

Open Data Policy – Revisions

Date:	April 30, 2018
To:	Toronto Public Library Board
From:	City Librarian

SUMMARY

The purpose of this report is to request the Toronto Public Library Board’s approval of revisions to the Open Data Policy. The Open Data Policy was first adopted by the Board at its February 22, 2016 meeting. As a responsible public sector information provider, TPL is committed to open data practices that facilitate access to high-quality data sets for public use. The TPL Open Data hub (<https://opendata.tplcs.ca/>) offers a repository of library data in a transparent and accountable manner, in the interest of the public good. Revisions to the Open Data Policy reflect the values of the City of Toronto’s recently adopted Open Data Master Plan that was approved by City Council at its January 31 - February 1, 2018 meeting.

The key updates to the policy include:

- revised open data principles;
- acknowledgement of the Library’s Open Government Licence for use of data; and
- greater focus on co-development and collaboration with the open data community.

RECOMMENDATIONS

The City Librarian recommends that the Toronto Public Library Board:

1. approves the revised Open Data Policy in Attachment 1.

FINANCIAL IMPACT

The recommendations in this report have no financial impact beyond what has already been approved in the current year’s budget.

The Director, Finance & Treasurer has reviewed this financial impact statement and is in agreement with it.

DECISION HISTORY

At its March 24, 2014 meeting, the Toronto Public Library Board approved the addition of an Open Data Policy to the Library's Work Plan.

(Source: <http://www.torontopubliclibrary.ca/content/about-the-library/pdfs/board/meetings/2014/mar24/08.pdf>).

At its February 22, 2016 meeting, the Toronto Public Library Board approved the current Open Data Policy. (Source: <https://www.torontopubliclibrary.ca/about-the-library/board/meetings/2016-feb-22.jsp>).

ISSUE BACKGROUND

The concept of open data is part of a growing global movement to make public information more accessible. Providing information to the public through open data programs are intended to lead to more accessible, accountable and transparent government.

Open data has been defined by the Government of Canada as “data that can be freely used, re-used and redistributed by anyone - subject only, at most, to the requirement to attribute and share-alike”. This requirement is reflected in the Library's Open Government Licence which has a nominal requirement for attribution to the Library for use of its data. (See Schedule 1 of the updated Open Data Policy.)

The key features of open data are as follows:

1. **Availability and Access:** the data must be available as a whole and at no charge, preferably by downloading over the internet. The data must also be available in a convenient and modifiable form;
2. **Re-use and Redistribution:** the data must be provided under terms that permit re-use and redistribution, including the intermixing with other datasets; and
3. **Universal Participation:** everyone must be able to use, re-use and redistribute - there should be no discrimination against fields of endeavour or against persons or groups. For example, ‘non-commercial’ restrictions that would prevent ‘commercial’ use, or restrictions of use for certain purposes (e.g. only in education), are not allowed.
(Source: <http://data.gc.ca/eng/open-data-101#toc3>).

Providing residents of Toronto with access to data is an important step in recognizing the volume of data processed by individuals. It is estimated that by 2019, citizen data scientists will surpass data scientists in the amount of advanced analysis produced.

City of Toronto Policy

In 2011, the City of Toronto released its Open Data Policy and has made data available on its website at www.toronto.ca/open. The City's policy encourages all available data to be made public with exceptions only being made for personal health information and information from in-camera meeting sessions. There are also legal restrictions on the release of

information as provided by the *Municipal Freedom of Information and Protection of Privacy Act*.

Open Data practices rely upon an Open by Design Philosophy whereby stakeholders are encouraged to consider how data is collected and how it could be made open. Privacy by Design and Access by Design principles are also used to encourage decision makers to consider privacy and access at the inception of any project.

The City of Toronto's recent adoption of the Open Data Master Plan informs the City's release of data and is reflective of broader open data principles. There are three primary functions of the Open Data Master Plan:

1. Identify resources and digital infrastructure needed to grow and advance the Open Data Program;
2. Leverage current industry standard technologies to ensure a positive user experience; and
3. Allow for easy access to quality open data.

Accompanying this policy is an Open Government Licence. Under this license anyone may “copy, modify, publish, translate, adapt, distribute or otherwise use the Information in any medium, mode or format for any lawful purpose.” However, users must acknowledge the source of the data and no guarantees or warranty is made related to the data. The licence does not allow users to infringe on intellectual property rights (e.g. logos or trademarks) and use of the data should not be considered an endorsement by the Library.

COMMENTS

The Toronto Public Library aspires to an open by default orientation wherein anonymized data is made available to the public. TPL recognizes that open data offers significant social and economic dividends. Through this initiative, TPL wishes to enable free access and use of open data while balancing the need for the protection of personal data and privacy rights.

TPL adopts the City of Toronto's approach of protecting confidential commercial and proprietary interests, while providing access to useful data. The anticipated outcomes of this initiative are to modernize the internal open data workflow pipeline, strengthen government relations, and improve community engagement and sponsorship.

Recent consultations regarding the Toronto Public Library's Open Data Policy indicate that by aligning this policy with that of the City of Toronto, further opportunities are created for collaboration in the open data realm. Discussions with the City of Toronto's Open Data Team, as well as community-based open data practitioners revealed that community members are interested in TPL initiatives such as the Open Data Book Club and TPL Hackathons. Civic engagement is increased by enabling such entry points for individuals to communicate with the Library and identify which types of data are of interest to local communities. Residents also have the opportunity to engage in a dialogue with the Toronto Public Library on issues of co-creation, open source, and co-delivery of services. As the

Toronto Public Library improves digital literacy both within TPL staff and the broader community, further opportunities will emerge for collaboration on data driven projects.

CONTACT

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SIGNATURE

Vickery Bowles
City Librarian

ATTACHMENTS

- Attachment 1: Open Data Policy – 2018
- Attachment 2: Open Data Policy – 2018 – with revisions marked
- Attachment 3 Open Data Policy – Aggregated and Anonymized Data Sets

POLICY: OPEN DATA**SECTION: II - General Policies - Miscellaneous****MOTION#/DATE: 18 - OXX – April 30, 2018**

Effective Date

April 30, 2018

Policy Objective

This policy establishes the guiding principles by which Toronto Public Library data is to be made available to the public. The underlying principles of accessibility, transparency and accountability in the Open Data Policy enable Toronto Public Library to provide public data for the public good. The Open Data Policy is meant to eliminate barriers and provide free and equitable, access to library data so that members of the public use and are encouraged to collaborate with Toronto Public Library using open data sets. By providing valuable, Machine Readable data to the public, the Open Data Policy aligns with the broader Mission and Vision of the Toronto Public Library as an internationally leading institution that preserves and promotes universal access to a broad range of human knowledge, experience, information and ideas in a welcoming and supportive environment.

Underlying Principles

The Toronto Public Library adopts the following guiding principles¹ for open data and recognizes these principles as providing the necessary structure for public sector engagement with open government to ensure that data is open, accessible and reusable:

1. **Open by Default:** Free access to, and use of, open data is of significant value to society and the economy; hence, it should be open by default unless it compromises personal data or privacy rights.
2. **Timely and Comprehensive:** To be of value, open data should be prioritized given the needs from users and the resources needed for publication. It must

¹ These principle are derived from the International Open Data Charter (ODC). A previous iteration relied upon the Sunlight Foundation's rules for Open Data. The ODC is the result of an international collaboration developed to help governments maximize open data. These principles were adopted by the City of Toronto and are modified to reflect the licensing arrangements of the Toronto Public Library.

- be comprehensive, accurate, and of high quality.
3. **Accessible and Usable:** Open data should be easily discoverable, widely accessible, and made available without bureaucratic or administrative barriers that would deter people from accessing it.
 4. **Comparable and Interoperable:** To be most effective and useful, open data should be in structured and standardized formats that enable comparison within and between sectors, locations, and over time.
 5. **Improved Governance and Citizen Engagement:** Open data strengthens trust in government by enhancing transparency around decision-making, increasing visibility into how society’s needs are being met, and empowering civic participation.
 6. **Non-proprietary:** No entity has exclusive control over the datasets.
 7. **Licensing:** Library data is subject to the Open Government Licence of the Toronto Public Library. Dataset users are granted a worldwide, royalty-free, perpetual, non-exclusive licence to use information for commercial purposes. Use includes the ability to copy, modify, publish, translate, adapt, distribute, or otherwise use the information in any medium, mode or format for any lawful purpose. The Open Government Licence requires acknowledgement of the source of the information by inclusion of an attribution statement.
 8. **Long Term Preservation of Datasets:** Datasets made available online should remain online, with appropriate version-tracking and archiving over time where applicable and available.
 9. **Usage Costs** – Datasets are to be used free-of-charge.
 10. **Inclusive Development and Innovation:** The Toronto Public Library will aim to enable everyone to understand and use open data effectively so that benefits generated from it are not limited only to those with specific tools and resources.

Policy Statement

Library data sets are available at <https://opendata.tplcs.ca/>. Toronto Public Library aspires to have an Open by Default orientation as part of a comprehensive approach to making data more readily available to the public. Additional data sets will be released as determined by Library staff based on the following considerations:

- a. Public demand;
- b. Value to the library sector including academia; and
- c. Resources required to extract and format data.

The Toronto Public Library maintains an open channel of communication with community members and encourages members of the public to contact the Toronto Public Library with suggestions regarding the release of data. This orientation fosters

greater opportunities for co-creation, co-delivery and an open source approach to the development of the Toronto Public Library’s Open Data platform. Customers can provide feedback on data sets via the Contact Us page, <https://www.torontopubliclibrary.ca/contact/>.

Datasets released as Open Data will meet the following requirements:

- a. Does not include personal information protected pursuant to the Municipal Freedom of Information and Protection of Privacy Act;
- b. in a file format that is recognized as being reasonably appropriate for Open Data;
- c. part of a dataset generated by the Library and upon which the Library relies;
- d. machine readable; and
- e. not subject to any legal (including contract), public safety, or other restrictions that would prohibit the Library from releasing it as open data.

It is inherent within the nature of Open Data for more inferences to be drawn as an increasing number of data sets become available. Toronto Public Library strives to balance the need for anonymized data while preserving protections surrounding the personal information of TPL customers.

Accountability

The Director of Policy, Planning & Performance Management is responsible for ensuring data provided to Digital Services and Emerging Technologies is posted on the Library website in accordance with this policy.

Definitions

“Dataset” means a collection of raw, non-manipulated data usually presented in tabular form with associated metadata, and which is Machine Readable.

What is a raw dataset - a structured file format (including geospatial formats) that can be read by a machine, such as spreadsheets, comma delimited, Extensible Markup Language (XML), or JavaScript Object Notation (JSON)

What is not a raw dataset - a report, a flyer, some web applications, a PDF document, anything that cannot be exported or used by a machine.

“Machine Readable Data” means data in a form that a computer can process.

Attachment

Schedule 1 – Open Government Licence – Toronto Public Library

SCHEDULE 1

OPEN GOVERNMENT LICENCE – TORONTO PUBLIC LIBRARY

You are encouraged to use the Information that is available under this licence with only a few conditions.

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2. The Information Provider grants you a worldwide, royalty-free, perpetual, non-exclusive licence to use the Information, including for commercial purposes, subject to the terms below.

You are free to:

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You must, where you do any of the above:

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5. The terms of this licence are important, and if you fail to comply with any of them, the rights granted to you under this licence, or any similar licence granted by the Information Provider, will end automatically.

Exemptions

6. This licence does not grant you any right to use:
 - a. Personal Information;
 - b. Information not accessible under the Ontario Municipal Freedom of Information and Protection of Privacy Act;
 - c. Third party rights the Information Provider is not authorized to licence;
 - d. The names, crests, logos, or other official symbols of the Information Provider; and
 - e. Information subject to other intellectual property rights, including patents, trade-marks and official marks.

Non-endorsement

7. This licence does not grant you any right to use the Information in a way that suggests any official status or that the Information Provider endorses you or your use of the Information.

No Warranty

8. The Information is licensed “as is”, and the Information Provider excludes all representations, warranties, obligations, and liabilities, whether express or implied, to the maximum extent permitted by law.
9. The Information Provider is not liable for any errors or omissions in the Information, and will not under any circumstances be liable for any direct, indirect, special, incidental, consequential, or other loss, injury or damage caused by its use or otherwise arising in connection with this licence or the Information, even if specifically advised of the possibility of such loss, injury or damage.

Governing Law

10. This licence is governed by the laws of the province of Ontario and the applicable laws of Canada.

11. Legal proceedings related to this licence may only be brought against the Information Provider in the courts of the Province of Ontario.

Definitions

12. In this licence, the terms below have the following meanings:

"Information"

means information resources or Records protected by copyright or other information resources or Records that are offered for use under the terms of this licence.

"Information Provider"

means the Toronto Public Library.

"Personal Information"

means "personal information" as defined in subsection 2(1) of the Ontario Municipal Freedom of Information and Protection of Privacy Act.

"Records"

means "Records" as defined in subsection 2(1) of the Ontario Municipal Freedom of Information and Protection of Privacy Act.

"You"

means the natural or legal person or body of persons corporate or incorporate, acquiring rights under this licence.

Versioning

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POLICY: OPEN DATA**SECTION: II - General Policies - Miscellaneous****MOTION#/DATE: ~~16-041 – February 22, 2016~~ April 30, 2018****Effective Date**February 22, 2016 **April 30, 2018****Policy Objective**

The purpose of the Open Data Policy is to provide equitable access to library by removing barriers and set **This policy establishes** the **rules guiding principles** by which Toronto Public Library data is **to be** made available to the public. **The underlying principles of accessibility, transparency and accountability in the Open Data Policy enable Toronto Public Library to provide public data for the public good as valuable, Machine Readable datasets. The Open Data Policy is meant to eliminate barriers and provide free and equitable, access to library data so that the members of the public use and are encouraged to collaborate with Toronto Public Library using open data sets. By providing valuable, Machine Readable data to the public, the Open Data Policy aligns with the broader Mission and Vision of the Toronto Public Library as an internationally leading institution that preserves and promotes universal access to a broad range of human knowledge, experience, information and ideas in a welcoming and supportive environment.**

Underlying Principles

The Toronto Public Library adopts the following guiding principles¹ for open data and recognizes these principles as providing the necessary structure for public sector engagement with open government and to ensure that data is open, accessible and reusable:

The Toronto Public Library adopts the following guiding principles² for open data and

1 These principle are derived from the International Open Data Charter (ODC). A previous iteration relied upon the Sunlight Foundation's rules for Open Data. The ODC is the result of an international collaboration developed to help governments maximize open data. These principles were adopted by the City of Toronto and are modified to reflect the licensing arrangements of the Toronto Public Library.

2 These principle were developed by the Sunlight Foundation; an American non-profit organization that focuses on transparency in government. These principles were adopted by the City of Toronto.

recognizes these principles as providing the necessary structure for public sector engagement with open government and to ensure that data is open, accessible and reusable:

1. **Completeness**— Datasets will be as complete as possible while complying with legislative obligations regarding the release of personal information, proprietary, or other confidential information.
2. **Primacy**— Datasets will be primary source data with data collection methods documented.
3. **Timeliness**— Datasets will be available to the public in a timely fashion to maintain the business value of the data.
4. **Accessibility**— Datasets will be as accessible as possible, with accessibility defined as the ease with which information can be obtained.
5. **Machine Readable**— Datasets will be machine readable so that the public can create applications that can use the data for new services, research, or analysis.
6. **Non-discrimination**— Datasets are available to anyone, with no requirement for registration.
7. **Non-proprietary**— No entity has exclusive control over the datasets.
8. **Licence Free**— Datasets are not subject to any copyright, patent, trademark or trade secret regulation.
9. **Long Term Preservation of Datasets**— Datasets made available online should remain online, with appropriate version tracking and archiving over time where applicable and available.
10. **Usage Costs**— Datasets are free of charge.

1. **Open by Default:** Free access to, and use of, open data is of significant value to society and the economy; hence, it should be open by default unless it compromises personal data or privacy rights.
2. **Timely and Comprehensive:** To be of value, open data should be prioritized given the needs from users and the resources needed for publication. It must be comprehensive, accurate, and of high quality.
3. **Accessible and Usable:** Open data should be easily discoverable, widely accessible, and made available without bureaucratic or administrative barriers that would deter people from accessing it.
4. **Comparable and Interoperable:** To be most effective and useful, open data should be in structured and standardized formats that enable comparison within and between sectors, locations, and over time.
5. **Improved Governance and Citizen Engagement:** Open data strengthens trust in government by enhancing transparency around decision-making, increasing visibility into how society's needs are being met, and empowering civic participation.
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9. **Usage Costs –** Datasets are to be used free-of-charge.
10. **Inclusive Development and Innovation:** The Toronto Public Library will aim to enable everyone to understand and use open data effectively so that benefits generated from it are not limited only to those with specific tools and resources.

Policy Statement

The Library will release the datasets listed in Schedule 1 as Open Data. Other data may be released as determined by Library staff based on the following considerations:

Library data sets are available at <https://opendata.tplcs.ca/>. Toronto Public Library aspires to have an Open by Default orientation as part of a comprehensive approach to making data more readily available to the public. Additional data sets will be released as determined by Library staff based on the following considerations:

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Datasets released as Open Data will meet the following requirements:

- a. machine readable;
- b. in a file format that is recognized as being reasonably appropriate Open Data;
- c. part of a dataset generated by the Library and upon which the Library relies;
- d. does not include personal information protected pursuant to the Municipal Freedom of Information and Protection of Privacy Act; and

~~e. not subject to any legal (including contract), public safety or other restrictions that would prohibit the Library from releasing it as Open Data.~~

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Accountability

~~Whenever the Library makes data publicly available, the Director responsible for that data is also responsible for ensuring that data is provided to Library E-Services.~~

~~The Director of Planning, Policy and E-Service Delivery is responsible for ensuring data provided to Library E-Services is posted on the Library website in accordance with this policy.~~

The Director of Policy, Planning & Performance Management is responsible for ensuring data provided to Digital Services and Emerging Technologies is posted on the Library website in accordance with this policy.

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9. The Information Provider is not liable for any errors or omissions in the Information, and will not under any circumstances be liable for any direct, indirect, special, incidental, consequential, or other loss, injury or damage caused by its use or otherwise arising in connection with this licence or the Information, even if specifically advised of the possibility of such loss, injury or damage.

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OPEN DATA POLICY – AGGREGATED AND ANONYMIZED DATASETS

Data Set	Data Available
Catalogue, Event, and Feed Data from the website	2015-11, 2016-09, 2018-02
Catalogue MARC Data	2015-10, 2016-09, 2018-02
Real-time Feed of Searches Conducted on torontopubliclibrary.ca	Real-time
Top website searches	2011-2014 inclusive, monthly
Branch Information - Branch Geolocations	2018
Branch Information - Census Tracts	2016
Branch Information - General Profiles	2018
Branch Information - Catchment Population	2011, 2016
Branch Information - Hours of Operation	2018
Branch Information - Neighbourhood Improvement Area Branches	2015
Branch Information - Public Parking Spaces	2017
Branch Information - Rooms for Rent	2017
Cardholders - Active Cardholders by Cardholder Type	2010-2017
Cardholders - Active Cardholders	2010-2017
Cardholders - New Registrations by Cardholder Type	2010-2017
Cardholders - New Registrations	2010-2017
Cardholders - Registered Cardholders by Cardholder Type	2010-2017
Cardholders - Registered Cardholders	2010-2017
Children - KidsStops Early Literacy Centres	2018
Children - Leading to Reading Locations	2018
Circulation - Circulation	2018
Circulation - Circulation by Cardholder Type	2012-2017
Circulation - Circulation by Intellectual Level of Material	2012-2017
Circulation - Circulation by Language Group	2012-2017
Collection - Collection Size	2014-2017
Programs - Programs by Age Group	2010-2016
Programs - Programs	2010-2016
Programs - Programs by Type	2010-2016

Data Set	Data Available
<u>Technology - Computer Learning Centres</u>	2018
<u>Technology - Digital Innovation Hubs</u>	2018
<u>Technology - Workstations</u>	2017
<u>Technology - Workstation Users</u>	2010-2017
<u>Youth - Teen Zones</u>	2018
<u>Youth - Youth Advisory Groups (YAGs) Locations</u>	2018
<u>Youth - Youth Hubs</u>	2018
Annual Visits	2012-2017