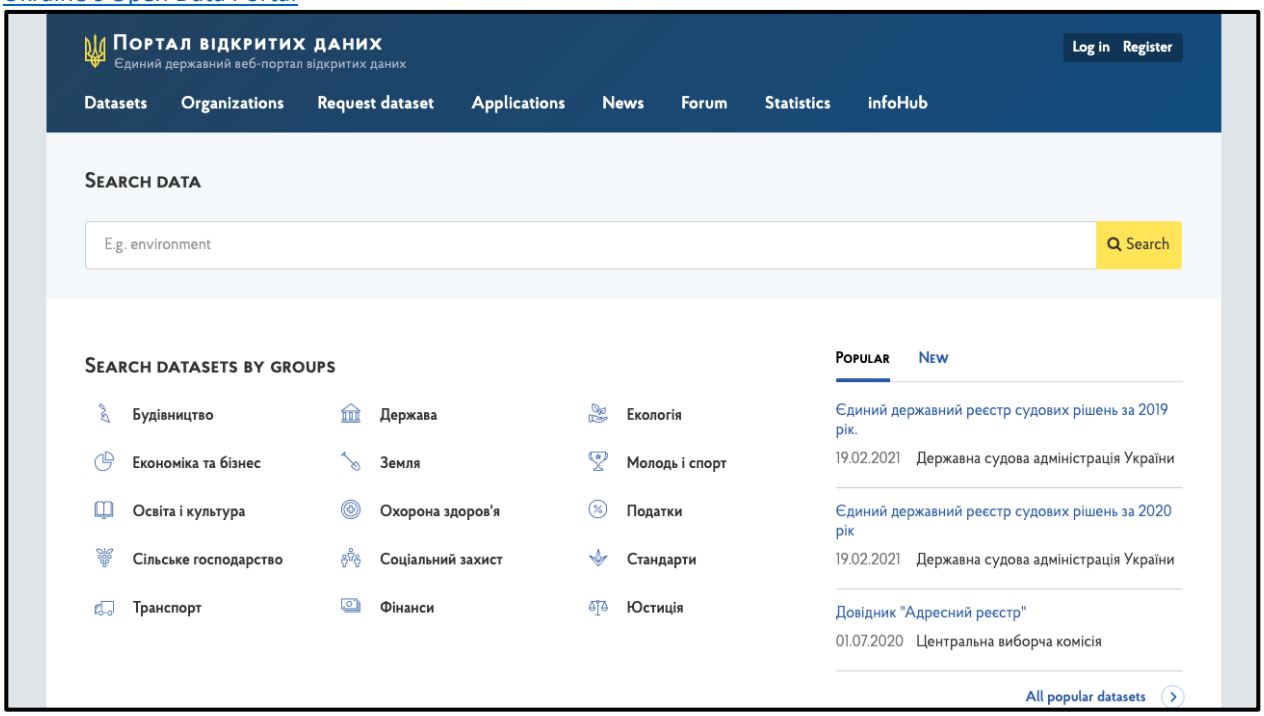
[6] https://tapas.org.ua/all-uk/news-uk/konkurs-dlia-vyiavlennia-potentsijnoho-vykonavtsia-posluh-na-provedennia-doslidzhennia-shchodo-sotsialnoho-vplyvu-vidkrytykh-danykh-orhaniv-mistsevoho-samovriaduvannia-v-ukraini/



3.1 Portal Features

All these portals offer advanced data search functions, allow users to search by file format, and offer possibilities for users to download datasets in bulk. All data portals, except for Azerbaijan's, offer the possibility to search by data domain. Only Ukraine offers a SPARQL[7] search query feature.

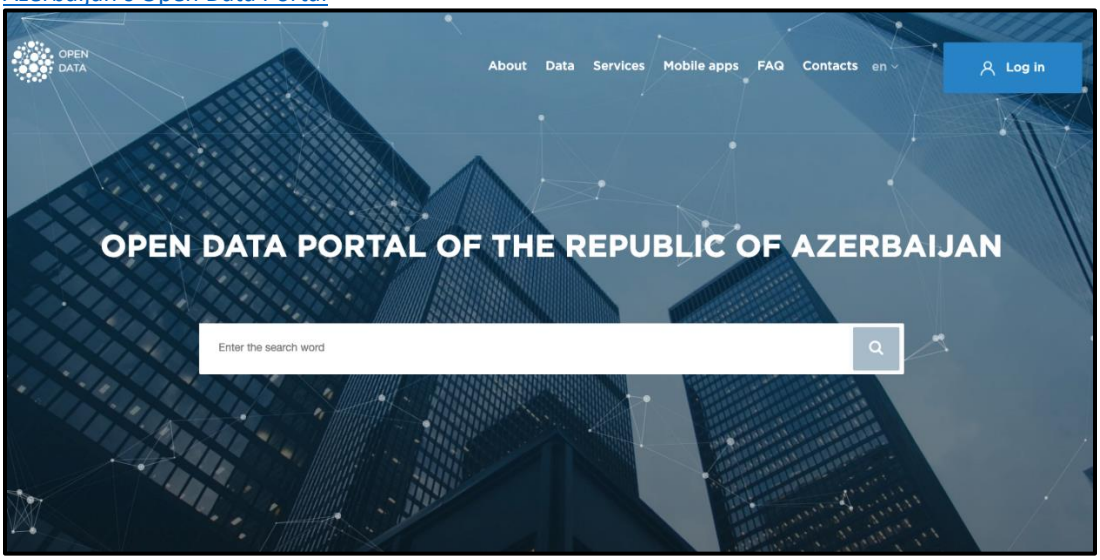
[Ukraine's Open Data Portal]



[7] SPARQL is the standard query language for open data databases.

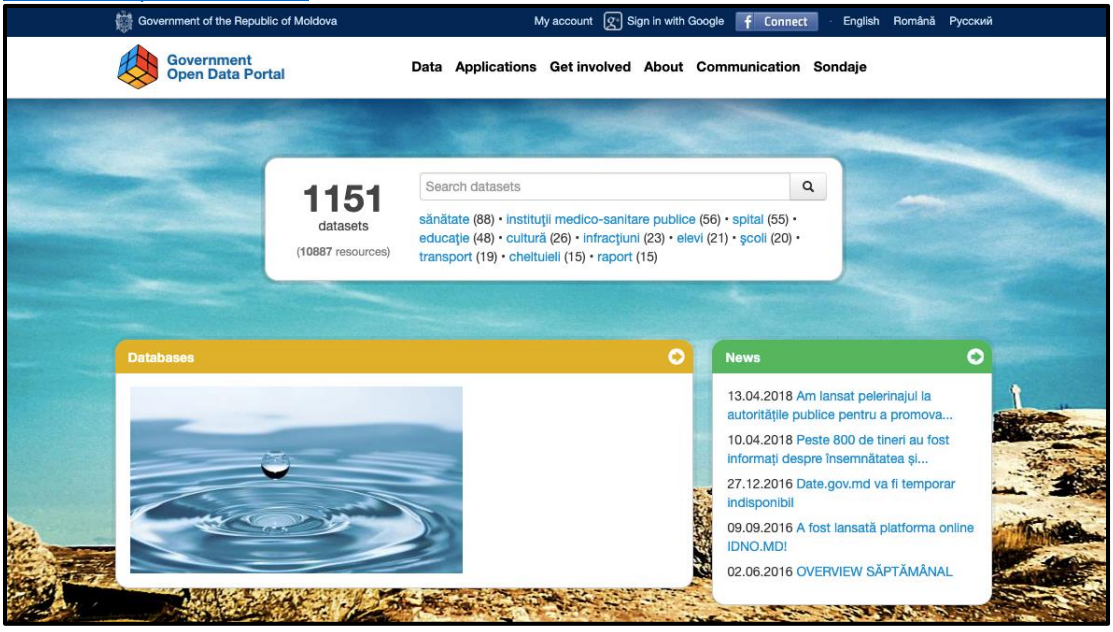
Ukraine is the only country that allows users to 'follow' datasets or data providers and receive notifications when updates or new data become available. Furthermore, all countries offer a general feedback mechanism through either the contact details or a feedback section provided on their portals. Georgia and Ukraine also offer the possibility to give feedback at a dataset level.

Azerbaijan's Open Data Portal



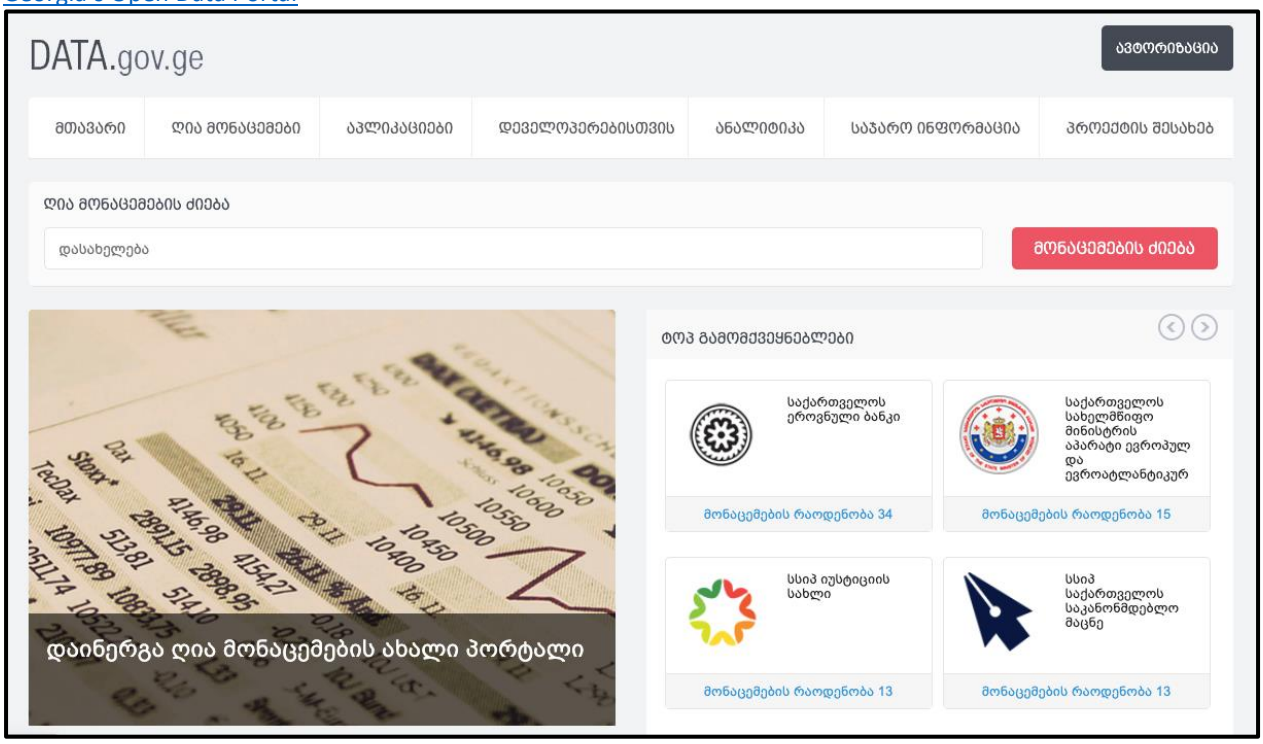
All countries, except for Azerbaijan, offer the possibility of requesting data on their portal. Moldova and Ukraine monitor the extent to which data requests result in publication on their portal. Moldova and Ukraine are the only two countries that represent the status of the data requests in a transparent manner.

Moldova's Open Data Portal



Additionally, Moldova and Ukraine's portals host a discussion forum where both data providers and re-users can contribute. Currently, Moldova is the only country that allows users to see what datasets exist but are not yet available on the portal due to various constraints. Ukraine is working on adjustments to legislation that would allow the publication of all public information in open data format.

Georgia's Open Data Portal



When looking at use cases, Azerbaijan, Moldova, and Ukraine offer designated areas on the portals to showcase them. Ukraine is the only country that references the datasets used in the use cases and that offers the possibility for users to submit their own use cases.

3.2 Portal Usage

Apart from Azerbaijan, all portals are suitable to be used on mobile devices. With the exception of Georgia, all countries monitor the number of unique visitors to their portal; Azerbaijan had 482 000 unique visitors (4,8% of total population), Moldova had 11 657 unique visitors (0,4% of the population), and Ukraine had approximately 77 500 unique visitors (0,2% of the population).

Moldova and Ukraine monitor the number of visitors from abroad and monitor the most and least consulted datasets and data domains. The most visited data domain in Moldova is 'Economy and Private Sector'; in Ukraine it is 'Transport'. Furthermore, all 4 portals ensure that the metadata on the portal is available in clear plain language to enable humans to read and understand it. In Azerbaijan and Ukraine, the metadata is accessible via publicly available APIs.

The number of views and downloads for each individual dataset is currently displayed on the Georgian portal as well, although the statistics of unique visitors and active users of the website are not available. It should also be noted that there is a section for developers on the portal, according to which the data available on the website is available in the form of the application programming interface (API), but the API documentation (instructions for use) are not found on the portal.

3.3 Data Provision

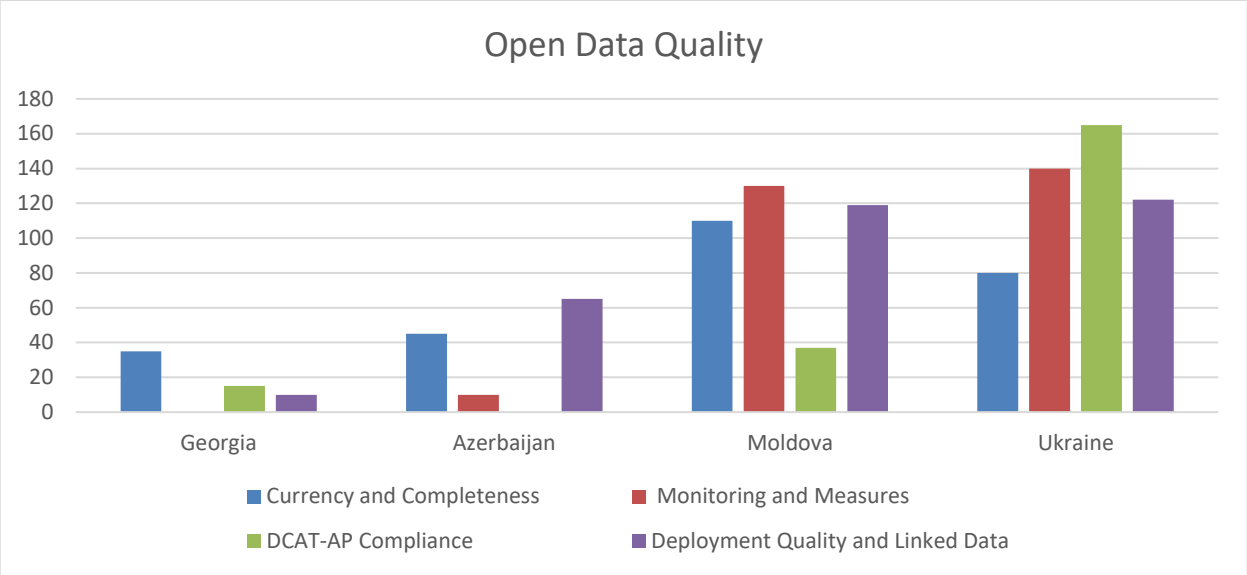
In terms of data provision, none of the portals included data from all public bodies. The leading reasons for some public entities not contributing are technical incompatibility, low awareness, and lack of personnel. Furthermore, no country supplies a section where non-official data (e.g. community contributions) can be published.

3.4 Portal Sustainability

Finally, diving into portal sustainability, the national portals of Moldova and Ukraine have a strategy in place to ensure their portal's sustainability. Azerbaijan, Moldova, and Ukraine take actions to promote the portals' activities and open data, for instance by organizing hackathons and attending events. All countries apart from Azerbaijan have a process in place by which the portal is regularly reviewed and improved, but Ukraine is the only country that held a user satisfaction survey to uncover further opportunities.

4. Open Data Quality

The consistent tendency across other dimensions remains constant in the dimension of open data quality as well. Among the EaP, Ukraine still has the best results and leads with 78%. Moldova is in second place with 61%, while Azerbaijan and Georgia were scored at 18% and 9%, respectively.



4.1 Currency and Completeness

Apart for Azerbaijan, all EaP countries have a pre-defined approach to ensure that metadata is kept up to date. In Georgia and Moldova, public institutions determine the frequency of updates for each dataset. In Ukraine, the portal additionally checks if the metadata is updated in time and sends the provider a reminder if the metadata is not updated. Georgia and Moldova have a decentralized approach, in which governmental departments each have their own approach to ensure up-to-date metadata. None of the EaP countries automatically harvest metadata from the data source.

4.2 Monitoring and Measures

Moldova and Ukraine monitor the quality of the metadata on their national portals. In Ukraine, the completeness of metadata fields that are filled in by data publishers is checked before datasets are published. In addition, the national portal also offers a business intelligence tool for monitoring metadata, and recommendations for data providers to improve the quality of publishing metadata are provided as well[8].

4.3 DCAT-AP Compliance

Only Ukraine's portal supports the DCAT-AP standard. More than 90% of the metadata on the portal is compliant. Data providers are can also access documentation on DCAT-AP and requirements for data harvesting[9]. Furthermore, the reasons for lack of DCAT-AP compliance are

[8] https://data.gov.ua/pages/835-rec-index

[9] https://data.gov.ua/uploads/files/2018-08-27-090121.57665910.2.-.pdf

investigated, and the Ministry of Digital Transformation is planning to add DCAT-AP requirements to the legislation.

4.4 Deployment Quality and Linked Data

Ukraine is the only country to use a model to assess the quality of open data deployment. To promote and familiarize data providers with ways to ensure higher quality data, several activities have been implemented, such as, for instance, trainings for data providers and individual consultation with data providers via phone, e-mail, and meetings.

2020 Overall Tendencies

Three notable trends were identified by the 2020 report:

- **The COVID-19 pandemic emphasized the genuine need for data**: With the Covid-19 pandemic, 2020 brought about a renewed emphasis on the importance of systematically collecting and making data available to the public due. The need to respond to the emergency led many countries to start publishing related data and to develop initiatives and dashboards to make the data more insightful and easily understandable.

- **Ensuring interoperability**: As the open data propositions of the European countries mature, their focus has moved from the quantity of available data made to ensuring its quality as well. Moreover, quality is not seen in isolation, but as an enabler to interoperability: the ability to collaborate within the countries and across borders by making it easier for computer systems to exchange data.

- **From publishing to creating impact**: Generating positive impact on society and the economy by publishing open data has always been the ultimate objective of the wide multi-year effort across Europe. Measuring impact is a complex task, and there is still no shared understanding of how to do it best. Many European countries are successfully performing activities to understand and capture the extent to which open data is reused and how value is created, by engaging with communities of re-users. The European Commission plans to build on that by developing a shared impact framework in upcoming years.

Georgia's Main Challenges and Recommendations

- At this stage, Georgia still has not developed an open data regulatory framework and national strategy. Because of this, the country has received low scores in the open data

policy dimension. It is advisable to start working on these documents in a timely manner, or to add an open data component to the updated version of the Open Government Partnership Action Plan (as found in Moldova), in order to clearly emphasize the importance of open data at the national level.

- It is important to develop a guidebook at the national level, to assist public data publishers in the publication process. A similar guidebook has already been introduced in other Eastern Partnership countries.

- In comparison to other countries included in the report, Georgia has made little effort to measure the impact and results of open data, which has led to the lowest results in this dimension. Current trends in EU countries show that more and more attention is paid to monitoring and measuring the social and economic impact of open data. The introduction of this practice in Georgia will facilitate both the commercial use of open data and the promotion of civic initiatives.

- It is important to update the Georgian Open Data Portal, taking into account international good practice and important global trends, and incorporating improvements such as publishing data in more formats including API, diversity of published data, encouraging the use of published databases and the creation of new services / applications by displaying them in the relevant section of the website. It is also important to systematically monitor the number of unique visitors and active users of the portal and make this information available publicly.

- One of the trends identified in the report is related to the increased importance of public data and information due to the COVID-19 pandemic. In response, many EU countries implemented various measures to improve access to open data (awareness-raising campaigns, promotion of data use, development of data-driven platforms, etc.). In this regard, activity in Georgia is quite low and lags behind other Eastern Partnership countries. Therefore, it is necessary to ensure open access to any type of data primarily related to the Covid-19 pandemic.