

GIT GOVERNANCE

State Models and Best Practices

Missouri

Prepared for
Wisconsin Geographic Information Office
Wisconsin State Cartographer's Office

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The **Wisconsin Geographic Information Office (GIO)** has the responsibility to coordinate Wisconsin's geospatial information activities, to implement standards to facilitate interoperability of information related to homeland security, to make recommendations on awarding grants to fund geospatial data, and to create information sharing agreements with state, local and tribal governments.

The **Wisconsin State Cartographer's Office (SCO)** is a unit within the Department of Geography at the University of Wisconsin-Madison. With an outreach mission, the SCO gathers, maintains and disseminates information about mapping and geo-spatial data in the state.

The **Land Information & Computer Graphics Facility (LICGF)** of the University of Wisconsin-Madison provides research, training, and outreach in the use of land and geographic information systems while focusing on land records modernization, land and natural resource management applications, and the use of information for land-use decision-making.

The **US Geological Survey (USGS)** has realigned its spatial programs into a National Geospatial Program Office (NGPO), bringing The National Map, Geospatial One-Stop, and the Federal Geographic Data Committee into a single program office. With the creation of the NGPO, the essential components of delivering the National Spatial Data Infrastructure (NSDI) and capitalizing on the power of place will be managed as a unified portfolio that benefits the entire geospatial community.

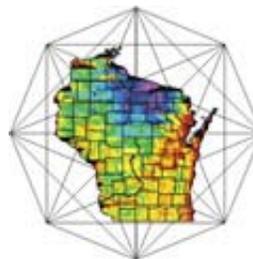
This state GIT governance profile was compiled as part of *GIT Governance: State Models and Best Practices*, a summary report in support of a proposal for a geographic information council for the State of Wisconsin (April 2007), and was prepared by L. Shanley, Land Information & Computer Graphics Facility, University of Wisconsin-Madison, and National Consortium for Rural Geospatial Innovations (RGIS), with assistance from Tony Spicci, State Geographic Information Officer and GIS Supervisor, Resource Science Division, Missouri Department of Conservation, and with additional assistance from D. David Moyer, and Stephen J. Ventura, Director, Land Information & Computer Graphics Facility, University of Wisconsin-Madison. This report was funded by a "50 States Initiative" grant award through the Federal Geographic Data Committee's (FGDC) 2006 National Spatial Data Infrastructure (NSDI) Cooperative Agreement Program (CAP). This CAP grant – Agreement Number 06HQAG0109 – was administered through the Wisconsin Geographic Information Office (GIO), in cooperation with the Wisconsin State Cartographer's Office (SCO).

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Missouri GIT Governance

GEOSPATIAL COORDINATION STRUCTURES AND PROCEDURES

A 1993 proposal by the University of Missouri's Geographic Resource Center (GRC) titled "Strategic management plan for the management and coordination of Geographic Information System technology (GIS) and the creation of a State Spatial Data Center" sparked discussions within Missouri about the need for a statewide approach to GIS coordination. Although this proposal was supported by the Governor's Office, early attempts at obtaining general revenue funding were unsuccessful. In 1995, however, the Legislature authorized funding for the creation of a GIS clearinghouse, the Missouri Spatial Data Information Service (MSDIS), under GRC,¹ and the Governor solicited state agency participation in his "Missouri GIS Initiative." In 1996, the Missouri GIS Advisory Committee (MGISAC) was established as a standing committee under the Information Technology and Planning Board within the Office of Information Technology (OIT). In 2005, MGISAC was moved into the Department of Administration, along with OIT as part of an effort to consolidate OIT and the Division of Information Services. Executive Order 05-07, which authorized this consolidation, does not explicitly mention MGISAC (see Appendix).

As of 2006, MGISAC is the lead GIS coordination body in Missouri and is housed within the Department of Administration's Office of Information Technology Services Division (ITSD), which coordinates the data processing policies for the executive branch. MGISAC reports to the CIO and provides an annual report to the Information Technology Advisory Board (ITAB), which

¹ Warnecke, L., 2002. State Geographic Information and Related Technology (GI/GIT) Profile: Missouri. MGISAC Website, <http://www.mgisac.org/Archives/GISProfile2002>

has approval power over MGISAC charter and by-laws. MGISAC's activities are supported by the Missouri Spatial Data Information Service, and by the newly created Missouri Geographic Information Office (GIO). The GIO is also housed within the ITSD and reports to the CIO (see Figure 4). The Geographic Information Officer, who functions as the GIS coordinator for state agencies and for the State of Missouri, was appointed by the CIO in 2005.² Neither MGISAC nor the GIO is authorized by statute or executive order.

Geographic Information Officer

First appointed by the CIO in 2005, the Geographic Information Officer (GIO) serves as the statewide GIS coordinator, and serves as the primary contact for all geospatial matters in the State of Missouri. The CIO's appointment letter tasks the GIO "with providing statewide coordination of [geographic information technology] activities," including "data development activities, potential funding distribution, federal initiatives, partnership opportunities and appropriate standards."³ The GIO also approves, adopts, and implements MGISAC initiatives. The GIO directs the Missouri Geographic Information Office, located within the Office of Administration, Information Technology Services Division. The GIO is not authorized by statute or executive order, and as of 2006, is a voluntary part-time position.

Missouri Geographic Information Office

The mission of the Missouri Geographic Information Office⁴ is "to coordinate and support geospatial technologies for the State of Missouri so it can efficiently serve the public's spatial data needs." This office also provides administrative support for MGISAC and the State Agency GIS Forum. The Missouri Geographic Information Office is housed within the Office of Administration, Information Technology Services Division. The Geographic Information Office has one half-time staff member, the state GIO.

² State GIO Appointment Letter from State CIO, Missouri GIO Website: http://www.gis.mo.gov/pdf/gio_letter.pdf

³ State GIO Appointment Letter from State CIO, Missouri GIO Website: http://www.gis.mo.gov/pdf/gio_letter.pdf

⁴ Missouri Geographic Information Office Website: <http://www.gis.mo.gov/>

Missouri Geographic Information Systems Advisory Committee

Formed as part of the 1995 Governor's Initiative, the Missouri GIS Advisory Committee (MGISAC)⁵ serves as the primary GIS coordination body for the State of Missouri. MGISAC is housed within the Office of Administration, Information Technology Services Division, and reports to the CIO and Information Technology Advisory Board (ITAB). The Chair of MGISAC serves as an ex-officio member of the ITAB. The ITAB, in turn, advises the State CIO on IT architecture, policy and standards.⁶ The Missouri Spatial Data Information Service (MSDIS) and newly created GIO provide administrative and technical support.

MGISAC is not authorized under executive order or legislative action, but it does follow a set of formal by-laws, which are revised periodically. As described in the 2006 By-laws (see Appendix), the purpose of the MGISAC is to:

- “[f]oster cooperation among state, local, and federal agencies, educational institutions, private industry, and others in the field of Geographic Information Systems (GIS);
- [p]rovide guidance for the Missouri Spatial Data Information Service (MSDIS) in fulfilling the objectives of the Missouri GIS Strategic Management Plan (SMP);
- [d]evelop GIS standards for the state;
- [p]rovide an arena for discussions of relevant GIS issues;
- [p]rovide expert advice to the Chief Information Officer (CIO) and the GIS community on GIS related issues;
- [f]acilitate resolution of GIS issues impacting the state;
- [c]oordinate and facilitate statewide training as needed; and
- [w]ork together with other states on standards and other GIS issues.”⁷

⁵ Missouri GIS Advisory Committee Website: <http://www.mgisac.org/>

⁶ ITAB Charter, Missouri DOA ITSD Website: <http://www.oa.mo.gov/itsd/cio/itab/itabcharter.pdf>

⁷ MGISAC By-Laws, Amended August 10, 2006, MGISAC Website: <http://www.mgisac.org/ByLaws/ByLaws> and MGISAC Brochure, MGISAC Website, http://www.mgisac.org/uploads/Main/mgisac_brochure.pdf

Further, the objectives of MGISAC are to:

- [m]eet with the CIO and/or the Information Technology Advisory Board (ITAB) as needed to facilitate communication and cooperation between the MGISAC and the Missouri Office of Administration—Information Technology Services Division (ITSD);
- [c]onduct monthly meetings;
- [r]eview MSDIS operational status reports quarterly;
- [r]eview MSDIS financial statements quarterly;
- [s]end at least one representative to regional and national GIS conferences; as needed;
- [p]lan and conduct the Missouri GIS Conference biennially; and
- [a]ssist in planning and conducting the MAGIC Conference biennially.

Originally, MGISAC focused largely on state agency GIS coordination, and was comprised of nine (9) members, including representatives from five (5) state agencies, two (2) federal agencies, one (1) local government, and one (1) university. As GIS implementation grew in Missouri, however, so did the Committee. In 1999, the Committee's by-laws were revised to allow for additional committee members. By 2001, GISAC was comprised of twenty-one (21) members, including representatives from:

- Ten (10) state agencies;
- Two (2) federal agencies;
- Six (6) local governments;
- Two (2) universities; and,
- One (1) private company.

But, only representatives from state agencies were voting members; this lack of voting power diminished the enthusiasm of non-state members to fully participate in MGISAC meetings and activities. During this transition period, some state agency offices advocated that only state agency members should be allowed to vote on issues exclusively of state interest.

In 2006, MGISAC's membership was restructured again to broaden representation, and to allow for non-state representatives to serve as voting members. Under the revised 2006 by-laws,⁸ there are three types of members: ex-officio, "state," and "cooperating." The two ex-officio, non-voting members include the GIO from the Missouri Office of Administration—Information Technology Services Division (ITSD), and a representative of the Missouri Spatial Data Information Service (MSDIS). "State" members include representatives from "any of the three branches of state government or statewide elected officials that provide oversight and management of an operational GIS environment in the State of Missouri." "Cooperating" members, on the other hand, are selected from the following sectors: federal government agencies; local government agencies; universities, colleges, or other academic institutions; public utility organizations; and not-for-profit organizations, cooperative government agencies, and quasi-government agencies.

In 2007, the Committee is comprised of twenty-nine (29) members, including:

- Two ex-officio members;
- Eleven (11) state agencies, including one (1) member from the Missouri House of Representatives; and,
- Sixteen (16) cooperating agencies and organizations, which, as of the writing of this report, included:
 - Two (2) federal agencies;
 - Four (4) municipal governments;
 - Three (3) county governments;
 - One (1) village government;
 - One (1) professional mapping organization;
 - One (1) regional coordinating organization;
 - One (1) military department;
 - One (1) not-for-profit; and,
 - One (1) council of governments.

⁸ 2006 By-Laws, Amended August 10, 2006, MGISAC Website: <http://www.mgisac.org/ByLaws/ByLaws>

Both state members and cooperating members have voting privileges. Individuals from the private sector cannot serve as voting members representing their companies, but can serve if they are representing a professional GIS organization or not-for-profit.

The Chief Information Officer (CIO) of the Missouri Office of Administration Information Technology Services Division (ITSD) appoints all members of MGISAC; and, except for “ex-officio” members, all “state” and “cooperating” members are appointed from candidates nominated through MGISAC or the CIO. Terms were increased to two years from one-year appointments, which members may serve consecutively. A Chair and Vice-Chair of MGISAC are elected from the state members by a majority vote, and the Secretary is elected from the full membership. MGISAC meets monthly, although members are not compensated for their participation.

MGISAC currently has six (6) subcommittees, including Data Development, Funding and Grants, Homeland Security/Emergency Management, Local Government, Outreach and Education, and Strategic Planning, as well as associated working groups or teams. The objectives of the Local Government Committee, for example, are: 1) to improve web content for local government GIS users; 2) to develop relationships with related organizations; 3) to serve as the MGISAC liaison to local governments; 4) to develop and distribute memorandum of agreement templates; and 5) to host regional meetings. Anyone can participate as members of MGISAC’s subcommittees.

State Agency GIS Forum

Established by the GIO in February 2006, the State Agency GIS (SAG) Forum serves as a forum for state agency GIS coordinators to discuss and strategically address geospatial issues related to state government.⁹ The Forum meets at least monthly and when needed.

⁹ State Agency GIS Forum, GIO Website: http://www.gis.mo.gov/SAG_Forum.htm

Missouri Spatial Data Information Service

Established within the University of Missouri's Geographic Resources Center (GRC) in 1995, the Missouri Spatial Data Information Service (MSDIS)¹⁰ was tasked with the creation of a geospatial data clearinghouse and with the provision of geographic information services and support to state agencies. Today, MSDIS is responsible “for data storage and access, standardization of both digital and tabular data, creation of the data dictionary, compilation of metadata, and statewide GIS user information networks.”¹¹ As stated, the goal of the MSDIS is “to encourage use of GIS technology and geographic data resources in state government by providing practical support in the form of GIS-related services to current and potential user agencies.” To this end, MSDIS will:

- “establish and make available to the GIS community in state and local government a core database of geographic information to be held and maintained in common as a continuing asset within an archive mechanism;
- encourage development, maintenance, and dissemination of thematic databases built on the core database foundation;
- encourage use of GIS technology and geographic data resources in state government by providing practical support in the form of GIS-related services to current and potential user agencies, and
- inform supervisors, managers, and other professionals in user agencies and state government at large about GIS technology, and its potential and capabilities in state government.”¹²

The Missouri Geographic Information Systems Advisory Committee and the Chief Information Officer assists MSDIS with the formulation of work plans and provides direction for MSDIS activities. MSDIS, in turn, provides administrative and technical support to the MGISAC and

¹⁰ Missouri Spatial Data Information Service Website: <http://msdisweb.missouri.edu/>

¹¹ MSDIS Website, About MSDIS: <http://msdisweb.missouri.edu/about.htm>

¹² MSDIS Website, Goals: <http://msdisweb.missouri.edu/goals.htm>

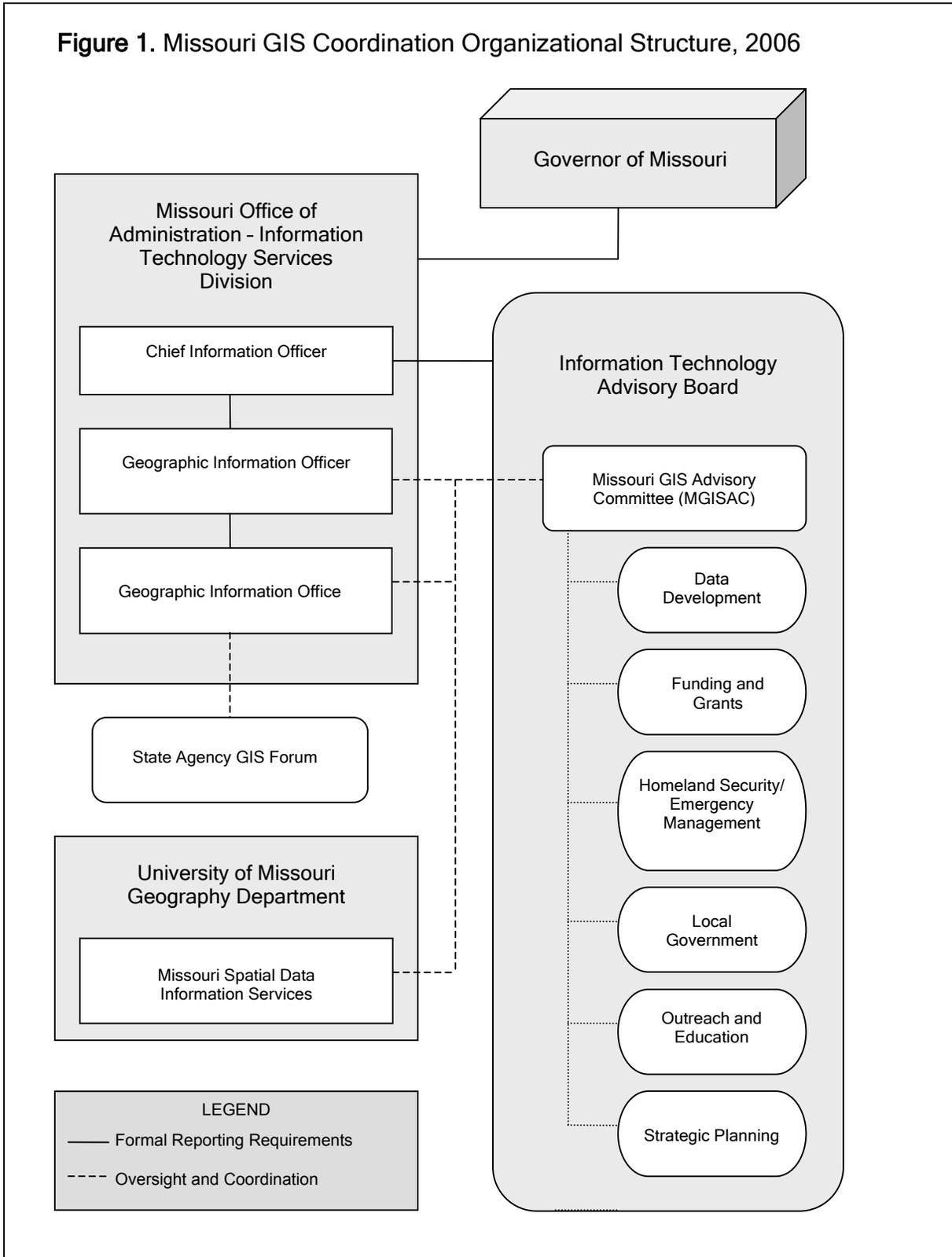
provides geographic information access and distribution services for the state. The MSDIS has 2.5 FTE staff dedicated to serve in this role.

Missouri Resource Assessment Partnership

The University of Missouri's Missouri Resource Assessment Partnership (MoRAP)¹³ is an interagency partnership involving state and federal agencies, not-for-profits organizations, and universities with the purpose of providing expertise in GIS, remote sensing, and natural resource management. MoRAP activities are directed by a steering committee and supported by a technical committee.

¹³ MoRAP Website: <http://www.cerc.usgs.gov/morap/>

Figure 1. Missouri GIS Coordination Organizational Structure, 2006



FUNDING AND SUPPORT

Interview respondents in Missouri felt that funding for GIS coordination and development has not been adequate; in particular, funding is needed for large-scale data development projects such as street centerlines and high-resolution elevation data. But, this may change with the implementation of a new Geographic Information Office (GIO) and the appointment of a Geographic Information Officer.

The Geographic Information Office is funded by general revenue through the Office of Administration, Information Technology Services Division, which covers administrative costs and coordination activities. The Geographic Information Office has one part-time staff member – the State Geographic Information Officer. The Missouri Spatial Data Information Service (MSDIS) is supported in part through general revenue, which is supplemented with income generated from project grants, as well as in kind contributions and student participation.

The Missouri Geographic Information Systems Advisory Committee (MGISAC) has no dedicated funding. Member expenses are covered by participating agencies. The cost of providing administrative and technical support to MGISAC is minimal and is covered by the GIO and MSDIS. Some proceeds were generated from the last annual state conference, and have been used to provide statewide workshops. Geospatial data related to MGISAC initiatives is developed through individual project-based state and federal-agency partnerships.

CHALLENGES AND OPPORTUNITIES

Without authorization by executive order or legislation, the Missouri Geographic Information Systems Advisory Committee (MGISAC) does not carry the same weight as other state boards that have this authority. Furthermore, MGISAC membership has moved away from being comprised of agency directors or their designees, who have the power to decide policy and set budgets, to being comprised of largely mid-level GIS managers. An incentive is needed to renew and encourage policy maker participation. On the other hand, current members bring to the table a high level of technical sophistication and valuable institutional knowledge. MGISAC is comprised of a large number of dedicated and highly-motivated members, with little member

turnover. Furthermore, while local government and other organizations have been underrepresented on MGISAC in the past, the new membership structure now allows for participation from a broad spectrum of GIS data users and producers.

Of note, MGISAC and MSDIS completed the Missouri/FGDC Cooperative Agreement Program '04 in which fifty-three (53) local government personnel participated in a three-day GIS course to encourage the provision of local data for The National Map. As part of this effort, all sixteen (16) regional councils of government formally agreed to share geospatial data. In 2005, the state received additional funding to provide training and support for local governments to collect and maintain their Structures data layers.

Currently, MGISAC is guiding the development and enhancement of geospatial technologies within the State Information Technology Infrastructure in support of the Missouri Adaptive Enterprise Architecture (MAEA) Plan. MGISAC is also coordinating with the Information Technology Services Division, the Office of Homeland Security, and MSDIS on the development of the communication infrastructure necessary to support Homeland Security efforts, including the development of the databases and geospatial layers necessary to support homeland security planning, mitigation, risk assessment, and other operations.¹⁴ Lastly, MGISAC has initiated a Flood Plain Modernization Project, in collaboration with two universities, USGS, State Emergency Management, and FEMA, and has released a request for information for a Statewide Orthophotography Project.

¹⁴ 2005 NSGIC State Summaries, Missouri, p. 49, www.nsgic.org, accessed September 2006.

Appendices

A. MGISAC BY-LAWS, AMENDED FEBRUARY 9, 2006

MGISAC By-Laws, MGISAC Website: <http://www.mgisac.org/ByLaws/ByLaws>
Current By-Laws (amended February 9, 2006)

1. Name

The name of the organization shall be the Missouri Geographic Information Systems Advisory Committee (MGISAC).

2. Purpose

In accordance with the Governor's Initiative commenced in April 1995, the purpose of the MGISAC is to:

2.1 Foster cooperation among state, local, and federal agencies, educational institutions, private industry, and others in the field of Geographic Information Systems (GIS);

2.2 Provide guidance for the Missouri Spatial Data Information Service (MSDIS) in fulfilling the objectives of the Missouri GIS Strategic Management Plan (SMP);

2.3 Develop GIS standards for the state;

2.4 Provide an arena for discussions of relevant GIS issues;

2.5 Provide expert advice to the Chief Information Officer (CIO) and the GIS community on GIS related issues;

2.6 Facilitate resolution of GIS issues impacting the state;

2.7 Coordinate and facilitate statewide training as needed; and

2.8 Work together with other states on standards and other GIS issues.

3. Objectives

The objectives of the MGISAC are to:

3.1 Meet with the CIO and/or the Information Technology Advisory Board (ITAB) as needed to facilitate communication and cooperation between the MGISAC and the Missouri Office of Administration—Information Technology Services Division (ITSD);

3.2 Conduct monthly meetings;

3.3 Review MSDIS operational status reports quarterly;

3.4 Review MSDIS financial statements quarterly;

3.5 Send at least one representative to regional and national GIS conferences; as needed;

3.6 Plan and conduct the Missouri GIS Conference annually; and

3.7 Assist in planning and conducting the MAGIC Conference biennially.

4. Membership

4.1 Member Composition

Membership on the MGISAC shall be classified in one of three ways: "ex-officio" members, "state" members or "cooperating" members.

4.1.1 "Ex-officio" Members

There will be two ex-officio members on the MGISAC. One will be the GIO from the Missouri Office of Administration—Information Technology Services Division (ITSD), and one will be from the Missouri Spatial Data Information Service (MSDIS). Ex-officio members shall not have voting privileges.

4.1.2 "State" Members

The representatives of any of the three branches of state government or statewide elected officials that provide oversight and management of an operational GIS environment in the State of Missouri are eligible for MGISAC membership as a "State" member. "State" members will have voting privileges.

4.1.3 "Cooperating" Members

"Cooperating" members shall be selected from the following sectors and assigned to the appropriate caucus:

- federal government agencies;
- local government agencies;
- universities, colleges, or other academic institutions;
- public utility organizations; and
- not-for-profit organizations, cooperative government agencies, and quasi-government agencies.

"Cooperating" members will have voting privileges and will be limited to one member per agency or organization.

Agency means any administrative body existing under the constitution or by law and authorized by law or the constitution to make rules or to adjudicate contested cases. Local governments shall be defined as county, city, town or village governing bodies.

4.2 Members

All members of the MGISAC shall be appointed by the Chief Information Officer (CIO) of the Missouri Office of Administration—Information Technology Services Division (ITSD). Except for "ex-officio" members, all "state" and "cooperating" members shall be appointed from candidates nominated through the MGISAC or the CIO. Existing members in good standing may be re-nominated during the month of April. The CIO will evaluate the nominations and make appointments no later than two months after receiving the nominations.

4.3 Term

Appointed members of the MGISAC shall serve a term of no more than two years. Members may serve consecutive terms. The term shall be July 1 to June 30. Vacancies occurring before the expiration of the term shall be filled by appointment from a list of nominees submitted by the MGISAC to the CIO. These members shall serve the remaining portion of the retiring member's term.

5. Structure

5.1 Advisory Committee

The full membership of the Missouri GIS Advisory Committee will meet and act to provide leadership and direction for the state in the development, management, and use of geographic information.

5.2 Officers

Nominations for MGISAC officers shall be solicited and initiated during the regularly scheduled July meeting and can be submitted through the end of that month. Nominees shall be given an opportunity to provide the Committee with a platform statement before the officer elections are held. Officers shall serve one-year terms beginning at the conclusion of the meeting at which they are elected.

5.2.1 The Chair shall be elected from "state" membership by a majority vote.

5.2.2 The Vice-chair shall be elected from "state" membership by a majority vote. The Vice-chair normally assumes the duties of the Chair in the absence of the Chair. If the Vice-chair cannot fulfill the duties of the Chair, then a Chair shall be elected to fill the vacancy in the same manner as other officers. If the Vice-chair steps down during his or her term, then a Vice-chair shall be elected to serve the remainder of the term.

5.2.3 The Secretary shall be elected from the full membership of the MGISAC by a majority vote. If the Secretary steps down during his or her term, then a Secretary shall be elected to serve the remainder of the term.

5.3 Subcommittees

Subcommittees are established to facilitate MGISAC business and exist at the discretion of the Chair. The Chair designates the structure and leadership of subcommittees in consultation with the other officers.

6. Duties and Responsibilities

6.1 Members

Members of MGISAC are expected to attend and participate in the MGISAC meetings as committee members or committee officers. If a member is unable to attend a particular meeting, a proxy should attend in the member's place. If three consecutive regularly scheduled meetings are missed by a member without notifying the Committee Chair or the Secretary before the meeting begins, and no proxy from the member's organization attends, the member shall be deemed to have resigned from the committee.

6.2 Chair

The Chair is responsible for leadership and coordination of all MGISAC activities. In addition, the Chair is responsible for meeting schedules, agendas, signing all correspondence, and presiding at meetings.

6.3 Vice-chair

The Vice-chair is responsible for assisting the Chair and assuming the duties of the Chair temporarily when the Chair is unavailable for any reason.

6.4 Secretary

The Secretary is responsible for recording the minutes of the meetings and making them available for posting on the MGISAC web site. The Secretary shall transmit officer election results to the CIO.

6.5 Subcommittee Chairs

A Subcommittee Chair is responsible for the leadership of a specified committee. A Subcommittee Chair is responsible for conducting meetings and any activities necessary for the successful completion of the Subcommittee's tasks.

7. Voting and Elections

7.1 Voting

Each state and cooperating member is allowed one vote. Votes shall only be cast during meetings where more than 50% of all voting members or their designated proxies are present.

7.2 Elections

Officer elections are to be conducted during the regularly scheduled August meeting. Written ballots are to be distributed to voting members or their proxies, and are to be collected and counted by at least two members of the nomination subcommittee. Members who are unable to attend or to send a proxy to the meeting during which elections are held may request and submit ballots prior to the start of the meeting. Election winners will be announced once the votes are tallied. The number of votes cast for each candidate will be made available to members by the Secretary upon request after the conclusion of the meeting during which elections are conducted.

8. Meetings

MGISAC meetings are normally held on a monthly basis at the discretion of the MGISAC Chair in consultation with the membership.

9. Amendments

Amendments to these bylaws shall be offered by submission in writing to all MGISAC members at least ten days before the next scheduled meeting. The proposed amendment shall be taken up for consideration at the next scheduled meeting of the Committee where more than 50% of all voting members or their designated proxies are present. The amendment shall be adopted when it has been approved by at least a 75% majority of those casting votes at the meeting of the MGISAC where the amendment is considered.