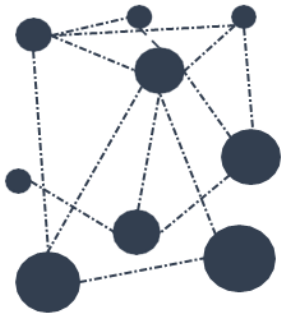
Lane Council of Governments



COOPERATIVE PROJECT AGREEMENT

Future Multi-Agency Regional GIS Model Alternatives

Geographic Technologies Group

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Executive Summary

This document is the culmination of a year-long effort to **examine, define, and restructure** a long-standing multi-jurisdictional Cooperative Partnership Agreement (CPA) between partner agencies (the partners), including the City of Eugene, City of Springfield, Eugene Water and Electric Board (EWEB), Lane County, and Lane Council of Governments (LCOG). A partnership that includes regionally shared data systems and services. The project included several workshops onsite to solicit ideas and feedback from the partner agencies. A number of documents have been delivered thus far in an effort to systematically lay the groundwork for the creation of proposed CPA alternatives. Previous documents have included a Stakeholder Identification Report, a Voice of the Customer Survey Report, a Partner Interview Report, a SWOT Report, and a Needs Assessment Findings Report. All of these reports, a wealth of background material, and a year-long feedback loop with partner agencies have led to this ***Future Multi-Agency Regional GIS Model Alternatives Report***.

The report begins on page 1 with an overview of LCOGs role as a regional service provider and then segues into a discussion about the value of regionality. A number of services that are regional in nature are highlighted on pages 3-6. This regional need cannot be served well by anything less than an organization whose purview is the region. Regions without a strong regional presence often have local governments with islands of data and repetitive services. This results in a myopic view of the region and a region that is less progressive and competitive. **One key decision point for member agencies is to decide if they support (in principle) a regional geospatial effort?** Does the value gained from a regional geospatial program merit the funding? If so, it is important to help craft the new CPA to support the needs of the region while getting the highest value for their own agency.

This report then highlights key member concerns that if not addressed could lead to the potential exit of one or more key Partners from the current CPA (pages 8-9). Next, an overview and dissection of the existing CPA are undertaken (pages 9-11). In summary, the existing CPA is light on specifics and having been created decades ago is antiquated and in dire need of regeneration. The existing CPA focused on a number of technologies (other than GIS) that are no longer pertinent to the agreement. The GIS/Common Mapping/RLID Agreement Appendix (pages 12-13) was examined in light of the additional specifics and framework given to the regional geospatial effort. The existing CPA in isolation is very thin on details. Therefore, a number of other background documents were examined to give context to the existing regional geospatial effort and how it is governed. This includes a review of the Regional GIS Management Strategy 2001-2004 (pages 15-19), Regional Subcommittees (pages 20-21), 2012 LCOG and Regional Web Mapping Plans (page 21), 2014 Lane Regional GIS Strategic Plan (pages 21-24), and the most recent Annual LCOG/CPA Workplan (pages 25-28).

All of these documents served to guide the creation of CPA alternatives. Based on this information, gaps in the existing CPA and Agreements were documented (page 29). This year-long project and all of the gathered information yielded a wealth of possibilities for a new CPA. 39 major items were identified for consideration in a new CPA (pages 30-36). These major items were categorized based on a priority ranking as follows:

- **Priority One Needs – those needs that are absolutely required to sustaining a regional geospatial effort, without which the regional geospatial effort would have no need to be sustained;**
- **Priority Two Needs – those needs that were identified by numerous agencies as desirable and are important to the growth and sustainability of a regional geospatial effort;**
- **Priority Three Needs – those needs that expand the core of the current CPA effort and have the potential to fundamentally change the direction of the effort. These needs are not mandatory but are desired.**

Next, the two CPA Model Options were introduced (beginning on page 38) with the following characteristics:

- **Model 1 – Regional Distribution Model - This model focuses on extending and enhancing the current CPA model in place at LCOG. Critical services are identified, with a focus on the data warehouse. Additional services have been identified in Priority 1 and Priority 2 priorities list on the previous pages. Some of the Priority 2 items can be removed if Partners do not feel they are of significant value to fund. However, based on interviews it is important to reinvent and relaunch the CPA to include a list of reworked services.**
- **Model 2 – Center of Excellence Model - This model includes all of Model 1 and extends the model to include a number of innovative services, effectively expanding the regional geospatial program into new service areas. All of the Priority 1-3 items are included in this model. Because of the addition of new services this model will require an expanded funding model. Key functions of a center of excellence are discussed in more detail on pages 38 and 39).**

Beginning on page 45 the two proposed CPA Model documents are included in their totality. The existing CPA agreement was used as a guiding document but has been very heavily revised. The templates reflect recommendations made throughout this document. The included Vision, Principles, Goals, and Strategies originates from the 2014 Lane Regional GIS Strategic Plan and they have been augmented to better encompass the new agreements. The initial sections through the end of Appendix A apply to both models with slight variations. The common template establishes a Regional Geospatial Executive Team (RGET) to guide the geospatial program from an executive level with a purview of the specific concerns of their own organization while considering the value of regionality. Next, a Regional GIS Coordinator's Team (RGCT) is established to coordinate the implementation of RGET directed policies and work plans, coordinate regional planning and sharing of geospatial data and expertise, and collectively give expert advice in regard to the Regional Geospatial Cooperative Partnership. RLID specific provisions are included in both CPA agreements.

Different Appendix A's address further specificity of each model. The documents have been structured to form a complete CPA agreement. In this regard, they incorporate the same form and background terms of the original agreement they are derived from. High-level governance has been detailed in the proposed agreements. Governance and funding will be dealt with in more detail in Phase III of this project. Appendix A (Service Catalog) for Model 1 begins on page 53. The service catalog defines the list of services that should be utilized to create the annual work plan for the CPA. Each CPA has a service catalog segmented in Governance, Training/Education/Knowledge Transfer, Software, Data, and Hardware components. The service catalog is the key element of the new CPA as it is intended to define key service areas agreed upon by the GIS Coordinators. With this format, an update to the CPA is easier to achieve as it includes specificity that can be easily revisited every few years.

Model 2 begins on page 57. As previously stated, it includes everything from Model 1 but with a new overall focus on innovation and an expanded service catalog. This model is highly contingent on the funding of a position to pursue geospatial grants and funding from outside resources. This model focuses heavily on a complete revamp of the purpose of the CPA. It moves the region to a model that focuses on innovative services and collaboration. The much expanded Service Catalog begins on page 69 and with a governance model focused on more regionality and new technologies and trends. A more robust training and education program is introduced in this model. This document concludes with the existing CPA agreement as an Appendix. It will be important for the GIS Coordinators to agree on a CPA that is the most beneficial to the region while ensuring that the needs of their organization are met. First and foremost, a renewed spirit of collaboration and teamwork is needed. The region is known nationally as a progressive leader in geospatial activities. A new vision for the CPA is needed - a

vision that positions the Lane County region to incubate innovation and use geospatial tools in a way that benefits the region and the member agencies.

Overview

Lane Council of Governments (LCOG) is a voluntary association of local governments in Lane County, Oregon. LCOG is one of the oldest regional council of governments in North America, having been established in 1945. LCOG's mission is, "*to coordinate and provide high-quality public services in Lane County. Lane Council of Governments is dedicated to serving the public interest and enhancing the quality of life for citizens of Lane County.*" LCOG serves a diverse group of Partner agencies, including Lane County, twelve incorporated cities, six school districts, one education services district, one community college, two park and recreation districts, three library districts, three public utility districts, a transit district, two fire districts, an ambulance district, and a port district. The services provided by LCOG are diverse and include leadership on local issues that often cross jurisdictional boundaries. LCOG is dedicated to serving the public interest and enhancing the quality of life for the residents of the region.

LCOG

One longstanding focus of LCOG has been providing technical leadership for the region. A key role for LCOG has been the coordination and participation in the development of geospatial data for the region. LCOG has been the primary coordinator of geospatial activity since 1974. The regional geospatial effort has evolved from a wholly centralized approach to the provisioning of distributed regional geospatial services. In 1975, a Cooperative Project Agreement (CPA) was established to provide for the ongoing care of the GIS. To this day, LCOG continues to manage and coordinate the annual CPA work plan.

Over the decades, geospatial technology and expertise have expanded within the various participating agencies. In 1982, a Common Mapping Project was initiated with the goal of moving to a distributed geospatial model. At this time, partners purchased their own hardware and hired GIS staff. All data was still housed centrally at LCOG. Eventually, partner agencies took ownership of maintaining their own agency-specific GIS layers, with LCOG maintaining a central environment for housing and distributing shared regional data.

LCOG has served as the regional hub for housing geospatial data for the region and adding value via various data services and software. Also, LCOG has provided geospatial leadership for the region and has served as a liaison to organize a regional geospatial committee and educational opportunities. LCOG's regional geospatial services focus on minimizing data redundancy and optimizing costs through shared systems, data, and collaboration. It is important to note based on visits and review of over 500 local government geospatial programs that **the current geospatial cooperative is successful and adds much value to the region**. Most other regions are comprised of disassociated agencies acting somewhat independently of each other. It is often instructive to look at the negative results of a non-regional effort. The

following are some of the characteristics of regions without a strong regional coordination effort:

- **Data silos – each agency creating their own databases independent of each other and not sharing key and often important data;**
- **Duplicative data stores – agencies duplicating key data sets that are nuanced for their own needs (i.e. street centerlines, addressing, property related datasets);**
- **Similar data sets that don't represent the same level of accuracy – as agencies create geospatial data independently of each other, the result is a variety of data with similar themes but differing spatial and attributional accuracy and completeness;**
- **Lack of interchangeability of data – as each agency creates its own uncoordinated data sets, non-standard database designs result. The lack of a common database design causes difficulties when trying to share datasets. This becomes readily apparent when organizations are required for shared data. For example, after a natural disaster, agencies often need to quickly share data amongst themselves, with the state, and with the federal government. Organizations without any regional coordination, almost always have difficulty sharing data as everyone's database design are dissimilar.**
- **Confusion about data authority – confusion among the agencies and the public as to who is the actual data authority for various geospatial information;**
- **Poor decision making – the lack of comprehensive coordinated geospatial data leads to the lack of comprehensive and authoritative data sets, which in turn lead to decision making that is limited;**
- **Frustrated public – the public often suffers because of the lack of regionality. They are forced to deal with multiple agencies with varying levels of expertise and data veracity. The public is forced to go to multiple organizations/applications/venues to find information. Often the result is incomplete information and a frustrated public.**

In summary, regions without strong regional leadership result in duplicative services and a myopic and incomplete view of their own geography and services. This is the rule not the exception in North America. As regions grow, so do the geospatial capabilities of each agency. Without a regional effort/agency, each agency develops islands of often incompatible data silos. Progressive regions like Lane County, King County WA (KCGIS), San Diego CA (SanGIS),

Louisville/Jefferson County KY (LOGIC), and others have reaped the rewards of a regional geospatial effort. However, successful regional efforts require a constant effort to stay relevant and to provide services that are pertinent to and desired by Partner agencies. The most successful regional geospatial efforts/agencies reinvent themselves to ensure that they stay relevant. For example, the Region of York, Ontario has been providing regional geospatial services for years. Their focus had been on providing GIS services and acting as a data warehouse. They realized that their traditional model of being a regional GIS service and data provider was outliving its pertinence. Each agency in the area was developing its own geospatial expertise and no longer required some of the base-level geospatial services that were the mainstay of the Region of York. They made a conscious decision to re-invent themselves and the services they provide. One key component for them was to rebrand and relaunch their program. They dropped the use of the term GIS as core to their service offering and their position titles. They relaunched themselves as an innovation team for the region under the moniker of Data Analytics and Visualization Services for the Region. They have made targeted investments in order to expand their services to include innovative approaches to data analytics from a regional perspective using GIS as just one tool in their arsenal.

The Need for Regionality

One of the keys in advancing the CPA is a collective understanding of the value of regionalization of geospatial services and advanced analytics. This means that Partner organizations must see LCOG's services as a valuable extension to their own and understand the value to the region. Without an understanding of the benefits of a regional geospatial presence and an associated buy-in, then Partner agencies will see limited value and potentially not desire participation. It will be incumbent upon LCOG to articulate this value proposition in a very deliberate way and to work with Partner agencies to develop a menu of services that are understood and add value. One of the continual focus areas should include examining what are services that are regional in nature. Some current and candidate regional services are:

- **Public Safety – Maintaining core data sets and technology to feed the various public safety agencies in the region is a priority. Fire, Police, and EMS benefit from a regional approach. They are mandated to assist neighboring agencies and often are first responders even outside of their own immediate jurisdiction. Also, analytics like crime analysis are regional in nature. It is nonsensical to conduct crime analytics within the cookie cutter of one's own jurisdiction as crime and its patterns do not stop at a jurisdiction boundary. Also, 911 services are regional in nature. The safety of Lane County's citizens largely depends on regional geospatial services and data.**

- **Emergency Operations – Geospatial technologies have become commonplace for Emergency Operations Centers. Pre-disaster planning, hazard mitigation, disaster management, and post-disaster recovery are all inherently geospatial in nature. Having a strong central geospatial entity to assist with services and data is mission critical for any region. Additionally, State and Federal agencies require rapid, detailed, and accurate assessments of damage which are directly tied to financial aid and compensation.**
- **Next Generation 911 – Core Next Generation 911 services include location validation, routing, and geospatial call routing to the appropriate agency for dispatch. Implementation of a Next Generation 911 data model is critical for a region. Agencies must have uniformity in databases to fully implement and leverage this technology. A regional coordination effort is key.**
- **Transportation/Transit – Transportation inherently has regional implications. Road networks and various transportation modes are cross-jurisdictional and geospatial in nature. Transportation planning is typically a core service provided by a regional agency, as is the case for LCOG.**
- **Environmental – Environmental concerns require a regional perspective. Watersheds and basins almost always cross multiple jurisdictions. Modeling pollutants, the effects of climate change, and several environmental concerns are large scale issues. All agencies within Lane County share common environmental concerns and all contribute to the same ecosystem. However, no individual agency has the purview to examine and model environmental concerns regionally. Regions are creating climate change action plans and environmental plans that need a regional agency to spearhead and administer.**
- **Public Engagement and Awareness – Historically, local governments have enjoyed limited success in deploying public facing applications. Many are too narrow in scope, not user-friendly, and not well designed. The public gets frustrated because the portals are often duplicative and are not regional in nature. Citizens do not want to have to refer to 5 different agency websites to find out services offered throughout a region. A regional agency is often the best conduit to lead a continuity push to ensure that public-facing geospatial services are not duplicative and that users can access key information from one coherent site.**

- **Social Services – Typically social services are administered at the county level and by a county agency. However, many of the issues around social issues could benefit from the expertise of a regional agency. Homelessness, social equity, welfare-to-work, and a host of other initiatives need a regional geospatial perspective.**
- **Public Health – Public Health issues lend themselves to a regional perspective. Environmental health issues, epidemiology, and a variety of other public health issues all have a strong geographic component.**
- **Collective Knowledge Base – A key benefit of any regional geospatial effort is a central data warehouse that acts as a hub of information for participating agencies. Although, most of the data may be created by Partner agencies having a central warehouse of available data benefits all Partner agencies.**
- **Data Assimilation and Analytics – Regional geospatial analytics has become a key foundation of regional agencies. A residual benefit of having a central data warehouse is being able to mine this "Big Data" resource for insights into the data. LCOG has done this with RLID and other key functions like land system modeling and transportation modeling. However, a whole new generation of software tools is allowing for added value to be derived from the wealth of data being collected and stored. A logical facilitator of the database, tools, and analytics is a regional agency.**
- **Parks and Recreation – Park locations and recreational opportunities lend themselves to a regional perspective. Residents and visitors want to see what is available in the region and not have to hunt through individual agencies websites to discover what is available. Therefore, a regional agency is a likely candidate to participate in the regionalization of tools and data to make the user experience more impactful and promote the region as a whole.**
- **Economic Development – Like parks and recreational opportunities, Economic Development benefits from a regional effort. The bottom line is that a business or industry locating anywhere in Lane County will benefit the county as a whole. Although individual agencies have their own economic development initiatives, a regional economic development geospatial hub has merit. The ability to represent what the entire area has to offer has inherent advantages over representing just one area of the region.**

- **Data Collection – In many cases, geospatial data that is needed by one organization can and will benefit other organizations in the region. Some of the more obvious and popular regional data collection efforts are remotely sensed data (i.e. vertical and oblique aerial photography, LiDAR), addressing, and road networks. However, most data collection efforts could benefit from a regional perspective. If one agency is collecting or needs a certain dataset, partnering with other agencies in the region might lead to economies of scale and uniformity of the deliverables. A regional agency is often best suited to organize these projects.**

- **Innovation – Progressive regional geospatial efforts focus on being an incubator of innovation. The old model of the geospatial effort focusing mainly on data and databases has served communities well, as geospatial technologies were at their nascent stage. Today, geospatial technology has matured and become more attainable for organizations of any size. Therefore, traditional services do not have the historic value they once did. The value touted by many regional organizations is taking the lead on innovation. Some organizations have moved to a model whereby they are adding value to the data through analytics and are leading regional initiatives that focus on new technologies and coalescing data and technology in such a way that all Partner agencies get more value for their investments. Partners have a proven ability to innovate when business needs dictate. A regional program should as a hub/facilitator for sharing technology and expertise as a means to avoid reinventing the wheel.**

- **Education and Knowledge Transfer – Education and knowledge transfer are without a doubt the most underserved pillar of geospatial sustainability. Almost every organization in North America touts the desire for more education and training but almost universally points out that efforts and resources are lacking in that area. Regional entities have identified this weakness and have begun to offer knowledge and education centers for their region.**

- **Opportunities of Scale – Having a regional geospatial proponent, allows for economies of scale. Regional organizations typically offer services whereby they are the agency that oversees technology and data acquisition in a region-wide fashion. For example, the most frequent region-wide data initiative is the acquisition of digital orthophotography and associated datasets. Many regional agencies act as a hub for the region-wide**

acquisition of all sorts of geospatial products to include data, software, innovation solutions (i.e. drone programs), and hardware.

The bottom line is that regional agencies nationwide are experiencing the same changing geospatial landscape as is LCOG. LCOG's geospatial program is at a critical juncture and this project is timely. Additionally, it is important for LCOG and participating agencies to make a deliberate effort to review the CPA and menu of services annually to ensure pertinence and buy-in. Technology is changing rapidly and so are the priorities of government agencies. The old model of revisiting initiatives every 5 to 10 years is no longer adequate. Stakeholder buy-in is important and should remain a high priority. Additionally, it is recommended to do a bi-annual user survey to determine project satisfaction, gaps, and to solicit feedback. Stakeholders must be heard, or they will not feel a part of the initiative, which could result in the abandonment of the project by one or more of the stakeholders.

All the above has been written to define the importance and value of a regional geospatial effort. It needs to be understood that the regional effort is bigger than any one organization and that the collective experience and commitment of all key organizations makes the region stronger. Any organization opting to not participate dilutes the value for the region and potentially endangers the entire initiative. Also, each organization must guard against serving the immediate and sacrificing the bigger picture. Organizations always have an ebb and flow of expertise. Today, one organization may have a progressive team and believe they do not need all the services provided by the regional entity. They may consider leaving the initiative with the idea that, "we can do all of what LCOG does or enough of what LCOG does that we no longer need to participate." These organizations run the risk of being short-sighted. Inevitably, organizations will have a turnover in staff. This is especially true in the geospatial field as job opportunities are plentiful. Therefore, most assuredly an organization with the perfect geospatial team will not have that same team 5 years from now. This means that some of the regional services may not apply today but may tomorrow. Therefore, it is very important for each participating agency to reflect on the importance of active participation, the positive impact for the region, and the plethora of reasons to support a regional model. However, it is equally important for LCOG to realize that they must keep themselves relevant for their customers. This means a continual self-evaluation and a collective review of service offerings.

Project Overview to Date

The stated objective of this GIS multi-phase strategic planning initiative is to examine, define, and restructure a long-standing, multi-jurisdictional Cooperative Project Agreement (CPA) among partner agencies (the Partners), including the City of Eugene, City of Springfield, Eugene Water and Electric Board (EWEB), Lane County and Lane Council of Governments (LCOG).

The first step in this process was to document and describe the regional GIS ecosystem through the stakeholder identification process. The development of the *Stakeholder Identification Report* identified the stakeholders in the strategic planning process. The report also described Partner Agency structure goals and objectives as detailed in strategic plans. Also included was information pertaining to the GIS databases utilized throughout the Regional GIS Ecosystem, including the partner and other regional agencies.

Building upon the findings of the *Stakeholder Identification Report*, next steps focused on the development of two online questionnaires that were used to gather existing conditions and select stakeholder information and future service delivery requirements from the respondents. A compilation and analysis of the online survey results was completed and delivered as the Voice of the Customer.

Further background gathering steps included interviews with key partner agency personnel. The assessment focused on gathering information pertaining to regional service delivery needs, system architecture, and technology frameworks along with partner interactions and related agency requirements. From those efforts, the *Partner Interview Report* was compiled which included the identification of regional service opportunities based on the information gathered during the interview process.

Subsequent to the delivery of the *Partner Interview Report*, numerous cooperative GIS working sessions were conducted with staff from the regional stakeholder agencies as a forum for the exchange of ideas unconstrained by current thinking. Additional materials developed during those working sessions included a SWOT Analysis with the compiled results provided as the *SWOT Findings Report*.

Finally, the *Needs Assessment Findings Report* referenced information gathered in the above-described phases of the project. The *Needs Assessment Findings Report* identified and enumerated the challenges, needs, and future pitfalls of the existing regional GIS enterprise from a strategic perspective. The *Needs Assessment Findings Report* also expanded upon the regional service delivery opportunities previously outlined.

The *Needs Assessment Findings Report* brought to light the following overarching challenges, needs, and opportunities:

- **Lack of Awareness – low to no awareness of the current bundle of CPA service offerings;**
- **Changing Landscape – increased capabilities among key partner tier members;**
- **Data Management – duplication and data quality concerns;**

- **Funding – insufficient and unsustainable funding model;**
- **Workload – need to be staffed appropriately and working towards well defined goals;**
- **Technology and System Architecture Renewal – technology and hardware at end of life;**
- **Resilience and Succession – the need to ensure that a succession planning strategy is in place;**
- **Governance – the diminished effectiveness of the current approach to governance;**
- **Training, Education and Knowledge Transfer – insufficient investments in this area;**
- **LCOG Regional Center of Geospatial Excellence – opportunities to realign service delivery;**
- **Additional Regional Data Aggregation – opportunities to develop new products and services.**

In addition to the above-listed items, there is growing unrest amongst the policy-making tier partners that must be addressed in order to avoid the potential exit of one or more key Partners from the current CPA. The concern amongst some of the partners is that the current service offerings are no longer relevant and many if not most of the services provided can be done by the Partner Agencies. In light of all of these conditions, it is accepted that there is an urgent need to redefine the terms and conditions of CPA and to revisit geospatial services provided by LCOG through the CPA.

Before advancing to proposals for an alternative framework for a new CPA, it is instructive to examine the existing CPA, which is done in the following section of this report.

Overview of Existing CPA

The existing Cooperative Project Agreement (CPA) entitled "Regional Executive Group Partnership Agreement" lists the following local government agencies as the parties to the agreement:

- **Lane County, a political subdivision of the State of Oregon;**
- **City of Eugene, a municipal corporation of the State of Oregon;**
- **City of Springfield, a municipal corporation of the State of Oregon;**

- **Eugen Water and Electric Board, a public utility;**
- **Lane Council of Governments, an association of governments.**

The original CPA was initiated in the 1970s and has evolved and been renewed over time. LCOG is an intergovernmental agency pursuant to Chapter 190 of the Oregon Revised Statutes (ORS 190) which sets out the framework for the authority of local governments to make intergovernmental agreements. ORS 190 empowers local governments to enter into agreements for the performance of any functions and activities that any party to the agreement its officers or agents have the authority to perform. The current CPA is constructed upon these principles and was executed by all the above-listed parties in September 2000. The funding for the CPA is approved by each of the participating agencies through various budget processes and through each organization's approval process.

The agreement is laid out with the following sections:

- **Recitals -This section is the opening statement of intent of the agreement and its overriding purpose and authority. Other key elements include:**
    - A statement that the participating agencies have the right to enter into this agreement by statute.
    - Focus areas include:
        - Sharing of technology;
        - Mitigating the impact of resource availability on partners;
        - And the desire to plan and operate shared technology resources.
- **Definitions – This section identifies committees and other defined roles. Some of these committees do not meet regularly, have become defunct, or responsibilities have moved to other organizations.**
    - Regional Executive Group (REG) – Establishes a Regional Executive Group (REG), comprised of key leaders of Partner agencies, as the policy board for the partnership.
    - Regional Technology Partnership (RTP) – Established to implement REG policies. The RTP includes the partners, shared services, and key service providers.
    - Regional Information Officers (RIO) – Established to coordinate the implementation of REG policies and work plans. RIO is comprised of IT/IS Managers from various agencies.

- Service Providers – Defines regional service provider teams to include:
  - Regional Information Systems (RIS) – focused on support of partner information systems;
  - Area Information Record System (AIRS) – division of RIS focused on justice and public safety;
  - Regional Geographic Information System (GIS) – focused on GIS;
  - Telephone Consortium – focused on support for a regional shared telephone system.
- Technical Executive Group (TEG) – Policy board focused on AIRS;
- Common Mapping Steering Committee – Policy board focused on GIS.

- **Governance – This section focuses on membership of the various committees/groups identified within the CPA how they are governed. Key elements include:**
  - The REG is responsible for adopting an annual budget and work plan for GIS, AIRS, and RIS;
  - RIO is charged with implementing the plans from the REG based on allocated funds;
  - RIO is charged with approving new partners.

- **Mission and Goals**
  - The mission of the Regional Technical Partnership (RTP) is, "*To enable partner agencies to effectively share and make use of information, technologies, and services.*" Focus was given to the spirit of partnership, long-range planning, accommodating differing needs, creative thinking, affordability, and service provision within partner agencies and non-partner agencies.
  - Data sharing, training, and education were identified as being key components to the agreement.
  - Regional Executive Group goals include the following elements:
    - Maintaining a network interconnecting various networks;
    - Data as a resource;
    - Applications accessible anytime and anywhere on the network;
    - Minimize downtime;
    - Pervasive user access.

- **General Provisions – This section focuses on specific provisions that define financial limitations, ownership of assets, financial and contract management, and legal compliance. Of key importance are the provisions around resourcing and compensation. This section identifies that RIO will negotiate the type and quantity of service to be provided and the amount of compensation to be paid by Partners and non-partners each year. Partners are free to choose the type and quantity of services they wish to use.**

GIS/Common Mapping/RLID Agreement Appendix

The overall agreement had a perpetual renewal with partners able to withdraw at prescribed times. This agreement established a framework for regional cooperation. However, it did not go into detail about any of the core areas of service. Regarding geospatial activities, it acted to form the Regional Geographic Information System (GIS). To address one of the larger region GIS initiatives, a GIS/Common Mapping/Regional Land Information Database (RLID) addendum/appendix was added to the CPA. The RLID data warehouse was originated over 20 years ago to support environmental planning efforts in Lane County. The RLID warehouse has grown over the past two decades to include new tools and has become an amalgamation of key land-related data for the region. Data from various and derivative data is housed in the RLID system. The GIS/Common Mapping/Regional Land Information Database (RLID) Appendix contains the following key elements:

- **The vision/mission for this component of the regional GIS and RLID effort is as follows: "The Regional Geographic Information System (GIS), also known as Common Mapping and the Regional Land Information Database (RLID), will support commonly defined geographic information, integrated with traditional and available data, making such information easily accessible throughout the system. The aggregate system will be consistent with the computing directions at both the regional and agency level. The system will be cost effective and affordable for the region and supported by a fair funding methodology understood and agreed to by all participants."**
- **The agreements section defines data and organizational components. Key highlights are:**
    - Data – Recognizes RLID data as a regional asset to be developed, shared, and maintained;
        - Established data sharing between partner agencies;

- The maintenance of a shared common database for the region that integrates all commonly used data;
- The goal of only capturing data once at the lowest level and the regional data always being the best data available;
- Data currency, quality, and data sharing are key foundations;
- Incorporate/articulate State of Oregon guidelines whenever possible.

- Organization – Establishes an effective multi-jurisdictional geospatial organization;
  - Secure agency support through formalized data sharing agreements;
  - Support of the regional GIS from high-level policymakers;
  - Maintaining policy committees with the authority to commit resources;
  - Each agency contributes its own agency plans and needs for regional issues through formalized committees;
  - Maintain a designated coordinating entity for project coordination and effort (LCOG fills this role).

The CPA and GIS Appendix were put into force in September of 2000 and the terms of those agreements have not been augmented or amended since that time.

The Regional Geospatial Effort

The CPA was not the origination of a regional geospatial effort within Lane County. It was a further formalization of existing efforts. The CPA was written in a broader context to focus on several information technology issues with GIS being but one area of focus. Appendix A (GIS/Common Mapping/RLID Agreement) takes a step in identifying the geospatial identity of the regional GIS. LCOG was named as the regional coordinating entity and has remained so throughout. However, the specific functions, activities, technology, and duties have changed over time. Therefore, this project is more than identifying alternatives to the CPA. The CPA is just the framework for an agreement. In a bigger sense, this project is examining all regional geospatial efforts in the region and proposing a regional geospatial program that might still be governed under a new CPA. Therefore, it is instructive if not imperative to examine further the history of the regional geospatial effort in the region and the services being provided today by LCOG.

Leading GIS publications and GIS studies often state that as much as 90% or greater of the information processed by local governments and utilities has a geographic component. After decades of growth, the geospatial landscape in the Lane County region has become very complex, with many users and applications. The Lane County regional geospatial program is one of the most successful and advanced cooperative mapping efforts in the country. This joint effort was initiated 25 years ago, even before the CPA was created. Even before the official "Common Mapping" partners group was formed, local governments in Lane County have been cooperating in geospatial development for the past 40 years.

This project is designed to advise on a new geospatial agreement for the region, most likely through a new CPA. The foundation for what is being accomplished today is important in constructing a new agreement. In that context, the following sections trace the history, vision, and activities of the geospatial effort in the region as it applies to the CPA. This will then serve as the groundwork for the tasks and responsibilities that may be included in a new CPA.

Historically (pre-CPA), a Common Mapping Steering Committee (CMSC) was established as a coordinating body to advise and coordinate geospatial activities for the region. The CMSC gave oversight to the creation of a comprehensive plan to create a strategy for the regional GIS effort. A document titled, "Geographic Information System Management Strategy", was created in 1993 under the direction of the CMSC and updated numerous times. This document laid the groundwork for officializing the management of GIS for the region. Also, the CMSC was the logical leadership team to fill the role of the Regional Geographic Information System (GIS) team identified in the CPA. After the CPA, the CMSC was renamed the Regional GIS Steering

Committee and the regional strategy was updated in the *Regional GIS Management Strategy 2001-2004* document. This document was critical to the establishment of the regional GIS framework and identifying key service areas that are the foundation of the regional GIS effort. These documented functions have become the foundation for the actions taken towards the overall regional geospatial effort as officialized within the CPA.

Regional GIS Management Strategy 2001-2004 Document

The stated purpose of this document was, "to provide the Regional GIS Steering Committee members with the broad-based vision needed to achieve a coordinated, automated mapping, facility management, and geographic information system (GIS)." The vision/mission of the Lane County Regional GIS was created as follows:

> *"The Lane County Regional GIS will support commonly defined geographic information, integrated with traditional and available data, making such information easily accessible throughout the system. The aggregate system will be a) flexible in its functionality and design to meet individual agency needs, b) will be supported internally with education to achieve optimal usage and satisfaction at all levels, and c) will be consistent with the computing directions at both the regional and agency level. The system will be cost effective and affordable for the Region and supported by a fair funding methodology understood and agreed to by all participants."*

This document focuses on the following issues as they relate to GIS. These guiding issues embrace the CPA and further articulate the specifics of the regional geospatial cooperative effort. The strategy focused on the following germane topics:

- **Personnel;**
- **RLID Organization;**
- **Regional Technology Plan;**
- **Data Development and Maintenance;**
- **Data Responsibility Plan;**
- **Application Development Plan;**

- **Financial Plan.**

The strategy recognized that the future growth and success of the regional GIS was contingent on the partner agencies making significant investments in staff capacity, capabilities and awareness in order to meet the target objectives. Four categories were defined in this regard; technical users, programming support, managers and elected officials. Recommendations were developed for each identified group.

Technical Users

- **The continuation of monthly technical user group meetings;**
- **The establishment of a regional AutoCAD users' group to discuss data and other concerns.**

Application Development/Programming Support

- **Each partner agency was to provide application development support for applications and projects.**

Managers

- **Provide training for new managers on the history, evolution, and planning for the regional GIS;**
- **Ensure that managers regularly attend various GIS conferences including URISA, GIS/LIS, and others;**
- **LCOG to continue the established role of coordinating the CMSC and associated sub-committee meetings;**
- **Presentations to the Regional Executive Group (REG) pertaining to the regional GIS;**
- **Annual GIS open house for managers and elected officials.**

Elected Officials

- **Provide information through presentations and other means to elected officials in order to highlight the benefits of the common goals established for the regional GIS such as common parcel identifiers, spatial accuracy standards or the like.**

As the Common Mapping project or RLID as it is now known progressed, several foundational principles were established or confirmed and adopted by the partner agencies as the basis upon which to proceed. These included but were not limited to securing the continued support of high-level policymakers, business needs driven growth, a fair funding formula, common standards development and a commitment to provide adequate resourcing.

The strategy set out responsibilities for Regional Agencies including staffing, prioritization, coordination, points of contact and work plan development. In a similar fashion, other Agency responsibilities were developed such as committee participation and commitments to bring forward individual agency needs.

The strategy recommended a governance committee structure that featured a mix of regional and agency committees and subcommittees. At the regional level, the Regional Executive Group (REG) was mandated to provide overall policy direction for the regional GIS. The Regional Management Team (RMT) was made up of IS Department Managers to provide support the policy development functions entrusted to REG. The Common Mapping Steering Committee (CMSC) was empowered by setting the direction and managing coordination for the regional GIS. The CMSC provided monthly oversight, recommended budget levels and developed cost allocation formulas. The CMSC directs the work of several sub-committees that were to meet on an as-needed basis, including:

- **Surveyors Subcommittee;**
- **Programmers Subcommittee;**
- **Cartographers Subcommittee;**
- **Financial Allocation Subcommittee;**
- **Tax Lot Layer Committee;**
- **Address Committee;**
- **Technical Subcommittee;**

- **GIS Marketing Subcommittee.**

Rounding out the overall governance structure, several agency users or working groups were also incorporated including the City of Eugene (GeoDAG), and the City of Springfield Mapping User Group (SMUG). A schedule of key annual processes was established including budgeting, progress review and work plan development along with executive committee approval.

The Regional Technology Plan component of the strategy focused physical network structure, topology, connectivity, server operating systems, database management systems, and desktop software. The technology plan recognized the value of the investments in GIS data and the need for coordinated implementation of systems and software. The plan also stated that the number of software vendors and products is kept to a minimum to the extent that was possible. Security needs for data and related issues were also contemplated and set out.

The Data Development and Maintenance strategy focused on horizontal/vertical control standards, parcel layers, boundary files, point-based addressing and other items of common interest such as surficial and underground assets. Specific contributions from partner agencies are outlined. The desire to maintain and improve upon the existing region-wide addressing initiative (ADLIB) was expressed.

The Data Responsibility component of the strategy focused on GIS data governance issues such as the ability to share data and the maintenance of confidentiality where applicable. This component also focused on database schema management and reducing redundant duplication of data collection efforts to the extent possible.

The Application Development plan established a list of principles and a prioritization matrix to be applied to application development projects. Identified priorities included mailing label generation, emergency vehicle routing, network modeling and other applications of regional utility and interest such as CAD/GIS integration and data exchange.

Finally, the Financial Plan established guidelines for the funding of projects. Cost components were categorized as a regional, joint category or individual agency depending on the scope and purpose of the project under consideration.

Although, the Regional GIS Management Strategy document was not formally reviewed or approved by the Regional Executive Group (REG) is has been somewhat foundational for organizing the direction of geospatial technology within the region. The CPA and the Strategy document recognize LCOG as being the regional entity that is acting as the overall project coordinator and manager of the regional GIS effort. Early LCOG efforts revolved around

establishing the regional database and providing value-added services (like RLID). Over time each partner agency geospatial efforts advanced as did their needs. Internal staffing often expanded as did internal service offerings within each agency. As the regional geospatial leader, LCOG continued to offer specialized services as dictated by the needs of the region. However, those needs continued to diversify and diverge. Some of the traditional service offerings from LCOG were still needed by some organizations while others were able to do much of their own needs internally. Additionally, LCOG uses GIS for their own purposes and created its own internal LCOG Applied GIS and Data Services Strategic Plan (2009-2012).

Regional Subcommittees

A key method of soliciting feedback and input as to the geospatial needs of the region has historically been inter-agency staff-level subcommittees. They were originally the "cost centers" of the CPA and over time additional subcommittees were added to address various geospatial needs. The primary subcommittees included the following:

- **Address Subcommittee;**
- **Taxlot Subcommittee;**
- **Technology Subcommittee;**
- **Transportation Subcommittee;**
- **Land Use Subcommittee;**
- **Marketing Subcommittee;**
- **Natural Resources Subcommittee;**
- **Public Safety Subcommittee.**

These subcommittees have allowed non-GIS "content experts" to engage in the process, understand the power of geospatial activity, and buy-in to the CPA and regional efforts. Non-GIS content experts also helped to guide the development of regional datasets and other GIS support through representing agency needs and prioritization. Additionally, a number of teams have been assembled for a variety of initiatives. Teams have included:

- **RLID Database Design Team;**
- **Cartographic Design Team;**
- **Interface Design Team;**
- **AIRS CAD Project Support Team;**
- **GeoData Model Design Team;**
- **Orthoimagery Acquisition Team;**
- **Special Projects Support Teams;**
- **ArcGIS Migration Team;**
- **Data Acquisition Teams.**

As a result of budget constraints, many of the subcommittees no longer convene or convene infrequently. The *Needs Assessment Findings Report* identified that the Partner organizations value those focused committees and believe that they are an important element of the future CPA and work plan.

2012 LCOG and Regional Web Mapping Plans

The traditional focus of LCOG mapping services has been the fulfillment of standard and ad hoc custom requests. These static products have been offered in hardcopy as well as a variety of digital formats. Over the years there have been Partner agency requests and project contracts calling for the provision of interactive and web-based mapping tools but not with enough frequency and funding to dedicate developer staff or significant systems resources.

In September of 2012, a report detailing LCOG's web mapping plans was released. At that time, MapOptix software was in production to complement the tabular and reporting capabilities of RLID. Geocortex software was purchased with the goal of implementing this technology framework within RLID as RLID Maps to replace MapOptix. Consideration was given to expand the web mapping services offered by LCOG and standardize web mapping across the region. However, this initiative was never adopted, and as a result, each partner agency has gone forward with the implementation of their own solutions.

2014 Lane Regional GIS Strategic Plan

In 2014, the Lane Regional GIS Strategic Plan was created. It's stated purpose was as follows:

> "The *Lane Regional GIS Strategic Plan* presents a vision, guiding principles, goals, and strategies for sustaining the longstanding and successful multi-agency collaboration around geographic information in Lane County, Oregon. For purposes of organizing Plan content, the following themes are used: Organizational Framework, Information Access, and Outreach, Services and Support, and Implementation Approach and Methods. Recognizing the evolving GIS needs of agencies across the region the Strategic Plan is intended to be actionable and help inform the planning of regional GIS services provided through the Regional Land Information Database (RLID) Cooperative Project Agreement (CPA) and other cooperative multi-agency GIS projects and programs."

Like its predecessor plans (Regional GIS Management Strategy), this plan was never adopted by the Regional Executive Group. However, it does identify key areas believed to be important for the regional GIS effort in 2014 and was the basis for annual CPA work plans. The key elements of the 2014 plan are:

- **Vision;**
- **Guiding Principles;**
- **Goals and Strategies:**
    - Organizational Framework;
    - Information Access;
    - Services and Support;
    - Implementation Approach and Methods.

Vision

The highlights of the vision that was articulated for the enterprise reads:

"The regional GIS will continually seek timely and sustainable opportunities to leverage shared needs and resources for the greater good. The value proposition for governments, businesses, non-governmental organizations (NGOs), and citizens both within and outside of Lane County is better service for less cost through inter-agency coordination and sharing."

Guiding Principles

In order to realize the established vision, a series of guiding principles were laid out:

- **Maintain GIS services current and relevant in a changing information world;**
- **Define and monitor key performance indicators;**
- **Commit to openly and collaboratively develop, maintain, and share data;**
- **Recognize that resources are finite;**
- **Maintain an environment that fosters collaboration along with persistent and open communication;**
- **Through the above-listed principles, develop and implement a work plan to advance regional GIS goals.**

Goals and Strategies

The goals and strategies were formulated to align with the overall *Vision* and *Guiding Principles* and were organized into the four principal categories of *Organizational Framework*, *Information Access and Outreach*, *Services and Support*, and *Implementation Approach and Methods*. The intention was to monitor progress and review all goals and strategies on an annual basis and apply adjustments as needed.

The *Organizational Framework* goals and strategies were to include:

- **Leverage and expand key strategic partnerships where mutually beneficial;**
- **Implement and sustain an operational framework to facilitate local and regional GIS collaboration;**
- **Implement sustainable funding mechanisms that are fair and equitable to the participating agencies;**
- **Evaluate and refine the governance model and explore the need for charter or formal agreements;**
- **Align processes and procedures to facilitate efficient use of collaboration tools, methods, and technologies;**
- **Evaluate and optimize committee and subcommittee participation and objectives.**

The *Information Access and Outreach* goals and strategies that were established include:

- **Implement and sustain shared data standards and procedures at the regional level that incorporate metadata, applications, services, instructions, and tools;**
- **Provide data that meet customer needs in a cost-effective manner;**
- **Adopt, promote and maintain transparent and open regional data standards where appropriate to support data sharing and accessibility to partner and non-partner agencies such as OGIC, FGDC, ASPRS;**
- **Develop map and imagery service standards and publishing plan as well as the engagement of non-partner agencies in participation in remote sensing and other data acquisitions on an annual basis.**

The goals and strategies defined for *Services and Support* category included:

- **Target regional GIS services and support to maximize operational efficiencies that align with the identified needs of the partner agencies;**
- **Provide sustainable and high priority services with clear value to the participating agencies that also capitalize on economies of scale through centralized data operations;**
- **Coordinate and facilitate sharing and exchange of regional information, knowledge, and services to advance opportunities to promote regional priorities;**
- **Develop metrics to monitor regional GIS usage and fairly allocate costs;**
- **Prioritize high-value and widely shared data for central acquisition and value-added processing (e.g., Census, employment);**
- **Coordinate efficient development of regionally shared web map, imagery, and data services and emphasize the delivery of high-value and widely shared data.**

For *Implementation Approach and Methods,* the goals and strategies outlined included:

- **Collaborative development of the annual work plan;**
- **Annually identify gaps between regional GIS needs and CPA services;**
- **Periodically develop and maintain near-term implementation actions;**
- **Identify and prioritize actions that implement the strategies and goals of the *Strategic Plan* and regularly review them for consistency with regional priorities.**

The plan also identified target dates for the completion of specific items in support of the plan goals and objectives as follows:

- **Conduct a near-term gap analysis of CPA services by March 2015;**
- **Develop an initial implementation plan while considering the available resources by July 2015;**
- **Determine if formal agreements and agency adoption are necessary by July 2015;**

- **Produce a regional orthoimagery and Lidar data acquisition plan by January 2015;**
- **Identify and implement actions to make regionally shared data jurisdictionally transparent and consistent by 2018.**

A commitment to review and periodically updated the implementation strategies and goals to assist in monitoring and sustaining efforts to achieve the objectives of the plan was also stated.

Annual LCOG/CPA Workplan

Each of the proceeding documents has been foundational. The CPA, together with the RLID Appendix serves as the framework for the regional geospatial initiative. However, the existing CPA is very light on details other than structure and much of that structure is no longer in place nor acting to govern the CPA from an annual strategy basis. The Regional GIS Management Strategy (2001-2004), LCOG and Regional Web Mapping Plans (2012), and the Lane Regional GIS Strategic Plan (2014) are all documents that have allowed the regional GIS Coordinators and other key staff to refine their common vision and desired strategy. However, none of these plans have been adopted by the Regional Executive Group. Therefore, they act as a guideline for LCOG in organizing the annual CPA effort and accompanying work plan, but nothing further has been agreed upon by the REG as being a part of the binding agreement or a move-forward vision. Therefore, the annual LCOG/CPA Workplan is the tactical document for propagating the CPA. This work plan is presented annually to each of the CPA Partners for feedback and signoff. This then becomes the work plan for the year. No ongoing executive review is in place to refine the overall CPA effort. Thus, the need for this study and restructuring of the CPA.

It is important to review the latest Workplan as it reveals the services provided by LCOG as part of the CPA. The FY2019 Workplan is organized using the headings:

- **Introduction;**
- **Shared Regional Systems;**
- **Shared Data Maintenance;**
- **Regional Coordination;**
- **Regional Projects;**
- **Budget Summary Appendices:**
    - A – FY2019 RLID Systems Overview;

- B – Regional GIS Strategic Plan Goals and Strategies Summary;
- C – RLID Budget Summary & Partner Cost Shares.

Introduction

The Introduction of the FY2019 Workplan ("the Plan") includes several key statements that reaffirm the benefits of the regional approach to planning, service delivery, and the regional partnership:

"Rather than lessen the importance of the CPA, successful development of GIS among the respective partner agencies has made continuation of collaborative regional work under the regional agreement all the more important.

- **The need for consistent high-quality data throughout the region argues for greater cooperation and sharing rather than costly redundant data development and maintenance;**
- **The presence of highly skilled and knowledgeable GIS staff across the five partner agencies points to greater benefits to all from collaboration;**
- **The high costs of developing and maintaining potentially redundant GIS systems, the existence of common standards across the region, and the facility of sharing map and data services in today's web-focused environment further underscore the value of the partnership.**

Finally, strong and growing demand for support puts a premium on judicious application of stretched GIS resources to priority agency projects and highlights the value of leveraging regional resources and systems like RLID to enhance partner agency GIS offerings throughout the region."

Identified Priorities

The Plan outlines several FY2019 priorities including:

- **CPA partnership design & development;**
- **Maintain RLID data warehouse, website, and GIS data integration processes;**

- **Advance RLID ASP.Net website migration;**
- **Develop RLID marketing/branding plan;**
- **Maintain shared addresses, boundaries, and metadata;**
- **Regional GIS strategic planning;**
- **Regional imagery acquisition project and LiDAR data acquisition planning;**
- **Coordinate regional and partner agency GIS metadata Geoportals development.**

Regional Systems and Support identifies additional priorities including:

- **RLID data warehouse;**
- **Shared regional servers and systems;**
- **Regional imagery, geodatabases, and other integrated/enhanced data;**
- **RLID website and user support;**
- **Shared data services and extracts;**
- **Esri ArcGIS for Server software upgrades/shared license administration;**
- **RLID program management and regional GIS coordination;**
- **CPA partnership development facilitation.**

Projected Staff Effort and Work Items

The Plan sets out a list of staff that will work to implement the stated goals and objectives. Overall staff effort is estimated at 3.8 full-time equivalents (FTE) to complete the following plan related work item, expenditure, activity or plan maintenance item:

- **Hardware / Software Fund;**
- **RLID Data Warehouse;**
- **RLID GIS Data and Systems;**

- **RLID Website;**
- **RLID User Support;**
- **Master Site Address File;**
- **Shared Regional Boundaries;**
- **Regional Metadata Content Maintenance;**
- **RLID Program Management;**
- **Regional GIS Coordination;**
- **CPA Partnership Redesign;**
- **Orthoimagery and LiDAR Acquisition Projects.**

Work Item Worksheets

Each category as listed above contains a worksheet for each identified work item or planned project under the Plan that lists out the following:

- **Purpose – A description of the overall purpose of the work item or activity;**
- **Products – Work item products or outputs;**
- **Services – Services to be delivered to develop or create the products;**
- **FY2019 Focus – A high-level statement of the goal and/or object of the work plan item;**
- **Strategic Plan – Ties each work item to Goals and Strategies set out in Appendix B Regional GIS Strategic Plan Goals and Strategies Summary;**
- **Staff Contacts – Staff that are responsible for the specific work item;**
- **Budget – The established budget for the work item and any change in % from 2018.**

The Plan is currently in effect to guide the ongoing investments in service delivery improvements.

Gaps in the Existing CPA and Agreements

In essence, the CPA itself is a framework and apparatus for a regional partnership. For the most part, the details of the official partnership agreement have changed radically since its last signatory date in September of 2000. The following are overall general statements about the existing CPA that should be addressed in a new CPA:

- **Eliminate groups and services that no longer exist (AIRS and RIS);**
- **Make the new CPA a regional geospatial agreement. The original document was much bigger and served to establish a variety of regional services.**
- **Revisit the management structure of the CPA. Currently, it has devolved into an annual work plan approved by the regional GIS Coordinators and then approved by appropriate executives in each of the organizations;**
- **Restate a new purpose, vision, goals, and objectives of this new geospatial CPA;**
- **The recitals section will need reworking based on the focus of a geospatial agreement but with consideration that services like RLID encompass more than geospatial elements;**
- **The definitions section will require a rework based on the changes over the past two decades;**
- **The general provisions section will need to be reworked to focus exclusively on a geospatial agreement;**
- **The GIS/Common Mapping/RLID Agreement appendix is a starting point for the details of the services that should be included in a new CPA;**
- **Address how the work plan will be managed for the geospatial CPA;**
- **Address how the CPA will be revisited annually for a group of executives to ensure that it remains sustainable and correctly aligned with the overall regional vision.**

Overall, the CPA needs a total overhaul and will be addressed in this document. The new geospatial CPA should be a multi-part agreement to include the baseline agreement details

outlined above and as an appendix a plan of execution and service list which should be revisited annually.

Summary of Key Findings

This project has progressed through several discovery phases in order to understand the needs and concerns of the Partner Agencies. Additionally, the other reports identified a host of potential focuses for consideration within a new CPA. As previously stated, the *Needs Assessment Findings Report* brought to light the following overarching challenges, needs, and opportunities:

- **Lack of Awareness – low to no awareness of the current bundle of CPA service offerings;**
- **Changing Landscape – increased capabilities among key partner tier members;**
- **Data Management – duplication and data quality concerns;**
- **Funding – an insufficient and unsustainable funding model;**
- **Workload – pulled in too many directions at once;**
- **Technology and System Architecture Renewal – technology and hardware at end of life;**
- **Resilience and Succession – staff issues;**
- **Governance – the diminished effectiveness of the current approach to governance;**
- **Training, Education and Knowledge Transfer – insufficient investments in this area;**
- **LCOG Regional Center of Geospatial Excellence – opportunities to realign service delivery;**
- **Additional Regional Data Aggregation – opportunities to develop new products and services.**

It is important before making recommendations for a new CPA, to revisit and prioritize the specific priorities/needs identified by the Partner Agencies. The following are a set of summarized needs based on priority as follows:

- **Priority One Needs – those needs that are absolutely required to sustaining a regional geospatial effort, without which the regional geospatial effort would have no need to be sustained;**
- **Priority Two Needs – those needs that were identified by numerous agencies as desirable and are important to the growth and sustainability of a regional geospatial effort;**
- **Priority Three Needs – those needs that expand the core of the current CPA effort and have the potential to fundamentally change the direction of the effort. These needs are not mandatory but are desired.**

The following is the priority list to guide the CPA alternatives. These are specific CPA items and do not include CPA structural items discussed previously. Of key importance is buy-in of the CPA by organizational executives and not just the GIS Coordinators group. The importance of regionality must be addressed with decision makers to ensure buy-in. Workshops should be conducted to help with these decision-makers to ensure they fully understand the benefit derived from a new proposed regional agreement. This should not be the decision of the GIS Coordinators but a collective decision of organization leaders that they want to continue to pursue and fund a regional geospatial program.

Priority One Needs

The following needs are absolutely required in order to ensure the continued operation of a regional geospatial effort:

- **Funding Model – the inclusion of a funding model that is understandable and amenable to the participating agencies (this will be addressed in the next phase of this project).**
- **Formation of a renewed executive oversight team that guides the CPA instead of this being relegated to the GIS Coordinators. A responsibility of this executive oversight team will be a review of the CPA on a more frequent and consistent basis. An option for the CPA is to extend the agreement from the current annual model to a multi-year model, such as three- or five-year increments. This is another example of a task that the executive oversight team would be responsible for evaluating.**
- **The GIS Coordinators Group should continue to meet to ensure that updates are being provided to every agency, that voices are being heard, and that collective decisions are being made.**

- **LCOG needs to continue to be the administrator of the CPA and provide staff resources to lead the regional effort.**
- **Bi-annual workshop(s) for regional executives to give an overview of services provided through the new CPA with a focus on return-on-investment.**
- **Workshop(s) open to all partner agencies, RLID members, and the community that focuses on the value added and value proposition of a regional geospatial effort. Without this level of visibility, the entire regional effort may lose its support. Additionally, these types of workshops force introspection, innovative thought, and if well executed – buy-in from the community.**
- **RLID – this was uniformly agreed upon by all organizations to be one of the most highly valued components of the CPA. RLID is used extensively throughout the region and is a pillar of the regional geospatial effort.**
- **RLID rewrite – the current RLID application was written over many years and utilizes technology that needs to be modernized. This is a significant undertaking and will require funding. Without this commitment to a revamped RLID, the current application will soon outlive is viability. A full requirements analysis will need to occur before the rewrite of RLID begins, but an item that was frequently discussed during interviews was a desire to easily access RLID on mobile devices.**
- **Physical infrastructure – the physical infrastructure supporting RLID is outdated. Acquiring new hardware and software to support RLID is mandatory. Efforts are underway to upgrade the infrastructure. An infrastructure line item needs to be added to the new CPA for a more consistent upgrade of infrastructure.**
- **IT/GIS Cross-training – currently, there is a gap of knowledge between the GIS and IT teams at LCOG. It is critical that the GIS staff fully understand the IT components that make up the GIS infrastructure and conversely, the IT staff should understand the GIS components. This cross-training must occur for GIS to continue to be successful. New GIS enterprise architecture is more reliant on highly available systems now more than ever before.**
- **Asset Management Plan – to ensure that sustainable funding and resources are in place to facilitate asset and infrastructure renewal as and when needed.**

- **Central Data Warehouse – maintain the hardware and software for a regional central data warehouse of shared geospatial data. The Partners will continue to contribute to this warehouse and LCOG will continue to administer the warehouse. LCOG will continue to acquire state, federal, and other data sources and make them available through the central data warehouse as well.**
- **Regional GIS Software – LCOG should continue to act as the broker of GIS software for the region in order to ensure that the region can leverage opportunities of scale and optimize software costs. LCOG should continue to coordinate meetings and discussions with Esri regarding licensing topics. A component of the Voice of the Customer survey (Priority Two) should be identifying if users GIS licensing needs are being met. Following the outcome of the survey, this must be reviewed by the GIS Coordinators to identify how to fill any gaps that are identified. Alternatively, agencies may decide to acquire their own software based on licensing requirements from Esri or preferences.**
- **Public Safety – continue to act as the maintainer of critical public safety layers for the regional 911 center.**
- **Coordination of Aerial Surveys – LCOG should continue to oversee the coordination of the acquisition of digital orthophotography for the region. LCOG should also lead regional efforts to collect other desired datasets, such as LiDAR.**
- **Master Data List – maintain a master data list that is easy to access and understand. Ensure all users, not just the GIS Coordinators, are aware of the master data list and how to access it. The onus is on LCOG to maintain this master data list, but the metadata tied to each data layer is the responsibility of the data steward, which in some cases may be LCOG. A MDL currently exists and should be further promoted and revisited with a focus on ease-of-use.**
- **Service Catalog – develop, publish and maintain a service catalog.**

  - There was an overall lack of clarity of the services provided by LCOG through the CPA. A complete list of agreed-upon services needs to be created in a format that is understood by a layperson. This document should be updated annually to reflect the work plan. Clear definitions of the responsibilities of the Partners should be defined as well. During various interviews, several staff from each Partner agency commented that they were not aware of the CPA or its contents. It is imperative that all staff within each Partner agency are provided some background on the CPA and provided

a copy of the new version once it is established. This should be an effort driven by each GIS Coordinator within their respective agency along with an LCOG representative.

- **Ratify and maintain regional geospatial vision, goals, and objectives.**
- **Continue the process of developing an annual work plan. This work plan should include a breakdown of how the CPA funds are being spent. Additionally, an update should be provided, at least quarterly, to all stakeholders which denote progress that has been made and any deviations from the original work plan. It should also include a budget update, noting what has been expended and the planned disbursement for remaining funds.**

Priority Two Needs

These items were identified by numerous stakeholders as desirable and important to the continued growth and sustainability of the regional geospatial effort:

- **Sub-Committees – there was a desire to reestablish subcommittees as a core function of the CPA.**
- **Knowledgebase – maintain a help-desk and knowledge base accessible by all agencies.**
- **Master Plan – ratify a master plan for the regional geospatial program and update the plan annually.**
- **Grants and Funding – allocate resources to pursue grant and external funding. This should pay for itself and help offset costs for the program.**
- **Software – expand the software licensing pool to include more extensions and promote collaborative programs using these extensions.**
- **Metadata – create and promote a consumer-friendly metadata platform so that everyone in the region can easily understand the regional geospatial assets. Continue the process of developing an annual work plan. This work plan should include a breakdown of how the CPA funds are being spent. Additionally, an update should be provided, at least quarterly, to all stakeholders which denote progress that has been made and any deviations from the original work plan. It should also include a budget**

update, noting what has been expended and the planned disbursement for remaining funds.

- **Open Data – development of a regional Open Data collaborative platform (like ArcGIS Hub) to further regionalize data and encourage the community to participate.**
- **Annual Voice of the Customer Survey – an annual survey needs to be administered to CPA participants to gauge satisfaction and further identify priorities. An annual report should be created and made available. Additionally, a version of the survey should be sent to all RLID subscribers. As with the survey developed for this project, there will be a need for different versions for different groups.**
- **KPIs – maintain and update an annual list of KPIs to guide the regional geospatial program. Driving this update should be the Annual Voice of the Customer Survey.**
- **Regional Alignment Study – annual review of each organization's stated goals and objectives and create a report as to how the regional geospatial effort is helping achieve those goals.**
- **Currently, there is not a concerted effort among the Partner agencies during an emergency event. There is an opportunity for LCOG to assist within the EOC during an event and corral the efforts of each agency from the perspective of GIS. Coordination of remote sensing programs – LCOG should continue to oversee the coordination of the acquisition of aerial photography, LiDAR and any the development of derivative products for the region.**

Priority Three Needs

The following needs will expand the core of the current CPA effort and have the potential to fundamentally reshape the direction of the effort:

- **One-off services – these are project services provided by LCOG to assist agencies in specific projects. This is not a core component of the CPA and should be treated as an add on service provided by LCOG for additional funding. This is an existing service.**
- **Provide additional coordination of remotely sensed data to include drone photography, satellite image products, and other remote sensed products and services.**

- **Act as the regional incubator of more widespread use of geospatial technology throughout the region to include promoting a regional Open Data initiative (Priority Two) and promoting software tools for further use of geospatial tools region-wide.**
- **Marketing to new users – provide time (through funding) to promote the regional geospatial effort to non-CPA members (RLID subscribers) through formal promotional efforts. There were several comments regarding the need for RLID within the real estate community. This should be further explored through these marketing efforts. Similarly, with a new CPA, new Partner agencies should be explored and considered. This should an ongoing effort in perpetuity.**
- **Regional Center of Excellence – this is a reinvention of the regional effort to focus more on innovation and new services. Although included as priority three needs, they would become priority one needs if the second CPA optional model is adopted. An important component of becoming a Regional Center of Excellence is remaining current on technology and trends. This will require LCOG staff to continually learn and train on new tools and processes and pass this knowledge on to all key stakeholders. Furthermore, in the past, LCOG would test and analyze new GIS software, specifically from Esri, and inform the Partner agencies if it is ready for a production release. This should be part of the Regional Center of Excellence effort at LCOG.**
- **Regional Training Center – as part of the center of excellence, fund a full-time training, education, and knowledge transfer curriculum focused on the specific collective needs of the region.**
- **Regional Collaboration Incubator – implement and promote collaboration tools like Slack, CivicsPlus, and/or other tools to encourage regionalization and collaboration.**
- **Spearhead More Regionality – act as the coordinator of regional geospatial projects to include candidates such as economic development, parks and recreation, capital improvement projects, environmental, land use, public health, and new transportation projects.**
- **Annual Data Assessment – perform an annual data veracity report to identify gaps and areas for improvement.**

Introduction to the Two CPA models

A primary objective of this project is the creation of two alternative Cooperative Project Agreements (CPAs) for consideration by the Partner Agencies. Each of the proposed models can readily be augmented to include or exclude various components. Additionally, the selected model should become a living document that is revisited every few years for evaluation and augmentation.

Model Options

Regional geospatial programs are very relevant today. Most progressive regions include a regional geospatial program. These regions pervasively employ innovative uses of geospatial technology. This results in a region that is better positioned to make informed and insightful decisions that have positive outcomes and help to ensure that the region remains competitive. Regions that do not have a strong regional geospatial program experience regional myopia that deliver programs that are siloed and are inwardly focused. These siloed organizations do not leverage economies of scale and in general, are less able to serve the holistic needs of the community. Regional geospatial efforts typically take on two general types, 1) a regional data hub focused mainly on housing a central warehouse and leveraging the expertise of the community of users and 2) regional centers of excellence that have taken the next step of adding significant value beyond the typical data and software warehouse. These agencies focus as incubators of innovation and provide advanced analytical and visualization services. The following models fit within these general guidelines. Model 1 is an extension of the current regional data/technology hub model and Model 2 focuses on a center of excellence model.

Model 1 – Regional Distribution Model

This model focuses on extending and enhancing the current CPA model in place at LCOG. Critical services are identified, with a focus on the data warehouse. Additional services have been identified in Priority 1 and Priority 2 lists on the previous pages. Some of the Priority 2 items can be removed if Partners do not feel they are of significant value to fund. However, based on interviews it is important to reinvent and relaunch the CPA to include a list of reworked services.

Model 2 – Center of Excellence Model

This model includes all of Model 1 and extends the model to include a number of innovative services, effectively expanding the regional geospatial program into new service areas. All of the Priority 1-3 items are included in this model. Because of the addition of new services this model will require an expanded funding model. Key functions of a center of excellence are discussed in the following paragraphs.

A Center of Geospatial Excellence will provide leadership for the development and implementation of a shared vision for location intelligence services and supporting technologies using accepted industry best practices. In this regard, the Center will endeavor to deliver cutting edge/sustainable location intelligence services and technology for and across the Partner jurisdictions. The Center will also be positioned at the forefront of geospatial service delivery policy development and will lead the planning, development, and delivery of geospatial, open data and application services to Partner business units, external organizations and the public.

The center will work in cooperation with agencies in order to direct the development of the Regional Geospatial Strategy and Roadmap that may include an Open Data Master Plan. Service delivery will focus on the development and sustainment of land-based data that meets Partner business requirements for data quality, currency, and completeness.

The center will play a key role in directing the continuous building and sustainment of an Open Data program through the enablement of information access to the open data community, Partner agencies and the public, along with the continuous building and sustainment of the Regional Geospatial Environment for uninterrupted, high-performance access for Partner business systems and the public. This should involve the implementation of Operational Level Agreements (OLAs) among the Partners along with negotiating, monitoring and maintaining Service Level Agreements (SLAs) with internal and external clients to formalize the provisioning of digital technology services and business applications services.

The Center for Geospatial Excellence will provide visionary services and spearhead new projects on behalf of the Partner agencies that may include new technology such as drone supplemental imagery programs and smart device/smart city programs. Innovative collaboration tools will be implemented to ensure that all member agencies are in a continuous collaboration loop. Additional regional geospatial projects (economic development, capital improvement projects, public health, etc.) would be administered through this program. This program should have at least a ½ full-time equivalency position focused solely on attaining grants to sustain this model. An organization like the Research Triangle Institute (http://www.rti.rog) employ thousands of staff based on a funding model that is almost totally driven through grants. A quick search on their website using keywords like GIS or geospatial identify a wealth of grant-funded projects they have completed with a geospatial focus.

Many regional geospatial programs are being reinvented to embrace the far-reaching and significantly advanced nature of geospatial technology. For example, the Region of York in the Province of Ontario, Canada serves a population of 1.1 million. The Region has a longstanding regional geospatial program that was mainly focused on a central data warehouse and related services. However, they realized that with their partner agencies developing their own skillsets that a new model was necessary. To that end, they have relaunched their program as the Region of York Data Analytics and Visualization program. This team administers and coordinates a geospatial collaboration partnership (YorkInfo Partnership) comprised of the nine local municipalities, two school boards, and two conservation authorities. They still provide central data warehouse services but have expanded their program to focus much more on advanced data analytics and services around how this data can be used in a regional context. It would be wise to conduct a study on the top 20 regional geospatial programs to identify what works and what does not with a focus on those that have changed their service offerings from a data warehouse model to an innovation model. Insight in how the utilize grants and their funding models would be very beneficial.

Regional Geospatial Cooperative Project Agreement

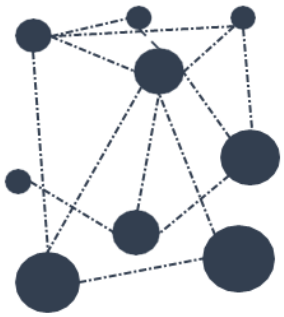
Both of the proposed models will require an agreement template. The existing template has been used as a starting point but heavily revised. One key element of the new template is abandoning the original intent of the agreement as being a guiding document for a number of technologies in the region. Instead, this template is written and retitled as a Regional Geospatial Cooperative Project Agreement. This new title is indicative of how regional service delivery has evolved. Centrally managed IT and telephony services are no longer pertinent to this agreement as they are now managed under different models. In light of this, regional geospatial technology efforts are arguably more important today than they have ever been.

First and foremost, each agency that signs on to the new regional model needs to understand the value of geospatial regionalism. Once they understand that value and conceptually agree with the need to maintain the effort, then the specifics need to be decided upon. As mentioned earlier in this document, agencies need to see the value in not being siloed and leveraging the collective skill set of all agencies in the region. Progressive communities are extending their regional models to be more far-reaching and to include more services. Key to the success of the LCOG led regional effort is educating the region as to why regional geospatial services matter and the value they bring to the region. Therefore, an ongoing education component is a bedrock for both of these proposed models.

Regional Geospatial Cooperative Project Agreement Templates

The existing CPA agreement was used as a guiding document but has been very heavily revised. The templates reflect recommendations made throughout this document. The included Vision, Principles, Goals, and Strategies originates from the 2014 Lane Regional GIS Strategic Plan and they have been augmented to better encompass this agreement. A local attorney should review the agreements to ensure that Oregon laws and statutes are obeyed and that the specifics within the General Provisions section of the agreement are enforceable. The initial sections through the end of Appendix A will apply to both models with slight variations. Different Appendix A's will address further specificity of each model. The following optional models are intended to be all-inclusive. The documents have been structured to form a complete CPA agreement. In this regard, they incorporate the same form and background terms of the original agreement they are derived from. High-level governance has been detailed in the proposed agreements. Governance and funding will be dealt with in more detail in Phase III of this project.

Lane Council of Governments



COOPERATIVE PROJECT AGREEMENT

Regional Geospatial Cooperative Partnership Agreement

REGIONAL DISTRIBUTION MODEL

Geographic Technologies Group

REGIONAL GEOSPATIAL COOPERATIVE PARTNERSHIP AGREEMENT

The purpose of this agreement is to form a partnership of agencies who believe that a regional geospatial program enables member agencies and the region to collectively leverage geospatial technologies for the betterment of their organization, constituency, and the region. By executing this agreement, the signatories agree to support, contribute to, and participate in the regional geospatial program as identified in this document and the services outlined in Appendix A. The parties to this agreement are as follows:

- **Lane County, a political subdivision of the State of Oregon;**
- **City of Eugene, a municipal corporation of the State of Oregon;**
- **City of Springfield, a municipal corporation of the State of Oregon;**
- **Eugene Water & Electric Board, a public utility;**
- **Lane Council of Governments, an association of governments.**

The Parties agree to all of the terms of this agreement and the attached Appendix.

Parties to the Agreement

Recitals

Oregon Revised Statutes Chapter 190 provides that local governments may enter into agreements for the performance of any functions and activities that any party to the agreement, its officers or agents, have the authority to perform.

The sharing of geospatial resources and expertise results in benefits to the Partners, the region, and to the public.

The Partners hereby express their determination to continue to plan and operate a shared geospatial database, to optimize geospatial software resources, leverage collective expertise, and participate in a regional geospatial program.

It is understood that each Partner has its own geospatial expertise and resources and intends on participating in a regional program as a way of extending their own program through shared data and shared expertise.

The terms "Partner" and "partnership" are used in this Agreement to denote a cooperative relationship involving shared costs, risks, and benefits, and not to define a legal partnership as that term is defined under Oregon law.

Governance

REGIONAL GEOSPATIAL EXECUTIVE TEAM

This agreement calls for the establishment of a Regional Geospatial Executive Team, hereinafter "RGET". RGET should act as the policy board for the Regional Geospatial Cooperative Partnership, hereinafter "RGCP" and to function pursuant to the authority of this agreement. It is comprised of the Chief Executive Officers of the City of Eugene, the City of Springfield, Lane County, EWES and LCOG, and any future Partner agencies.

The RGET should guide the regional geospatial effort. The RGET should be relied upon to guide the geospatial program from an executive level with a purview of the specific concerns of their own organization while considering the value of regionality. The RGET must consist of executive level staff. The main function of RGET is to ensure that the geospatial program is implemented and that the collective regional goals and objectives are being met. RGET should provide critical, high-level commitment to investment in a regional geospatial program. Each member of RGET will gain an understanding of the technology and feel some ownership in the regional geospatial program. These high-level participants will be indispensable during visioning, budgeting, and each member will serve as a champion for the regional geospatial program within his or her own organization.

RGET should:

- **Make it a priority to attend the meetings;**
- **Meet semi-annually to guide the further implementation of the geospatial program;**
- **Focus on the high-level direction of geospatial technology for the region;**
- **Include the LCOG Geospatial Program Manager;**
- **Be comprised of high-level executives from the Partner organizations;**
- **Receive formal presentations from the LCOG Geospatial Team and key organizational GIS Coordinators as to the direction and needs in regard to the regional geospatial effort;**

- **Participate in an bi-annual workshop for regional executives focused on an overview of services provided through the CPA with a focus on return-on-investment;**
- **Decide priorities founded on available funding and overall needs of the region based on the needs identified from the regional GIS Coordinator's Group;**
- **Receive an annual alignment report focused on how the geospatial effort is assisting in meeting the published goals and objectives of their organization;**
- **Give executive insight into the needs of their organization in regard to geospatial technology;**
- **Approve the annual work plan;**
- **Nurture the regional geospatial effort within their organizations.**

RGET should not:

- **Meet at a frequency that is burdensome and unproductive;**
- **Discuss the nuances of the geospatial program such as specific hardware, software or the like;**
- **Be turned over to non-executive level staff, which would defeat the purpose of RGET;**
- **Become a venue for advancing the individual goals of an organization over the overall goals of the region-wide needs.**

MEMBERSHIP OF THE RGET

The membership of the RGET shall consist of the Chief Executive Officers of the City of Eugene, the City of Springfield, Lane County, EWEB, and LCOG.

An RGET member may designate a person to represent the member at an RGET meeting. This representative should be an executive level staff person or elected official. The GIS Coordinator or other GIS staff person for the Member agency cannot be this representative, as the Regional GIS Coordinator Team is designed for Coordinator level business. The RGET can appoint additional members to the RGET, based on the consensus of the RGET members, by amending this agreement.

RGET Officers

There shall be a Chair and a Vice-Chair of the RGET. The Chair and the Vice Chair shall rotate annually beginning in July of each year using the following rotation list:

- **Eugene Water & Electric Board;**
- **City of Springfield;**
- **Lane County;**
- **Lane Council of Governments;**
- **City of Eugene.**

The Vice-Chair shall be from the agency which follows the Chair on the rotation list. In the event that the Chair position is vacated during the calendar year, the Vice Chair shall assume those duties and the next person in rotation shall serve as Vice Chair.

Meetings

The RGET shall meet at such times and places as may be designated by the RGET Chair, provided that at least one meeting shall be held in a fiscal year.

All meetings of the RGET shall conform with the Oregon Public Meetings Law (ORS 192.610-192.690).

Decision Making

Decisions shall be made at meetings where there is a quorum. A quorum shall consist of a majority of the RGET membership. Decisions shall be made by consensus. The consensus is reached when all RGET members present at a meeting accept and support the decision. RGET members may send designees who are empowered to make decisions on their behalf.

Authority

The RGET shall have the authority granted by the parties to this agreement.

REGIONAL GIS COORDINATOR'S TEAM

The Regional GIS Coordinator's Team, hereinafter "RGCT" is established to coordinate the implementation of RGET directed policies and work plans, coordinate regional planning and sharing of geospatial data and expertise, and collectively give expert advice in regard to the Regional Geospatial Cooperative Partnership. The RGCT should be comprised of the lead geospatial staff person from each of the Member Agencies. RGCT should:

- **Meet quarterly at a minimum;**
- **Advise the LCOG Program Manager of the regional needs of their organization;**
- **Maintain a regional strategy document identifying the goals of the regional geospatial effort;**
- **Consider how best to leverage geospatial technology for the betterment of the region;**
- **Contribute to the development and review of the annual work plan;**
- **Give their RGET member updates as appropriate;**
- **Support the LCOG Program Manager with RGET presentations and reports as needed;**
- **Incubate and promote regional geospatial innovation;**
- **Socialize the regional effort within their own organization;**
- **Utilize a regional help desk and any regional collaboration tools that are implemented;**
- **Contribute appropriate data to the regional geospatial warehouse;**
- **Lend technical expertise as merited for the regional geospatial effort.**

RGCT should not:

- **Be a venue to promote specific organizational goals over regional goals;**
- **Be turned over to other geospatial staff from their organization.**

MEETINGS

The RGCT shall meet at such times and places as may be designated by the LCOG Program Manager. The Program Manager shall chair the meetings.

All meetings of the RGCT shall conform with the Oregon Public Meetings Law (ORS 192.610-192.690).

REGIONAL LAND INFORMATION DATABASE (RLID) SPECIFIC PROVISIONS

One of the foundations and core services of the RGCP is the Regional Land Information Database (RLID). Because of its prominence and the desire to maintain and propagate RLID, this Appendix has been created to specifically address the RLID program. RLID is to be considered a core function of the RGCP. The RLID program was designed to achieve the following:

- **Support commonly defined geographic information;**
- **Integrate with traditional and available data, making such information easily accessible throughout the system and to Partners and Members;**
- **The system will be consistent with the computing directions at both the regional and agency level;**
- **The system will be cost effective and affordable for the Region and supported by a fair funding methodology understood and agreed to by all participants.**

A primary purpose of RLID is to be a regional asset that housed various geospatial datasets in a regional context with a variety of value-added derivative data maintained by LCOG. RLID data and efforts of the Partner agencies should adhere to the following:

- **Data will be shared between Partner agencies, with the agreement that Partners will share data at no charge except the additional cost of providing access;**
- **Maintain a shared common database that integrates all commonly used data from the various decentralized data creation processes of the Partner agencies;**

- **Capture data only once at the lowest or smallest level needed as part of a business function;**
- **The regional data will always include the best data available;**
- **Data currency will meet all participant/user needs to the maximum extent possible;**
- **Encourage the redesign of existing data and systems to be consistent with regional data standards to improve data quality and data sharing;**
- **State and Federal data guidelines and standards shall be adhered to whenever possible.**

REGIONAL GEOSPATIAL COOPERATIVE PARTNERSHIP

Vision, Principles, Goals, and Strategies

The following vision, principles, goals, and strategies identify the overall purpose of the regional geospatial effort and should act as guidelines for the RGCP.

Vision

The Regional Geospatial Cooperative Partnership will continually seek timely and sustainable opportunities to leverage shared needs and resources for the greater good. The value proposition for governments, businesses, non-governmental organizations (NGOs), and residents both within and outside of Lane County is better service for less cost through inter-agency coordination and sharing.

Overall Guiding Principles

In order to realize the established vision, the following principles shall guide the regional geospatial effort:

- **Maintain geospatial services current and relevant in a changing information world;**
- **Define and monitor key performance indicators;**
- **Look for and promote innovative uses of geospatial technologies;**
- **Identify and promote initiatives which can benefit the region as a whole;**
- **Commit to openly and collaboratively develop, maintain, and share data;**
- **Recognize that resources are finite;**
- **Maintain an environment that fosters collaboration along with persistent and open communication;**
- **Through the above-listed principles, develop and implement an annual work plan to advance regional GIS goals.**

Goals and Strategies

The goals and strategies were formulated to align with the overall Vision and Guiding Principles and were organized into the four principal categories of Organizational Framework, Information Access and Outreach, Services and Support, and Implementation Approach and Methods. Progress on these goals and strategies should be monitored and reviewed annually. Adjustments should be applied as needed.

RGCP ORGANIZATIONAL FRAMEWORK GOALS AND STRATEGIES:

- **Leverage and expand key strategic partnerships where mutually beneficial;**
- **Implement and sustain an operational framework to facilitate local and regional GIS collaboration;**

- **Implement sustainable funding mechanisms that are fair and equitable to participating agencies;**
- **Evaluate and refine the governance model and explore the need for charter or formal agreements;**
- **Align processes and procedures to facilitate efficient use of collaboration tools, methods, and technologies;**
- **Evaluate and optimize committee and subcommittee participation and objectives.**

RGCP Information Access and Outreach goals and strategies:

- **Implement and sustain shared data standards and procedures at the regional level that incorporate metadata, applications, services, instructions, and tools;**
- **Provide data that meet customer needs in a cost-effective manner;**
- **Adopt, promote and maintain transparent and open regional data standards where appropriate to support data sharing and accessibility to partner and non-partner agencies such as OGIC, FGDC, ASPRS;**
- **Develop map and imagery service standards and publishing plan as well as the engagement of non-partner agencies in participation in remote sensing and other data acquisitions on an annual basis.**

RGCP Services and Support goals and strategies:

- **Target regional GIS services and support to maximize operational efficiencies that align with the identified needs of the partner agencies;**
- **Provide sustainable and high priority services with clear value to the participating agencies that also capitalize on economies of scale through centralized data operations;**
- **Coordinate and facilitate sharing and exchange of regional information, knowledge, and services to advance opportunities to promote regional priorities;**

- **Develop metrics to monitor regional GIS usage and fairly allocate costs.**
- **Prioritize high-value and widely shared data for central acquisition and value-added processing (e.g. Census, employment);**
- **Coordinate efficient development of regionally shared web map, imagery, and data services and emphasize the delivery of high-value and widely shared data.**

RGCP Implementation Approach and Methods, goals and strategies:

- **Collaborative development of the annual work plan;**
- **Annually identify gaps between regional GIS needs and CPA services;**
- **Periodically develop and maintain near-term implementation actions;**
- **Identify and prioritize actions that implement the strategies and goals of the Strategic Plan and regularly review them for consistency with regional priorities.**

GENERAL PROVISIONS

Compliance with Local Budget Law

All parties agree to provide financial information in a timely manner to incorporate the agreed-upon funding of the RGCP annual budgets and comply with the provisions of Oregon Revised Statutes.

Modification, Term, and Termination

Modification

This agreement may be modified upon the approval of all Partners.

Term and Termination

The duration of this agreement shall be perpetual. A party may withdraw from this agreement at the end of a fiscal year, upon giving not less than one-year, written notice. A Partner's liability will be defined in each RGCP annual work plan and is subject to appropriate Partner approval.

Appendix A – Service Catalog

The following are core services that should be undertaken as part of this CPA. This service catalog needs to be reviewed annually by the RCGT. Additions or deletions from this service catalog should be presented to the RGET for final approval. This list of services should be utilized to create an annual work plan for the CPA.

Governance

- **The RGCP shall continue to have a designated coordinating entity to provide overall project coordination and management, a role currently filled by LCOG;**
- **A service catalog should be developed, published and maintained describing in a user-friendly manner the services provided as part of the CPA. The goal is that the service catalog can readily be understood by a non-technical person;**
- **A ratified regional geospatial vision, goals, and objectives should be maintained and be included in the CPA;**
- **Annual work plans should be created to identify the specific actions and goals for the year. The work plan should include a breakdown of how the CPA funds are being spent.**
- **A quarterly financial update should be made available to all stakeholders denoting progress and any deviations from the original work plan;**
- **The RGCP should establish and fund subcommittees that focus on key areas of service delivery;**
- **The RGCP should be guided by a geospatial master plan which is adopted by the GIS Coordinators and ratified by the RGET. The plan should be updated annually.**
- **The RGCP should include funding for at least a 50% FTE to pursue grant and external funding. This should pay for itself and help offset costs for the program. The efficacy of this position should be evaluated annually.**

- **An annual Voice of the Customer Survey should be administered to CPA participants to gauge satisfaction and further identify priorities. An annual report should be created and made available documenting the results of the survey. The survey results should be considered in the annual plan update and the annual work plan.**
- **An annual Voice of the Customer Survey should be administered to all RLID subscribers. An annual report should be created and made available documenting the results of the survey. The survey results should be considered in the annual plan update and the annual work plan.**
- **The RGCP should maintain and annually update key performance indicators (KPIs) to guide the regional geospatial program. An annually updated KPI disposition report should be distributed to the RGCT and RGET.**
- **The RGCP should do an annual alignment study. This includes a review of each Partner agency's high-level organizational goals and objectives and creates a report as to how the regional geospatial effort is helping achieve those goals.**
- **The RGCP should include an Emergency Operations Center component. The RGCP team should assist with a region EOC coordination to ensure that the region has a common platform and the optimal geospatial tools.**
- **LCOG should oversee the coordination of the acquisition of aerial photography, LiDAR and any the development of derivative products for the region.**

Training, Education and Knowledge Transfer

- **A bi-annual workshop(s) should be conducted for regional executives to give an overview of services provided through the new CPA with a focus on return-on-investment;**
- **A bi-annual workshop(s) should be provided for all partner agencies, RLID members, and the community with a focus on the value added and value proposition of a regional geospatial effort;**
- **IT/GIS Cross-training should be ongoing between the GIS and IT teams at LCOG to support the RGCP. It is critical that the GIS staff fully understand the IT components that**

make up the GIS infrastructure and conversely, the IT staff should understand the GIS components. This cross-training must occur for GIS to continue to be successful. New GIS enterprise architecture is more reliant on highly available systems now more than ever before.

- **LCOG should maintain a help-desk and knowledge base accessible by all Partner agencies.**

Software

- **RLID should continue to be maintained by LCOG as a key component of the RGCP;**
- **Funding should be allocated to maintain RLID to ensure the latest technologies are being utilized. A full requirements analysis should occur before a major rewrite of RLID is undertaken to include user access on mobile devices.**
- **LCOG should continue to act as the broker of geospatial software for the region in order to ensure that the region can leverage opportunities of scale and optimize software costs;**
- **LCOG should expand the software licensing pool to include more extensions and promote collaborative programs using these extensions. The needed extensions should be vetted by the RGCT and be addressed in the recommended RGCP strategic plan.**
- **The RGCP should include the development of a regional Open Data collaborative platform (like ArcGIS Hub) to further regionalize data and encourage the community to participate.**

Data

- **The RGCP should continue to include the hardware and software for a regional central data warehouse of shared geospatial data. The Partners will continue to contribute to this warehouse and LCOG will continue to administer the warehouse. LCOG will continue to acquire state, federal, and other data sources and make them available through the central data warehouse as well.**
- **LCOG should continue to act as the coordinator of critical public safety layers for the regional 911 center.**

- **The shared common database should always contain core base layers for the region to include:**
    - Control/registration
    - Transportation
    - Hydrology
    - Cadastral
    - Government Units
    - Site addresses
    - Landuse
    - Facilities/infrastructure
    - Other key base layers identified by the RGCT
- **LCOG should continue to oversee the coordination of the acquisition of digital orthophotography for the region. LCOG should also lead regional efforts to collect other desired datasets, such as LiDAR.**
- **A master data list that is easy to access and understand should be created and maintained. Ensure all users, not just the GIS Coordinators, are aware of the master data list and how to access it. LCOG should maintain this master data list, but the metadata tied to each data layer is the responsibility of the data steward.**
- **Create and promote a consumer-friendly metadata platform so that everyone in the region can easily understand the regional geospatial assets.**

Hardware

- **Funding for upgrades to the physical infrastructure supporting RLID should be allocated. Acquiring new hardware and software to support RLID is mandatory. An infrastructure line item should be included in the annual budget and work plan.**
- **An Asset Management Plan should be created to ensure that sustainable funding and resources are in place to facilitate asset and infrastructure renewal as and when needed.**

Lane Council of Governments

CPA

COOPERATIVE
PROJECT
AGREEMENT

Regional Geospatial Cooperative Partnership Agreement

CENTER OF EXCELLENCE MODEL

Geographic Technologies Group

REGIONAL GEOSPATIAL COOPERATIVE PARTNERSHIP AGREEMENT

The purpose of this agreement is to form a partnership of agencies who believe that a regional geospatial program enables member agencies and the region to collectively leverage geospatial technologies for the betterment of their organization, constituency, and the region. By executing this agreement, the signatories agree to support, contribute to, and participate in the regional geospatial program as identified in this document and the services outlined in Appendix A. The parties to this agreement are as follows:

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- **City of Eugene, a municipal corporation of the State of Oregon;**
- **City of Springfield, a municipal corporation of the State of Oregon;**
- **Eugene Water & Electric Board, a public utility;**
- **Lane Council of Governments, an association of governments.**

The Parties agree to all of the terms of this agreement and the attached Appendix.

Parties to the Agreement

Recitals

Oregon Revised Statutes Chapter 190 provides that local governments may enter into agreements for the performance of any functions and activities that any party to the agreement, its officers or agents, have the authority to perform.

The sharing of geospatial resources and expertise results in benefits to the Partners, the region, and to the public.

The Partners hereby express their determination to continue to plan and operate a shared geospatial database, to optimize geospatial software resources, leverage collective expertise, and participate in a regional geospatial program.

It is understood that each Partner has its own geospatial expertise and resources and intends on participating in a regional program as a way of extending their own program through shared data and shared expertise.

The terms "Partner" and "partnership" are used in this Agreement to denote a cooperative relationship involving shared costs, risks, and benefits, and not to define a legal partnership as that term is defined under Oregon law.

Governance

REGIONAL GEOSPATIAL EXECUTIVE TEAM

This agreement calls for the establishment of a Regional Geospatial Executive Team, hereinafter "RGET". RGET should act as the policy board for the Regional Geospatial Cooperative Partnership, hereinafter "RGCP" and to function pursuant to the authority of this agreement. It is comprised of the Chief Executive Officers of the City of Eugene, the City of Springfield, Lane County, EWES and LCOG, and any future Partner agencies.

The RGET should guide the regional geospatial effort. The RGET should be relied upon to guide the geospatial program from an executive level with a purview of the specific concerns of their own organization while considering the value of regionality. The RGET must consist of executive level staff. The main function of RGET is to ensure that the geospatial program is implemented and that the collective regional goals and objectives are being met. RGET should provide critical, high-level commitment to investment in a regional geospatial program. Each member of RGET will gain an understanding of the technology and feel some ownership in the regional geospatial program. These high-level participants will be indispensable during visioning, budgeting, and each member will serve as a champion for the regional geospatial program within his or her own organization.

RGET should:

- **Make it a priority to attend the meetings;**
- **Meet semi-annually to guide the further implementation of the geospatial program;**
- **Focus on the high-level direction of geospatial technology for the region;**
- **Include the LCOG Geospatial Program Manager;**
- **Be comprised of high-level executives from the Partner organizations;**
- **Receive formal presentations from the LCOG Geospatial Team and key organizational GIS Coordinators as to the direction and needs in regard to the regional geospatial effort;**

- **Participate in an bi-annual workshop for regional executives focused on an overview of services provided through the CPA with a focus on return-on-investment;**
- **Decide priorities founded on available funding and overall needs of the region based on the needs identified from the regional GIS Coordinator's Group;**
- **Receive an annual alignment report focused on how the geospatial effort is assisting in meeting the published goals and objectives of their organization;**
- **Give executive insight into the needs of their organization in regard to geospatial technology;**
- **Approve the annual work plan;**
- **Nurture the regional geospatial effort within their organizations.**

RGET should not:

- **Meet at a frequency that is burdensome and unproductive;**
- **Discuss the nuances of the geospatial program such as specific hardware, software or the like;**
- **Be turned over to non-executive level staff, which would defeat the purpose of RGET;**
- **Become a venue for advancing the individual goals of an organization over the overall goals of the region-wide needs.**

MEMBERSHIP OF THE RGET

The membership of the RGET shall consist of the Chief Executive Officers of the City of Eugene, the City of Springfield, Lane County, EWEB, and LCOG.

An RGET member may designate a person to represent the member at an RGET meeting. This representative should be an executive level staff person or elected official. The GIS Coordinator or other GIS staff person for the Member agency cannot be this representative, as the Regional GIS Coordinator Team is designed for Coordinator level business. The RGET can appoint

additional members to the RGET, based on the consensus of the RGET members, by amending this agreement.

RGET Officers

There shall be a Chair and a Vice-Chair of the RGET. The Chair and the Vice Chair shall rotate annually beginning in July of each year using the following rotation list:

- **Eugene Water & Electric Board;**
- **City of Springfield;**
- **Lane County;**
- **Lane Council of Governments;**
- **City of Eugene.**

The Vice-Chair shall be from the agency which follows the Chair on the rotation list. In the event that the Chair position is vacated during the calendar year, the Vice Chair shall assume those duties and the next person in rotation shall serve as Vice Chair.

Meetings

The RGET shall meet at such times and places as may be designated by the RGET Chair, provided that at least one meeting shall be held in a fiscal year.

All meetings of the RGET shall conform with the Oregon Public Meetings Law (ORS 192.610-192.690).

Decision Making

Decisions shall be made at meetings where there is a quorum. A quorum shall consist of a majority of the RGET membership. Decisions shall be made by consensus. The consensus is reached when all RGET members present at a meeting accept and support the decision. RGET members may send designees who are empowered to make decisions on their behalf.

Authority

The RGET shall have the authority granted by the parties to this agreement.

REGIONAL GIS COORDINATOR'S TEAM

The Regional GIS Coordinator's Team, hereinafter "RGCT" is established to coordinate the implementation of RGET directed policies and work plans, coordinate regional planning and sharing of geospatial data and expertise, and collectively give expert advice in regard to the Regional Geospatial Cooperative Partnership. The RGCT should be comprised of the lead geospatial staff person from each of the Member Agencies. RGCT should:

- **Meet quarterly at a minimum;**
- **Advise the LCOG Program Manager of the regional needs of their organization;**
- **Maintain a regional strategy document identifying the goals of the regional geospatial effort;**
- **Consider how best to leverage geospatial technology for the betterment of the region;**
- **Contribute to the development and review of the annual work plan;**
- **Give their RGET member updates as appropriate;**
- **Support the LCOG Program Manager with RGET presentations and reports as needed;**
- **Incubate and promote regional geospatial innovation;**
- **Socialize the regional effort within their own organization;**
- **Utilize a regional help desk and any regional collaboration tools that are implemented;**
- **Contribute appropriate data to the regional geospatial warehouse;**
- **Lend technical expertise as merited for the regional geospatial effort.**

RGCT should not:

- **Be a venue to promote specific organizational goals over regional goals;**
- **Be turned over to other geospatial staff from their organization.**

MEETINGS

The RGCT shall meet at such times and places as may be designated by the LCOG Program Manager. The Program Manager shall chair the meetings.

All meetings of the RGCT shall conform with the Oregon Public Meetings Law (ORS 192.610-192.690).

REGIONAL LAND INFORMATION DATABASE (RLID) SPECIFIC PROVISIONS

One of the foundations and core services of the RGCP is the Regional Land Information Database (RLID). Because of its prominence and the desire to maintain and propagate RLID this Appendix has been created to specifically address the RLID program. RLID is to be considered a core function of the RGCP. The RLID program was designed to achieve the following:

- **Support commonly defined geographic information;**
- **Integrate with traditional and available data, making such information easily accessible throughout the system and to Partners and Members;**
- **The system will be consistent with the computing directions at both the regional and agency level;**
- **The system will be cost effective and affordable for the Region and supported by a fair funding methodology understood and agreed to by all participants.**

A primary purpose of RLID is to be a regional asset that housed various geospatial datasets in a regional context with a variety of value-added derivative data maintained by LCOG. RLID data and efforts of the Partner agencies should adhere to the following:

- **Data will be shared between Partner agencies, with the agreement that Partners will share data at no charge except the additional cost of providing access;**
- **Maintain a shared common database that integrates all commonly used data from the various decentralized data creation processes of the Partner agencies;**
- **Capture data only once at the lowest or smallest level needed as part of a business function;**

- **The regional data will always include the best data available;**
- **Data currency will meet all participant/user needs to the maximum extent possible;**
- **Encourage the redesign of existing data and systems to be consistent with regional data standards to improve data quality and data sharing;**
- **State and federal data guidelines and standards shall be adhered to whenever possible.**

REGIONAL GEOSPATIAL COOPERATIVE PARTNERSHIP

Vision, Principles, Goals, and Strategies

The following vision, principles, goals, and strategies identify the overall purpose of the regional geospatial effort and should act as guidelines for the RGCP.

Vision

The Regional Geospatial Cooperative Partnership will continually seek timely and sustainable opportunities to leverage shared needs and resources for the greater good while ensuring a focus on innovation and use of the best of breed technology. The value proposition for governments, businesses, non-governmental organizations (NGOs), and residents both within and outside of Lane County is better and innovative service for less cost through inter-agency coordination and sharing.

Overall Guiding Principles

In order to realize the established vision, the following principles shall guide the regional geospatial effort:

- **Maintain geospatial services current and relevant in a changing information world;**
- **Maintain a systematic focus on innovation;**
- **Define and monitor key performance indicators;**
- **Take a leadership role on identifying and implementing innovative uses of geospatial technologies;**

- **Identify and promote initiatives which can benefit the region as a whole;**
- **Commit to openly and collaboratively develop, maintain, and share data;**
- **Recognize that resources are finite;**
- **Maintain an environment that fosters collaboration along with persistent and open communication;**
- **Through the above-listed principles, develop and implement a work plan to advance regional GIS goals.**

Goals and Strategies

The goals and strategies were formulated to align with the overall Vision and Guiding Principles and were organized into the four principal categories of Organizational Framework, Information Access and Outreach, Services and Support, and Implementation Approach and Methods. Progress on these goals and strategies should be monitored and reviewed annually. Adjustments should be applied as needed.

RGCP ORGANIZATIONAL FRAMEWORK GOALS AND STRATEGIES:

- **Leverage and expand key strategic partnerships where mutually beneficial;**
- **Implement and sustain an operational framework to facilitate local and regional GIS collaboration;**
- **Implement sustainable funding mechanisms that are fair and equitable to participating agencies to include an aggressive approach to grant funding;**
- **Implement an ongoing innovation program and annual reporting;**
- **Evaluate and refine the governance model and explore the need for charter or formal agreements;**
- **Align processes and procedures to facilitate efficient use of collaboration tools, methods, and technologies;**
- **Evaluate and optimize committee and subcommittee participation and objectives.**

RGCP Information Access and Outreach goals and strategies:

- **Implement and sustain shared data standards and procedures at the regional level that incorporate metadata, applications, services, instructions, and tools;**
- **Provide data that meet customer needs in a cost-effective manner;**
- **Provide training and education to internal and external stakeholders;**
- **Adopt, promote and maintain transparent and open regional data standards where appropriate to support data sharing and accessibility to partner and non-partner agencies such as OGIC, FGDC, ASPRS;**
- **Develop map and imagery service standards and publishing plan as well as the engagement of non-partner agencies in participation in remote sensing and other data acquisitions on an annual basis.**

RGCP Services and Support goals and strategies:

- **Target regional GIS services and support to maximize operational efficiencies that align with the identified needs of the partner agencies;**
- **Provide sustainable and high priority services with clear value to the participating agencies that also capitalize on economies of scale through centralized data operations;**
- **Coordinate and facilitate sharing and exchange of regional information, knowledge, and services to advance opportunities to promote regional priorities;**
- **Develop metrics to monitor regional GIS usage and fairly allocate costs;**
- **Prioritize high-value and widely shared data for central acquisition and value-added processing (e.g., Census, employment);**
- **Coordinate efficient development of regionally shared web map, imagery, and data services and emphasize the delivery of high-value and widely shared data.**

RGCP Implementation Approach and Methods, goals and strategies:

- **Collaborative development of the annual work plan;**
- **Systematically pursue grant opportunities for funding innovation;**
- **Annually identify gaps between regional GIS needs and CPA services;**
- **Periodically develop and maintain near-term implementation actions;**
- **Identify and prioritize actions that implement the strategies and goals of the Strategic Plan and regularly review them for consistency with regional priorities.**

GENERAL PROVISIONS

Compliance with Local Budget Law

All parties agree to provide financial information in a timely manner to incorporate the agreed-upon funding of the RGCP annual budgets and comply with the provisions of Oregon Revised Statutes.

Modification, Term, and Termination

Modification

This agreement may be modified upon the approval of all Partners.

Term and Termination

The duration of this agreement shall be perpetual. A party may withdraw from this agreement at the end of a fiscal year, upon giving not less than one-year, written notice. A Partner's liability will be defined in each RGCP annual work plan and is subject to appropriate Partner approval.

Appendix A – Service Catalog

The following are core services that should be undertaken as part of this CPA. This service catalog needs to be reviewed annually by the RCGT. Additions or deletions from this service catalog should be presented to the RGET for final approval. This list of services should be utilized to create an annual work plan for the CPA.

Governance

- **The RGCP shall focus on becoming a Regional Center of Geospatial Excellence. An important component of becoming a Regional Center of Excellence is remaining current on technology and trends. This will require LCOG staff to continually learn and train on new tools and processes and pass this knowledge on to all key stakeholders. Furthermore, in the past, LCOG would test and analyze new GIS software, specifically from Esri, and inform the Partner agencies if it is ready for a production release. This should be part of the Regional Center of Excellence effort at LCOG.**
- **The RGCP should focus on more regionality. LCOG should act as the coordinator of regional geospatial projects to include candidates such as economic development, parks and recreation, capital improvement projects, environmental, land use, public health, and new transportation projects.**
- **The RGCP shall continue to have a designated coordinating entity to provide overall project coordination and management, a role currently filled by LCOG.**
- **A service catalog should be developed, published and maintained describing in a user-friendly manner the services provided as part of the CPA. The goal is that the service catalog can readily be understood by a non-technical person.**
- **A ratified regional geospatial vision, goals, and objectives should be maintained and be included in the CPA.**
- **Annual work plans should be created to identify the specific actions and goals for the year. The work plan should include a breakdown of how the CPA funds are being spent.**
- **A quarterly financial update should be made available to all stakeholders denoting progress and any deviations from the original work plan.**

- **The RGCP should establish and fund subcommittees that focus on key areas of service delivery.**
- **The RGCP should be guided by a geospatial master plan which is adopted by the GIS Coordinators and ratified by the RGET. The plan should be updated annually.**
- **The RGCP should include funding for at least a 50% FTE to pursue grant and external funding. This should pay for itself and help offset costs for the program. The efficacy of this position should be evaluated annually.**
- **An annual Voice of the Customer Survey should be administered to CPA participants to gauge satisfaction and further identify priorities. An annual report should be created and made available documenting the results of the survey. The survey results should be considered in the annual plan update and the annual work plan.**
- **An annual Voice of the Customer Survey should be administered to all RLID subscribers. An annual report should be created and made available documenting the results of the survey. The survey results should be considered in the annual plan update and the annual work plan.**
- **The RGCP should maintain and annually update key performance indicators (KPIs) to guide the regional geospatial program. An annually updated KPI disposition report should be distributed to the RGCT and RGET.**
- **The RGCP should do an annual alignment study. This includes a review of each Partner agency's high-level organizational goals and objectives and creates a report as to how the regional geospatial effort is helping achieve those goals.**
- **The RGCP should include an Emergency Operations Center component. An RGCP team should assist with a region EOC coordination to ensure that the region has a common platform and the optimal geospatial tools.**
- **LCOG should oversee the coordination of the acquisition of aerial photography, LiDAR and the development of any derivative products for the region.**
- **Custom services should be offered by LCOG to Member and Non-member customers on an as-needed basis based on a set hourly rate schedule that is re-evaluated annually.**

- **LCOG will provide coordination for an expanded remote sensing program to include drone photography, satellite imagery, and other remote sensing platforms.**

Training, Education and Knowledge Transfer

- **A bi-annual workshop(s) should be conducted for regional executives to give an overview of services provided through the new CPA with a focus on return-on-investment.**
- **A bi-annual workshop(s) should be provided for all partner agencies, RLID members, and the community with a focus on the value added and value proposition of a regional geospatial effort.**
- **IT/GIS Cross-training should be ongoing between the GIS and IT teams at LCOG to support the RGCP. It is critical that the GIS staff fully understand the IT components that make up the GIS infrastructure and conversely, the IT staff should understand the GIS components. This cross-training must occur for GIS to continue to be successful. New GIS enterprise architecture is more reliant on highly available systems now more than ever before.**
- **LOCG should maintain a help-desk and knowledge base accessible by all Partner agencies.**
- **LCOG will act as the regional incubator to encourage more widespread use of geospatial technology throughout the region to include promoting a regional Open Data initiative and promoting software tools for further use of geospatial tools region-wide.**
- **LCOG should allocate time (through funding) to promote the regional geospatial effort to non-CPA members (RLID subscribers) through formal promotional efforts. Additionally, LCOG should pursue agencies to become Partner agencies based on formal presentations and value proposals.**
- **As part of the Regional Center of Excellence a training, education, and knowledge transfer curriculum should be created and funded.**
- **Implement and promote collaboration tools like Slack, CivicsPlus, and/or other tools to encourage regionalization and collaboration.**

Software

- **RLID should continue to be maintained by LCOG as a key component of the RGCP.**
- **Funding should be allocated to maintain RLID to ensure the latest technologies are being utilized. A full requirements analysis should occur before a major rewrite of RLID is undertaken to include user access on mobile devices.**
- **LCOG should continue to act as the broker of geospatial software for the region in order to ensure that the region can leverage opportunities of scale and optimize software costs.**
- **LCOG should expand the software licensing pool to include more extensions and promote collaborative programs using these extensions. The needed extensions should be vetted by the RGCT and be addressed in the recommended RGCP strategic plan.**
- **The RGCP should include the development of a regional Open Data collaborative platform (like ArcGIS Hub) to further regionalize data and encourage the community to participate.**

Data

- **The RGCP should continue to include the hardware and software for a regional central data warehouse of shared geospatial data. The Partners will continue to contribute to this warehouse and LCOG will continue to administer the warehouse. LCOG will continue to acquire state, federal, and other data sources and make them available through the central data warehouse as well.**
- **LCOG should continue to act as the coordinator of critical public safety layers for the regional 911 center.**
- **The shared common database should always contain core base layers for the region to include:**

  - Control/registration
  - Transportation
  - Hydrology
  - Cadastral

- Government Units
- Site addresses
- Landuse
- Facilities/infrastructure
- Other key base layers identified by the RGCT

- **LCOG should continue to oversee the coordination of the acquisition of digital orthophotography for the region. LCOG should also lead regional efforts to collect other desired datasets, such as LiDAR.**
- **A master data list that is easy to access and understand should be created and maintained. Ensure all users, not just the GIS Coordinators, are aware of the master data list and how to access it. LCOG should maintain this master data list, but the metadata tied to each data layer is the responsibility of the data steward.**
- **Create and promote a consumer-friendly metadata platform so that everyone in the region can easily understand the regional geospatial assets.**
- **Perform an annual data assessment and create an annual data veracity report to identify gaps and areas for improvement.**

Hardware

- **Funding for upgrades to the physical infrastructure supporting RLID should be allocated. Acquiring new hardware and software to support RLID is mandatory. An infrastructure line item should be included in the annual budget and work plan.**
- **An Asset Management Plan should be created to ensure that sustainable funding and resources are in place to facilitate asset and infrastructure renewal as and when needed.**

Appendix A - Existing CPA Document

The following is the text from the existing CPA that is currently in force and was signed on 9/25/2000.

REGIONAL EXECUTIVE GROUP
PARTNERSHIP AGREEMENT

The purpose of this agreement is to form a partnership of local government agencies who believe that automation enables the governments to be more productive and have agreed to jointly assume ownership responsibilities to effectively share resources, risks, information, and technologies. The parties to this agreement are as follows:

- **Lane County, a political subdivision of the State of Oregon**
- **City of Eugene, a municipal corporation of the State of Oregon**
- **City of Springfield, a municipal corporation of the State of Oregon**
- **Eugene Water & Electric Board, a public utility**
- **Lane Council of Governments, an association of governments**

The Parties agree to all of the terms of this agreement.

Parties to the Agreement

Recitals

Oregon Revised Statutes Chapter 190 provides that local governments may enter into agreements for the performance of any functions and activities that any party to the agreement, its officers or agents, have the authority to perform.

The sharing of technology resources results in benefits to the Partners and to the public.

Planning for and development of technology system resources has historically been a cooperative effort by the Partners.

The Partners hereby express their determination to plan and operate shared technology resources on a unified basis.

The Partners agree to work cooperatively to minimize the impact of decisions that will affect the operating relationship or the availability of resources to the other Partners.

The terms "Partner" and "partnership" are used in this Agreement to denote a cooperative relationship involving shared costs, risks, and benefits, and not to define a legal partnership as that term is defined in Oregon law.

Definitions

Regional Executive Group

The Regional Executive Group, hereinafter "REG" is hereby established as the policy board for the Regional Technology Partnership, hereinafter "RTP" and to function pursuant to the authority of this agreement. It is comprised of the Chief Executive Officers of the City of Eugene, the City of Springfield, Lane County, EWES and LCOG; the Lane County Sheriff; the Lane County Assessor; and a representative of the Technical Executive Group (TEG).

Regional Technology Partnership

The RTP is a consortium established to implement policies established by the REG. The RTP is made up of the Partners, services, equipment, and resources which support the plans and policies as set by the REG. The RTP includes the Partners, shared services, and service providers including: Regional Information System (RIS), the regional Geographic Information System (GIS), Area Information Record System (AIRS) and the regional telephone consortium.

Regional Information Officers

The Regional Information Officers, hereinafter "RIO" is established to coordinate the implementation of REG policies and workplans, coordinate regional planning and sharing, and oversee the operation of the Regional Technology Partnership. The RIO is comprised of the information system managers of the City of Eugene, City of Springfield, Lane County, EWES and LCOG.

Service Providers

RTP Service Providers include, but are not limited to:

1. **Regional Information Systems (RIS). RIS is comprised of the staff, equipment, software, and facilities which support the Partners' information systems.**
2. **Area Information Record System (AIRS) is a division of RIS, with the AIRS Manager supervised by the RIS Director. AIRS provides a shared database and software system supporting the shared information needs of justice and public safety organizations**
3. **Regional Geographic Information System (GIS) is the staff, equipment and software that support regional GIS databases and applications.**
4. **Telephone Consortium is the staff and equipment that support the regional shared telephone system.**

Technical Executive Group

The Technical Executive Group, hereinafter "TEG" is established as the policy board responsible for the establishment and administration of policies and operating agreements associated with AIRS. The TEG is comprised of the Chief of Police, City of Springfield; Chief of Police, City of Eugene; Sheriff, Lane County; Municipal Court administrator, City of Eugene or City of Springfield (representing Municipal and Justice Courts); and Chief of Police, Junction City (representing Lane County small city police departments).

COMMON MAPPING STEERING COMMITTEE

The Common Mapping Steering Committee is established as the policy board responsible for the establishment and administration of policies and operating agreements associated with GIS. The Common Mapping Steering Committee is comprised of representatives from the partner agencies responsible for GIS.

GOVERNANCE

MEMBERSHIP OF THE REG

The membership of the REG shall consist of the Chief Executive Officers of the City of Eugene, the City of Springfield, Lane County, EWEB, and LCOG; a representative of the TEG, the Lane County Sheriff, and the Lane County Assessor.

A REG member may designate a person to represent the member at a REG meeting. The REG can appoint additional members to the REG, based on consensus of the REG members, by amending this agreement.

FUNCTIONS OF THE REG

Adopt REG goals and objectives by maintaining an RTP strategic plan and other plans the REG may require.

Adopt RTP Services Agreement. Adopt annual budget and workplans for the Regional Geographic Information System (GIS), Area Information Records System (AIRS), Regional Information System (RIS) and Telephone System.

The REG is the final arbiter of RTP issues.

FUNCTIONS OF THE RIO

Implement plans approved by the REG to the extent funds are appropriated for that purpose by the Partners.

Review and evaluate efforts for effectiveness and conformance with established objectives.

Approve contracts and Partners' financial liability shares, each subject to appropriate Partner approval.

Review cooperative projects between Partners.

Approve new Partners, new types of users, and new users who may have a significant impact on RTP services.

Supervise the Regional Technology Services Coordinator who is responsible for acting as the REG and RIO representative in coordinating the service providers.

REG Officers

There shall be a Chair and a Vice-Chair of the REG. The Chair and the Vice Chair shall rotate annually beginning in July of each year using the following rotation list.

- **Eugene Water & Electric Board**
- **City of Springfield**
- **Lane County**
- **Lane Council of Governments**
- **City of Eugene**

The Vice Chair shall be from the agency which follows the Chair on the rotation list. In the event that the Chair position is vacated during the calendar year, the Vice Chair shall assume those duties and the next person in rotation shall serve as Vice Chair.

Meetings

The REG shall meet at such times and places as may be recommended by RIO and designated by the REG Chair, provided that at least one meeting shall be held in a fiscal year.

All meetings of the REG shall conform with the Oregon Public Meetings Law (ORS 192.610-192.690).

Decision Making

Decisions shall be made at meetings where there is a quorum. A quorum shall consist of a majority of the REG membership. Decisions shall be made by consensus. Consensus is reached when all REG members present at a meeting accept and support the decision. REG members may send designees who are empowered to make decisions on their behalf.

Authority

The REG shall have the authority granted by the parties to this agreement.

MISSION AND GOALS

RTP Mission:

To enable partner agencies to effectively share and make use of information, technologies, and services.

Enable Partner Agencies (How we deal with each other)

Partners work as a team responsible for RTP success, measure success by the productivity increase of agencies, and celebrate and communicate our achievements to the partner agencies, public, and our governing bodies.

Long range planning based on individual partner plans is the key to financial stability and technological excellence.

Partners bring conflict to the table as an opportunity for belter communication.

Partners believe that RTP services should accommodate the differing needs of partner agencies and enable partners to control their use and cost of the shared resource.

Partners value creativity and risk sharing in finding and developing new technologies and innovative approaches to providing information services.

RTP services should be affordable and their costs should be shared based on fair and equitable sharing of RTP costs among partner agencies.

Partners encourage providing services to both new partner agencies and non-partners when there are benefits to the existing partners.

Effectively Share Information (Application Data)

Individual agency decisions relating to automated information processing should be made in consultation with other partner agencies to increase sharing and cooperation.

Partners have common customers, use common data, and have common interests and actively work to reduce redundancy by making data, software, and expertise developed by the RTP or partner agency staff available to all other members.

Effectively Share Technology and Services (Hardware, Software, Techniques, Tools, Staff)

Partners believe that education and training is vital for sharing information and technology expertise.

Partners provide reliable service based on sharing current and proven technology.

Partners believe the staff we share to be one of our most valuable assets.

Regional Executive Group Goals

Maintain a network hub providing interconnections between local, state, and federal networks.

Information and data will be managed as a resource.

Provide cost effective consolidated/shared information services.

Manage the network so that data and applications can be accessed anywhere in the network when appropriate.

Support distributed processing using the client/server architecture.

Ensure that the cost, quality, volume and availability of RTP services to partner agencies are consistent with regional and agency plans.

Minimize the exposure of critical agency services to breakdown in the system.

Use the regional network as an integration point for presently diverse information technologies.

Maintain, extend and utilize the value of shared data.

Increase end user access to data using vendor supplied tools.

GENERAL PROVISIONS

MUNICIPAL DEBT LIMITATION

Current and future debt financing for RTP shared equipment (generally lease purchase or installment purchase agreements) will be secured by a Partner agency, in accordance with constitutional debt limitations and annual appropriation resolutions. Subject to the annual negotiations and budgeting processes of individual partner agencies, the responsibilities described below recognize that the benefits derived from this intergovernmental activity create interdependencies and responsibilities for each Partner, which must be fulfilled if the program is to succeed.

OWNERSHIP

Legal title to all assets shall rest with the party that initially acquires the asset. The beneficial use and equitable ownership of assets will be defined in each RTP service plan or separate agreement. Where an asset is acquired at the request of a single Partner and paid for and used exclusively by that Partner, then the requesting Partner will be considered to be the owner of the asset and will receive title to the asset on request. There will be no disbursement of shared assets except in the case of termination by all Partners or mutual agreement of the Partners to discontinue a RTP service plan.

ANNUAL NEGOTIATION OF TECHNOLOGY RESOURCES AND COMPENSATION

The RIO will negotiate the type and quantity of service to be provided and the amount of compensation to be paid by Partners and non-partners each year. Such agreement shall be contingent upon final budget approval of each Partner and the REG.

Partners will be free to choose the type and quantity of services they wish to use, and they agree to cooperate with each other to mitigate the effects of usage changes that may increase costs to other Partners.

Methods for allocating service costs will be chosen by consensus of the Partners receiving the services.

Financial and Contract Management

The RIO may contract with other agencies and service providers and may also enter into contracts for the provision of RTP services to public and private entities as deemed appropriate by REG.

Compliance with Local Budget Law

All parties agree to provide financial information in a timely manner to incorporate the expenses of the RTP in respective service providers' annual budgets and comply with the provisions of Oregon Revised Statutes.

Modification, Term and Termination

Modification

This agreement may be modified upon the approval of all Partners.

Term and Termination

The duration of this agreement shall be perpetual. A party may withdraw from this agreement at the end of a fiscal year, upon giving not less than one year, written notice. All liabilities incurred by purchase agreement or by participation in an RTP service plan must be paid by a terminating Partner. A Partner's liability will be defined in each RTP service plan or purchase agreement and is subject to appropriate Partner approval. Upon termination the Partner can either immediately pay its full share of liabilities or continue to pay its share of payments until all liabilities are paid off. Assets owned exclusively by a Partner will be distributed to that Partner at point of termination. There will be no disbursement of shared assets except in the case of termination by all Partners or mutual agreement of the Partners to discontinue an RTP service.

APPENDIX A- GIS/COMMON MAPPING/RLID AGREEMENT

Vision/Mission

The Regional Geographic Information System (GIS), also known as Common Mapping and the Regional Land Information Database (RLID), will support commonly defined geographic information, integrated with traditional and available data, making such information easily accessible throughoutthe system. The aggregate system will be consistent with the computing directions at both the regional and agency level. The system will be cost effective and affordable for the Region andsupported by a fair funding methodology understood and agreed to by all participants.

Agreements

Data

Recognize RLiD data as a regional asset to be developed, shared and maintained

1. **Data will be shared between Partner agencies, with the agreement that Partners will share data at no charge except the additional cost of providing access.**
2. **Maintain a shared common database that integrates all commonly used data from the various decentralized data creation processes of the Partner agencies.**
3. **Capture data only once at the lowest or smallest level needed as part of a business function.**
4. **The regional data will always include the best data available.**
5. **Data currency will meet all participant/user needs to the maximum extent possible.**
6. **Encourage the redesign of existing data and systems to be consistent with regional data standards to improve data quality and data sharing.**
7. **State guidelines and standards from the Department of Revenue and the Oregon GIS Association will be used whenever possible**

Organization

Establish an effective multi-jurisdictional organization.

1. **Secure the participating agencies' support of formalized data sharing arrangements/agreements.**
2. **High-level policy makers of each agency support the regional GIS.**
3. **Maintain a policy committee (currently RLID) that includes a representative from each participating agency that has the authority to commit agency resources.**
4. **Each agency should have a User/Policy Committee to develop agency plans, positions for regional issues and to provide agency wide communication about regional GIS.**
5. **Continue to have a designated coordinating entity to provide overall project coordination and management, a role currently filled by LCOG.**

Financing

Establish a stable financial structure.

1. **Simple, easily understood, equitable distribution of revenues among partner agencies.**
2. **Free access for public records and infrequent or occasional access.**
3. **Commercial/heavy users will pay to help cover the costs of maintenance and expansion.**
4. **The region should continue to share common costs through an annually approved allocation that is consistent and predictable for all participants.**
5. **Use ORS 190.050 which allows the region to sell GIS content at market rates.**
6. **Individual agencies should directly budget for agency specific workstations, databases, application development and staff training.**

Technology

Ensure that adequate technology support is available to implement the regional GIS.

1. **Encourage standardization in hardware, software and network to improve efficiency and compatibility.**
2. **Continue to evolve comprehensive, high speed network access to GIS data for all users.**
3. **Use the Internet/Intranet as the primary access to regional GIS data.**
4. **Assist individual participants in acquiring necessary hardware and software.**
5. **Monitor trends in the information processing industry and employ new technology as appropriate to ensure successful implementation of regional GIS.**

Data Common to All

Shared, commonly defined data is required for a regional GIS.

1. **Control/registration**
2. **Transportation**
3. **Hydrology**
4. **Cadastral**
5. **Government Units**
6. **Site addresses**
7. **Landuse**
8. **Facilities/infrastructure**