

**Memorandum of Understanding
between
Montana State Library
and
Information Technology Services Division
regarding
GIS and Geospatial Information**

INTRODUCTION

The Montana Department of Administration, Information Technology Services Division (ITSD) and the Montana State Library (MSL) are the principle cooperating agencies, on behalf of the State of Montana, with responsibilities for promoting a well-coordinated Montana Geographic Information System (GIS) enterprise and providing Montana's citizens with a functional, cost-effective, and coordinated approach to developing, maintaining, and delivering geospatial data that are essential to the GIS enterprise. By definition, an enterprise approach means that all agencies of the state, including federal agencies, local government and entities in the private sector, work collaboratively to use, share and leverage investments made in the development and application of GIS. ITSD and MSL understand that a well-coordinated enterprise will enable the cooperating agencies and other users of GIS and geospatial information to efficiently and effectively employ GIS and geospatial information in applications related to land use planning, urban development, natural resource management, remediation, economic development, homeland security and a variety of other important issues that affect Montana's citizens.

Cooperation between ITSD and MSL is essential to ensure an effective collaboration among all other parties who participate in the Montana GIS enterprise. As principle cooperators, ITSD is the agency with primary responsibility for providing coordination and technical support to the Montana GIS enterprise. MSL is the agency with primary responsibility for ensuring that geospatial information is accessible to the Montana GIS enterprise, hereinafter referred to in this document as the "clearinghouse function". Although the coordination and support function is discrete from the clearinghouse function, within the context of the Montana GIS enterprise these functions often are mutually interdependent. Both agencies serve the other cooperating members of the enterprise, and provide essential services to each other.

The purpose of this Memorandum of Understanding (MOU) is to clarify these respective roles within the framework of the Montana GIS enterprise. Effective implementation of the MOU will improve the quality of service that both agencies provide to the Montana GIS enterprise; eliminate unnecessary duplication of effort between agencies; improve the quality of geospatial information; reduce costs related to creation, management and dissemination of geospatial information; make geospatial information more accessible to government agencies, businesses, and the public; and, increase the effectiveness of those who use geospatial information. The MOU clarifies ITSD and MSL responsibilities relating to completion and maintenance of the Montana Spatial Data Infrastructure (MSDI), supports a comprehensive data access portal for all geospatial information including the MSDI, and sets forth the appropriate and necessary coordination, policy oversight, and guidance to ensure

that all activities are consistent with an environment that fosters a productive working relationship between the agencies.

ITSD and MSL agree that this MOU attempts only to define the relationship between ITSD and MSL, and agree that neither agency has the ability to confer upon the other a responsibility or mandate beyond that which is within the scope of the laws and rules governing that agency. Both agencies recognize that many other agencies, organizations, businesses and individuals play significant roles regarding GIS in Montana, and that this MOU in no way alters the roles of other entities.

ITSD and MSL agree to support this MOU according to their best good faith efforts, within the limitations of their respective budget appropriations, and within the scope of their respective laws, rules, and governance. They agree to work together to achieve the purposes of this MOU and agree to define opportunities for joint participation in the development of the Montana GIS enterprise, consistent with their respective responsibilities described in the MOU and any statutory mandates.

ITSD ROLE

ITSD's role, consistent with its general broader responsibilities for administering information technology, is to provide leadership and coordination to ensure that the state gains full benefit from its current and future investments in technology. ITSD will facilitate efforts among all cooperating agencies to build, nurture, and maintain an enterprise system of geospatial data and technology that satisfies the majority of needs of people who use information technology. ITSD typically accomplishes this role by interaction with stakeholders and stakeholder groups, and appropriately filling identified gaps where coordination and leadership are missing.

State GIS coordination includes the facilitation of the collection, integration, and maintenance of geospatial data; advancement of the GIS tools (hardware and software); and the cultivation and promotion of the partnerships, networks, and standards that are required to make the data, tools, and people work together in an effective and efficient manner. Actually doing portions of the above tasks, for example integration of multi-jurisdictional transportation data, is an acceptable way to provide coordination. However, ITSD is not a GIS service center. In the long-term, the Montana GIS enterprise is a distributed model and ITSD's coordination efforts will facilitate other agencies to develop GIS capability appropriate to their respective mandates.

Within the framework of the Montana GIS enterprise, ITSD is responsible for the following tasks because they are consistent with a shared understanding of coordination and support:

- House the State GIS Coordinator within the ITSD GIS Bureau.
- Support the Montana Geographic Information Council (MGIC), Interagency Technology Working Group (ITWG), Montana Local Government GIS Coalition (MLGGC), Implementation Teams (I-teams), and others to complete the MSDI strategic plan and ensure that the information described in the plan is developed, integrated, standardized and maintained in an effective and efficient manner.

- Provide administrative support and assistance for MGIC and MGIC related efforts.
- Provide ITWG and MLGGC as much assistance as is feasible within current budget.
- Serve as lead agency to facilitate the development and completion of the MSDI framework and other Montana priority data layers where appropriate to provide consistent statewide data.
- In coordination with the Cadastral I-Team, develop a phased, prioritized plan for improving the accuracy of and eliminating discrepancies between land division data and jurisdictional boundaries that are coincident with the PLSS and parcel boundaries.
- When appropriate, serve as custodian for selected MSDI framework, Montana priority, and other multi-jurisdictional data layers.
- When appropriate, provide the means for direct access (including open standard, open access web services) to data layers for which ITSD serves as the development lead agency or acts as custodian; however, ITSD will provide MSL with copies of or access to all geospatial information maintained at ITSD to facilitate access through the primary state portal at MSL.
- Use the information discovery, visualization, and access functionality at MSL to enhance access to geospatial information developed or maintained by ITSD.
- The State GIS Coordinator will be the primary point of contact for Montana regarding major nationwide federal GIS initiatives, such as the National Map, and the primary state representative for the National State's Geographic Information Council, and other similar interstate or regional venues.
- Assist federal and state agencies and local and tribal governments in promoting the technology and developing standardized solutions that can be integrated at a state level.
- Work with all stakeholders to promote GIS technology at the policy level.
- Work with all stakeholders, especially other agencies in Montana state government, to promote the use of GIS technology at the technical level and develop educational opportunities that promote such use.
- Work with state agencies and others to develop proof of concept GIS applications on a non-contractual basis that helps promote use of the data and technology.
- Assist state agencies by coordinating available public and private sector GIS services, including web application design and development, programming, database design, spatial analyses, cartographic design, project setup and design, and database development with application needs.
- Through the Office of the Chief Information Officer (CIO), provide oversight regarding policy development and implementation of GIS technology in Montana; review state agency IT plans; and review and approve state agency acquisitions of GIS technology to determine consistency of geospatial activities with the State IT Plan and insure GIS efforts among state agencies are coordinated, but not duplicated.
- Support the MSL role of data discovery, visualization, access, and dissemination. Specific examples of support include:
 - Defer to MSL for issues regarding data discovery, visualization, access and dissemination.

- Assist in connecting federal, state, local, and tribal agencies with the state portal at MSL for service related to their needs for data discovery, visualization, access and dissemination.
- Support the clearinghouse functions of MSL at the Governor’s Office, the legislature, with federal, state and local government agencies, and within the Montana GIS community.
- Assist MSL in understanding data collected or integrated by ITSD and provide the means to make geospatial information that is maintained at ITSD accessible through the state portal at MSL.

Inappropriate Roles for ITSD

Within the framework of the Montana GIS enterprise the following tasks are not consistent with a shared understanding of coordination and support. Therefore, ITSD will not:

- Duplicate the portal/clearinghouse functionality available at MSL.
- Perform application development on a contract basis to supplement funding rather than improve coordination.
- Seek ITSD funding, whether by grant, service level agreement, or contract that is not directly associated with the coordination functions described above.
- Conduct other activities that conflict with the MSL role as recognized by this MOU, including initiating, seeking, or sponsoring legislation that would impact this MOU. If legislation is introduced by another party that might impact this MOU, ITSD will consult with MSL prior to submitting testimony in support of or opposition to the legislation.

MSL ROLE

MSL’s role relating to GIS and geospatial information, consistent with the broader responsibilities of the Montana State Library, is to collect or locate existing geospatial information, catalogue that information, and disseminate or provide access to that information in an effective and efficient manner. MSL serves information, including a broad range of geospatial information (including but not limited to the MSDI), to government agencies, businesses and the public. MSL concentrates on eliminating the boundaries of the GIS tool, and on serving geospatial information augmented with tabular and textual information to a wide audience, including GIS professionals, and non-technical users.

Within MSL, GIS is but one tool used to facilitate assimilation, integration, organization and access to information, and geospatial information is but one piece of the overall information package. MSL is not a GIS service center. At the same time, however, some of the cooperating agencies require GIS applications that are beyond their current capability. Accordingly, there may be specific instances in which MSL accomplishes GIS applications at the request of other agencies.

Within the framework of the Montana GIS enterprise, MSL is responsible for the following tasks because they are consistent with a shared understanding of the geospatial information clearinghouse function:

- Serve as the recognized single portal, within Montana state government, for access to all of Montana's existing and future geospatial data.
- Within Montana State government, serve as the data access/distribution portal for federal initiatives such as National Map, Americaview and Geospatial One-Stop, while recognizing that these initiatives also have local and federal government components.
- Work closely with DiscoveringMontana and incorporate the functional requirements provided by the data access I-Team, GeoSpatial One-Stop, and others related to the Montana geospatial portal.
- Lead the development of state standard templates and procedures relating to geospatial data dissemination.
- Assist agencies to expose their data via the Internet in a manner that facilitates discovery, visualization, analysis, and access through the Montana portal.
- Continue to foster, build, and maintain data sharing partnerships with local, state and federal agencies that develop geospatial data and seek out opportunities for coordination among data producers.
- Develop and maintain tools that enable users to discover, integrate, visualize, analyze and obtain geospatial data.
- Develop and maintain tools that enable data producers to expose their data to MSL for incorporation in the clearinghouse.
- Develop and maintain tools that enable data producers to provide copies of their data to MSL for incorporation in the clearinghouse, and to update and augment their data within the clearinghouse.
- Perform database augmentation, digitization, or other tasks to enhance or correct data layers.
- Continue to host and serve geospatial data in an integrated fashion, including application development for the purposes of providing data discovery, access, and acquisition to all users of geospatial data.
- Provide open standard, open access web services to expose MSL geospatial data holdings to other application developers.
- Provide training and outreach that assist users in using MSL information services.
- Work closely with the Data Access and Dissemination I-team to ensure that the MSL data discovery, visualization, and access capabilities meet the diverse needs of the Montana GIS community.
- Participate in GIS groups such as MGIC, ITWG, MLGGC, and I-teams to provide input to GIS issues.
- Participate, as a cooperating agency, in federal initiatives relating to data discovery, visualization, and access.
- Serve as custodian for selected geospatial data layers and databases, as appropriate, especially in instances when other, more appropriate, agencies are unable to serve in that capacity.

- Continue programming, database design, spatial analyses, cartographic design, project setup and design, database development, and web development in support of MSL geospatial data access functions. In the spirit of the Montana GIS enterprise, and in cooperation with MGIC, ITWG, MLGGC, I-teams, and others, assist other entities to assume greater responsibility for those applications that are not directly related to MSL functions.
- Support the effective use of geospatial information among other cooperating agencies.
- Support the ITSD role of GIS coordination. Specific examples of support include:
 - Share technologic expertise in SDE database technology and web based data access technology.
 - Support the coordination functions of ITSD at the Governor’s Office, the legislature, with federal, state and local government agencies, within the Montana GIS community, and with the NRIS Advisory Committee.
 - Legislative and public support as appropriate

Inappropriate Roles for MSL

Within the framework of the Montana GIS enterprise, the following tasks are not consistent with a shared understanding or the GIS clearinghouse function. Therefore, MSL will not:

- Subject to restrictions on the use of certain specified data, limit any party’s ability to display data obtained directly from MSL, or through the State Portal, in any application they may choose to develop.
- Perform web and database hosting; application development; including web application design and development; programming; database design; spatial analyses; cartographic design; project setup and design; and database development that does not directly relate to the functions of MSL.
- Seek MSL funding, whether by grant, service level agreement, or contract that is not directly associated with the library functions.
- Conduct other activities that conflict with the MSL role as recognized by this MOU, including initiating, seeking, or sponsoring legislation that would impact this MOU. If legislation is introduced by another party that might impact this MOU, MSL will consult with ITSD prior to submitting testimony in support of or opposition to the legislation.

WHAT OTHERS WILL CONTRIBUTE

In the rapidly changing geospatial environment, neither ITSD nor MSL can be expected to meet every need associated with the technology, nor should they attempt to fill that role. Both ITSD and MSL must encourage and rely on other state and federal agencies, local governments and the private sector for several functions. Within the framework of the Montana GIS enterprise, these functions include:

- State agencies will continue to collect data according to their business needs and will distribute these data appropriately – this may or may not mean they are secondarily

housed at a clearinghouse, however these data certainly must be accounted for through a portal.

- State agencies are encouraged to build their own GIS programs and develop the applications critical to their business needs.
- Local and tribal governments should continue and enhance bottom up data collection to provide the large scale data so necessary for addressing important issues, such as emergency response, quality growth, and economic development that are not usually met by small scale data collected by the federal government.
- Local and tribal governments should build their own GIS programs and develop the applications critical to their business needs.
- The private sector should be encouraged to provide application development to all other sectors.

MONITORING THE MOU

The parties agree to meet quarterly to review progress, address grievances and deviations from the MOU, examine potential funding sources, and revise the MOU accordingly. Both parties agree that either party may suggest modifications to the MOU at any time in the spirit of continuing to improve upon the MOU and its effectiveness.

Specific benchmarks to document the success of this MOU include:

- ITSD and MSL concur with the provisions of the MOU and agree to publicly support it.
- ITSD and MSL will meet monthly to coordinate their respective roles in serving the other agencies who are partners in the Montana GIS enterprise.
- ITSD and MSL are able to work through potentially sensitive issues during their coordination meetings rather than in meetings that involve other parties. ITSD and MSL understand that this provision does not preclude referral of sensitive issues that affect several agencies to I-teams or other appropriate multi-agency processes.
- ITSD and MSL are both more effective in serving the needs of the other cooperators in the Montana GIS enterprise, based on evaluations received from those agencies
- Prototype National Map applications are implemented in Montana, including a state implementation at MSL, which leverages federal, state, and local data, and provides new tools for data access that can be shared with all entities.
- A prototype Geo-Spatial One Stop portal is implemented in Montana which leverages federal, state, and local data and provides new tools for data access that can be shared with all entities.
- ITSD and MSL will develop a common understanding regarding the CIO's authority to review and approve MSL's contracts and interagency agreements by March 1, 2003.
- ITSD and MSL will coordinate with the MGIC Cadastral I-Team to determine how best to integrate new information that is coincident with the PLSS and parcel data into the Cadastral Project and make that information accessible through the Montana geospatial portal.

TERM OF THE MOU

This MOU shall expire on June 30, 2007 unless extended by mutual agreement. Both parties agree to periodically review the terms and conditions of the MOU, which may be mutually modified, by June 30, 2004, in order to properly plan for the 2005 Legislative Session and by June 30, 2006, in order to properly plan for the 2007 Legislative Session.

MONTANA STATE LIBRARY

Karen Strege, State Librarian

Date

DEPARTMENT OF ADMINISTRATION
INFORMATION TECHNOLOGY SERVICES DIVISION

Brian Wolf, Chief Information Officer

Date