

Framework Data Element Management Guidelines

Approved by the Oregon Geographic Information Council

October 26, 2022

Version 1.0

Purpose

Oregon's Framework Program is a collaborative network of GIS practitioners across the state who support the creation and maintenance of foundational and authoritative geospatial data (as called geographic data as defined in ORS 276A.203 (4)(b)(B)). The Program develops data standards, stewardship, and governance processes to promote and advance geospatial data use and sharing. Framework data are fundamental geospatial data sets intended to serve the purposes of a broad range of users and are organized into Framework themes, such as Administrative Boundaries, Hazards and Geoscience. Framework datasets are developed to adopted standards, shared openly, and maintained through a voluntary, collaborative, community-based effort participated in by local, regional, state, tribal, and federal governments.

As stated in Oregon Revised Statute (ORS) 276A.500-515, the Oregon Geographic Information Council (OGIC) serves as the statewide governing body for sharing and managing geospatial Framework data, coordinates data sharing by public bodies, identifies best practices for managing geographic information, and how to apply these practices within the state. OGIC also specifies the geospatial Framework data that is to be shared between public bodies, and reviews and endorses the data standards by which Framework data is to be created, maintained, and shared.

This guidance document will be used by the Framework Implementation Teams in decisions regarding the management of Framework Themes and Framework Data Elements. This document applies to all geospatial Framework data elements within Oregon's Framework Program. The processes and guidelines provided in this document were reviewed and approved by the Oregon Geographic Information Council.

Definitions

“**Custodian**” means a public body mandated, directly or indirectly, to create, maintain, care for or control a public record. “Custodian” does not include a public body that has custody of a public record as an agent of another public body that is the custodian unless the public record is not otherwise available (ORS 192.311 (2)(b)). Oregon’s Framework Program also calls this entity the “**custodial steward**” or the “**data source**”.

“**Framework Implementation Team (FIT)**” means a group of GIS practitioners and subject matter experts who have coalesced on a particular theme and work to develop and steward national and Oregon geospatial Framework data.

“**Framework Theme**” means a collection of geospatial Framework data elements that share a common subject matter (e.g., transportation, hydrography, hazards).

“**Geospatial Framework Data**” means geographic information that a public body, under applicable provisions of law or on the basis of scientific methodology, technical standards or technical expertise, creates, generates, provides or aggregates and that the Oregon Geographic Information Council, in consultation with the public body, identifies as necessary to support the business processes of a governmental agency (ORS 276A.500 (5)). The Framework Program also refers to these data as “**Framework data elements**”.

“**Geographic Data**” means digital data that consists of geographic or projected map coordinate values, identification codes and associated descriptive data to locate and describe boundaries or features on, above or below the surface of the earth, demographic data or related data (ORS 276A.203 (4)(b)(B)). These data are also commonly referred as geospatial data or GIS data.

“**Public Body**” has the meaning given that term in ORS 174.109 (ORS 276A.500 (6)). Public body means state government bodies, local government bodies and special government bodies (ORS 174.109) [2001 c.74 §2].

“State government” is defined in ORS 174.111 as the executive department, the judicial department and the legislative department. [2001 c.74 §3] For more information on these definitions, see ORS 174.112-114.

“Local government” and “local service district” is defined as all cities, counties and local service districts located in this state, and all administrative subdivisions of those cities, counties and local service districts (ORS 174.116). The definition of local service districts includes many specific district types. Metropolitan service districts, also commonly referred to as regional governments, are included in ORS 174.116 (2)(h). See the ORS specified for more information.

“Special government body” is defined in ORS 174.117 and includes commonly known special districts such as school districts and other specifically defined districts. The definition of special government body includes public universities listed in ORS 352.002 including University of Oregon, Oregon State University, Portland State University, Oregon Institute of Technology,

Western Oregon University, Southern Oregon University, and Eastern Oregon University. See ORS 174.117 for more information.

“**Steward**” means an agency or organization that has volunteered to be accountable for a Framework data element for the well-being of the State of Oregon.

“**Horizontal Steward**” is an agency or organization that aggregates data provided by custodial stewards into a statewide dataset, coordinates access to the data, and facilitates its maintenance.

“**Vertical Steward**” is an agency or organization that assures spatial registration across multiple Framework data elements so that they can be used together easily.

References

[ORS 276A](#)

[ORS 174](#)

Data Sharing by Public Bodies

ORS 276A.509 requires OGIC to designate geospatial Framework data to be shared by public bodies and specify the data standards for these data. Due to the current custodian and steward relationships that exist within Oregon’s Framework program and acknowledging that OGIC does not have data sharing oversight authority for federal government data, the geospatial Framework data elements identified for sharing by public bodies will be a subset of the full list of geospatial Framework data elements that are managed within Oregon’s Framework Program.

Example: The custodian for census data is the U.S. Census Bureau. The Oregon steward for demographic data is the Portland State University Population Research Center. These data are included in Oregon’s Framework Program but sharing of data provided by the federal government cannot be mandated by the State of Oregon or OGIC.

Additionally, Oregon may adopt a federal data standard for use by Oregon’s Framework Program. In this case, the data standard for the individual Framework Data Element will reference the federal standard and indicate any Oregon-specific items that may be appended to the federal standard.

Finally, Oregon’s Framework Program supports standardization of data to improve and facilitate cross-jurisdiction data alignment and sharing. Therefore, all government entities in Oregon are encouraged to consider and adopt federal data standards where applicable to support greater data sharing by all public bodies. Given these nuances, OGIC may adopt a federal data standard as the standard required for data sharing while also identifying the respective Oregon-derived data as geospatial Framework Data for data sharing by public bodies. But OGIC does not have

the authority over a federal data standard. The Framework Data Elements List includes all geographic data within Oregon's Framework Program.

Updating the Framework Data Element List

The Framework Data Element List is the official list of geographic data within Oregon's Framework Program. Updates to this list will be considered on an annual basis. Proposed edits to the Framework Data Element List will be collected by the Framework Coordinator from January through June of each calendar year. The review and approval process will occur between July and December of each calendar year. The process for updating this List includes the following steps:

- Step 1. Revisions to the List can be submitted to the Framework Coordinator by any person, assembly of GIS users, organization, or FIT. Once collected, the proposed changes will be passed to the appropriate Framework Implementation Team (FIT) for consideration.
- Step 2. The FIT will consider the proposed revisions and determine a recommendation for the GIS community to consider. The FIT recommendation should document the recommended action and justification for the change.
- Step 3. The Framework Coordinator will post all FIT recommendations for the calendar year to the Framework Program web site for community review and will notify the OGIC Technical Advisory Committee, the GIS Program Leaders and all FIT teams of the public comment period. The proposed changes and justification for the changes will be posted for a 30-day public comment period.
- Step 4. The Framework Coordinator will collect all public comments received during the 30-day period and share the comments with the relevant FIT for consideration.
- Step 5. The FIT will consider and address public comments received. The FIT will prepare a final recommendation for OGIC consideration.
- Step 6. The Framework Coordinator will present the proposed changes to the Framework Data Element List to OGIC for review and approval.

Minimum Requirements to Add a Data Element

There are two minimum requirements for a geographic data layer to be considered for inclusion in Oregon's Framework Program. The data layer must have multiple, well-defined business uses that articulate the importance of the creation and long-term maintenance of the data. The data

must also have a well-defined set of users or organizations/agencies who rely on the data for their business needs.

Data that is created due to a legislative mandate will be considered for inclusion in Oregon's Framework Program in the following calendar year. Example: Senate Bill 762 was passed in the 2021 legislative session and mandated the creation of a statewide Wildfire Urban Interface data layer for use by multiple agencies. The Framework Program will consider adding these new data to the Framework Data Elements List in the year following the completion of the data.

Framework Data Element List Revision Considerations

The Framework Data Element List is not intended to be a wish list of geographic data. Each Framework Data Element must be 'reasonably attainable' with a realistic amount of effort or funding, while also meeting the minimum requirements described above. Data elements may be removed from the List if it is determined by the FIT that attaining the geographic data is not realistically feasible.

Framework Data Elements may be renamed if the FIT determines the name is not consistent with other data elements or is no longer appropriate. Versioned updates to datasets can occur without requiring a formal update to the data element name.

The following items are guidelines for the FIT to consider when documenting the justification for Framework Data Element List revisions:

- 1) Is the proposed data element a distinct data layer that is not already on the Framework Data Element List or nested within a packaged set of data layers?
- 2) What is the appropriate Framework Theme for the new dataset? Coordinate with other Framework Themes to determine the appropriate Framework Theme. Be sure to consider horizontal and vertical integration goals.
- 3) Is a custodian identified?
- 4) Is the data custodian a federal government agency or tribe?
- 5) Is a steward identified?
- 6) Does the data exist? Or does it need to be created?
- 7) What is the proposed change and why?

Moving a Data Element to a Different Framework Theme

When a data element is incorrectly assigned to a Framework Theme, a FIT may propose to move it to another Theme. The data element must have alignment with the data elements of the receiving Theme and the receiving FIT must have subject matter expertise to support the data element. The proposal must be approved by the sending and receiving Framework Implementation Teams for the proposal to move forward in the process.