



Wisconsin Geographic Information Coordination Council

Report of Accomplishments and Recommendations Draft 9, June 10, 2010 – Public Review

June 2010

1 **Executive Summary**

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3
4 Geospatial data and technology are strategic resources that are critically important for Wisconsin's
5 economic competitiveness, homeland security, resource management, transportation network and many
6 other service areas. The Wisconsin Geographic Information Coordination Council (WIGICC) should be a
7 permanent statewide council that advises the Wisconsin State Geographic Information Officer, the
8 Wisconsin State Cartographer, the Governor's Homeland Security Council, the Wisconsin Legislature and
9 others on public policy issues. WIGICC will advance statewide initiatives through the effective use of
10 geographic information, applications and technology.

11
12 Similar to the structure of the original interim council, a permanent council should have members who
13 represent the major sectors and stakeholders in the geospatial community, including municipalities,
14 counties, regional planning commissions, state agencies, federal government, tribal agencies, private
15 sector, non-profit sector, and academia. A diverse and broad-based representation is essential for the
16 success of WIGICC. Coordination councils exist in 45 other states.

17
18 The WIGICC is uniquely positioned to assist in the improvement of the quality, accessibility, utility and
19 value of geographic information and technologies. Because of its comprehensive membership and
20 statewide perspective, WIGICC can provide the statewide collaboration and cooperation necessary for
21 making the best use and development of geospatial resources.

22
23 During the past two years, the interim Wisconsin Geographic Information Coordination Council has
24 demonstrated its value through numerous accomplishments – both major and minor. The following report
25 highlights many of these accomplishments and includes specific recommendations for the creation of a
26 permanent council.

27 28 29 **Purpose of document**

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31 This document is intended to re-evaluate the interim nature suggested for the Wisconsin Geographic
32 Information Coordination Council (WIGICC), in the March 10, 2008 Department of Administration
33 memorandum addressed to, a then newly formed, WIGICC.

34
35 The document reports on the significant progress, process, actions, and accomplishments of the WIGICC
36 over the past 18 months. The document also describes in some detail, the goals of the council, how
37 objectives were met, what was learned along the way, and how the Council's internal and external
38 operations paved the way to significant successes. This re-emphasizes the continued importance of
39 having statewide interests, addressed by domain specific representatives, focused on the consideration
40 and advancement of Wisconsin's geospatial concerns.

41
42 Ultimately, this report is provided as a strong recommendation for the continuation of WIGICC with a
43 permanent and recognized status.

44 45 46 **WIGICC - Concept, Vision, Mission and Goals**

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48 The Wisconsin Geographic Information Coordination Council offers a model for coordination that is
49 inclusive, representative, and participatory. The overarching goal of this organization is to give all
50 stakeholders within the geospatial community a voice in geospatial initiatives within the state. This model

WIGICC Report of Accomplishments and Recommendations

51 is considered a key criterion for successful geographic information coordination by the National States
52 Geographic Information Council and a coordination council exists in 45 other states.
53

54 55 **Vision**

56 The Wisconsin Geographic Information Coordination Council is a sustainable, stakeholder-governed,
57 statewide organization that provides leadership and direction for the cooperative development and use of
58 geographic information and technologies.
59

60 **Mission**

61 The Wisconsin Geographic Information Coordination Council facilitates the delivery of public services,
62 encourages economic development, and helps protect the public and the environment by improving the
63 quality, accessibility, utility, and value of geographic information and technologies.
64

65 **Goals**

66 The goals for a Wisconsin Geographic Information Coordination Council, presented below, were
67 articulated during several statewide listening sessions held prior to WIGICC creation as an interim
68 measure.

69 This listing further illustrates the intended purpose of this document and need for WIGICC permanency
70 and support. An interim and completely volunteer Council does not have the capacity to meet these
71 stated needs for Wisconsin geospatial coordination.
72

- 73 ■ **Legitimacy and Voice**
 - 74 ○ Ensure broad, equitable, inclusive, and balanced representation of stakeholders (e.g.,
75 diversity of stakeholders, diversity of expertise, geographic diversity), and allows all members
76 to contribute to decision making in a substantial way
 - 77 ○ Encourage state agency cooperation and participation
 - 78 ○ Mediate differing interests to reach a broad consensus
 - 79 ○ Provide mechanisms for dispute resolution between stakeholders
 - 80 ○ Make Council accessible to stakeholders through open meetings and availability for direct
81 contact with Council members
- 82 ■ **Direction**
 - 83 ○ Enabling mechanism providing clearly articulated mandate
 - 84 ○ Clearly defined benefits and risks
- 85 ■ **Roles and Relationships**
 - 86 ○ Clear definition of roles and responsibilities for Council
 - 87 ○ Clear definition of roles and responsibilities to Geographic Information Office (GIO), and State
88 Cartographer's Office (SCO)
 - 89 ○ Create and formalize direct lines of communication between Council and stakeholders (e.g.,
90 county boards, associations, etc)
 - 91 ○ Facilitate face-to-face interaction and relationship building between Council and stakeholders,
92 and amongst stakeholder groups
 - 93 ○ Storage, retention and sharing of knowledge of geographic information and processes for
94 future generations
 - 95 ○ Outreach, education and awareness
- 96 ■ **Performance**
 - 97 ○ Ability to access expertise and resources from within and from outside the Council to address
98 and resolve issues
 - 99 ○ Flexibility to adjust or create committees, communities of practice, and working groups as
100 needed
 - 101 ○ Flexibility to adjust meeting frequency and location as needed
 - 102 ○ Minimize the impact of political bias on the functions of the council
 - 103 ○ Minimize the impact of change in administration on the functions of the council
 - 104 ○ Enable the geospatial community to articulate a united vision to policy makers through the
105 representation of the council

WIGICC Report of Accomplishments and Recommendations

- 106 ○ Increase awareness and understanding of geospatial-related issues and activities among
- 107 policy makers at all levels and with the public
- 108 ○ Involve the highest level of policy makers in geospatial decision making
- 109 ○ Promote the incorporation of geospatial-related issues into statewide policy and decision
- 110 making through continuous collaboration with the legislature and state governmental offices
- 111 ○ Clear performance metrics and ongoing assessment
- 112 ○ Readily understandable structure and manageable size
- 113 ○ Tangible links and reciprocity between Council, Geographic Information Officer, State
- 114 Cartographer's Office, and stakeholders
- 115 ○ Tangible benefits and deliverables accrued widely and at all levels
- 116 ○ Utilize best practices from all sectors of stakeholders
- 117 ○ Capacity building at all levels
- 118 ○ Staffing levels specifically focused on coordination and other Council goals and activities
- 119 ○ Ability to develop and influence adoption of guidelines and standards
- 120 ○ Ability to identify funding sources and to influence how funds are expended
- 121 ○ Ability to provide incentives for participation
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126 Accomplishments

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128 Below is a list of accomplishments completed by WIGICC since its inception in September 2008. These
129 accomplishments are described as falling into one of the four categories; coordination, framework,
130 outreach, and internal operations. These categories align with the recently established business plan.
131

132 Coordination

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134 These accomplishments relate to developing and facilitating the processes, standards, and coordinating
135 activities between the Network and the Council. This activity provides strategic and business planning
136 guidance.
137

138 Stakeholder network engagement was an important issue during the formation of WIGICC. The network
139 is seen as a key to success in defining and resolving critical issues. In the first 18 months two stakeholder
140 meetings were held, several issues have been brought to the council from the network, and some
141 network members are participating in ongoing actions. However there needs to be improvement in getting
142 the network involved in WIGICC activities. It is anticipated that the team structure adopted by the council
143 will help to focus the energy of the council and the network where it can be most effective.
144

145 In the first 18 months of the council, the 2 most significant accomplishments in coordination related efforts
146 were:
147

148 WIGICC coordinated the federal agency response to the request for partnerships to support
149 Wisconsin Regional Orthophoto Consortium (WROC). A notice was sent to WIGICC Federal
150 Agency community of practice resulting in total commitment of \$400,000 to the project. This
151 commitment assured the complete state coverage of orthophotos; reduced costs for all Federal,
152 state, and county partners; and eliminated potential duplication of effort.
153

154 In 2010, WIGICC provided input to the legislature on Assembly Bill 271. A half day meeting was
155 held to hear different perspectives on the bill and concerns about its effects. The council worked
156 with the legislature to inform them of stakeholder concerns, provided alternative language and
157 responded to legislative inquiries about a Senate Amendment 1.
158
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WIGICC Report of Accomplishments and Recommendations

160 *Recommendation: The Wisconsin Department of Military Affairs (DMA) has indicated a strong desire to*
161 *have WIGICC participation in a developing a statewide homeland security GIS strategic plan. WIGICC*
162 *should consider this a high priority issue and work with DMA and other important groups to establish this*
163 *plan.*

164
165 *Recommendation: DMA is beginning to pursue adoption of the U.S. National Grid for the state of*
166 *Wisconsin. This is a national standard that has proved effective in emergency management and response*
167 *activities. The implementation effort is in the planning stages and WIGICC, working with other groups in*
168 *the state, is in a unique position to help develop the plan, educate the stakeholders and assist the*
169 *implementation. Recommend that this be a priority activity for the Coordination Team over the next year.*
170

171 **Coordination Accomplishments**

- 172 • First “Kick-off” Stakeholder Network meeting held in Appleton, WI on October 28, 2008
- 173
- 174 • Andrew Swartz made a presentation to Wisconsin Homeland Security Council – April 15,
- 175 2009
- 176
- 177 • Established 4 standing teams for WIGICC council 10/24/2009. Teams are:
178 Implementation – Coordination
179 Implementation – Data Framework
180 Outreach
181 Internal Operations
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- 183 • Request for funds to support WROC sent to Federal Agency community of practice
184 (12/9/2009) resulting in total commitment of \$405,000 to the project.
- 185
- 186 • Held meeting 12/17/2009 with parties interested in Assembly Bill 271 (AB271) to inform
187 council on issues and encourage exchange of information.
- 188
- 189 • Provided motion of support for joint DOA/SCO FGDC CAP grant proposal for integrating
190 local transportation data to state and federal databases
- 191
- 192 • WIGICC provided written and verbal testimony to the Senate Committee on Economic
193 Development regarding Assembly Bill 271 (AB271) on January 6 and 7, 2010.
- 194
- 195 • In response to request from Senator Lassa, the Chair provided suggested improvement
196 to wording of AB 271 on January 19, 2010.
- 197
- 198 • WIGICC Business Plan Accepted Feb 10, 2010
- 199

200 **Framework**

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202 These accomplishments relate to addressing geographic information issues in the state. Addressing
203 these issues is a primary business reason for the existence of WIGICC. Originally it was thought the
204 WIGICC would choose 1 or 2 specific actions to pursue and resolve in the first 18 months. However
205 identifying which specific issues to address and resolve proved difficult and the number of issues to be
206 addressed was large. The council adopted a process of accepting and pursuing issues that had
207 meaningful impact on the stakeholder network and had individuals willing to work to get them resolved.

208
209 A significant framework accomplishment results from a request by the state agency constituency to
210 establish a “Minor Civil Divisions” (MCDs) community of practice. This activity has been the most
211 comprehensive and inclusive review of how and where minor civil division boundaries are built and
212 maintained across the state. Processes have been documented and some potential savings identified.

WIGICC Report of Accomplishments and Recommendations

213 The goal of the effort is to develop an authoritative data set that is consistently maintained. The WIGICC
214 is providing technical support and a representative on the team.
215

216 *Recommendation: Implement “GIS Interoperability” community of practice research/discussion topics*
217 *concept to identify technical obstacles to service adoption, define possible solutions, and evolve*
218 *statewide architectural component roles (i.e. producers, consumers, catalogs, repositories, et al).*
219

220 *Recommendation: Work with data custodians statewide to define and evolve statewide data models for*
221 *common framework layers per ongoing WIGICC and other statewide initiatives including Parcels, MCDs,*
222 *etc. Identify and apply current best practices at national, state, regional, and local levels. Determine and*
223 *implement ongoing stewardship model(s) for each.*
224

225 *Recommendation: Establish “Map Service Cartography” or similar community of practice to address*
226 *visualization and base map development issues relating to the practical application of map services.*
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228 **Framework Accomplishments**

- 229 • Council endorsed regional orthoimagery consortium concept, including WROC.
230 2/10/2009
231
- 232 • Established “GIS Interoperability” community of practice. 2/10/2009 - Draft letter, case
233 study and survey are being compiled and released to interested network people. Oriented
234 to implementation and understanding of web services.
235
- 236 • Established a “Minor Civil Divisions” community of practice. First Meeting, Sept. 28, 2009.
237 Progress report at WLIA Annual Meeting February 25, 2010. Vision for ideal MCD
238 process and actions steps identified June 10, 2010.
239
- 240 • Created a “hydrography community of practice” – include date
241
- 242 • “Using Wisconsin’s Geospatial Services”, presentation by Erik Mickelson, Lee Samson,
243 Jerry Sullivan, and AJ Wortley and WLIA Annual Conference, 02/2010
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248 **Outreach**

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250 These accomplishments relate to communications by providing information to the stakeholder network
251 about the mission, objective, status and activities of WIGICC. These efforts generally provided information
252 about the council, sought input and participation from the network, or strived to develop relationships with
253 other entities in the state.
254

255 While the council attempted to communicate broadly, this is still considered an area which needs
256 improvement. A standing team was established to address this issue.

257 *Recommendation: Outreach efforts continue to be a high priority activity for WIGICC. In particular,*
258 *WIGICC is positioned to reach out and engage the emerging non-traditional geospatial user community.*
259 *This includes individuals in the health professions, economic development, the non-profit sector, and*
260 *others who are eager to use and apply geospatial tools and concepts but lack the background and skills*
261 *to do so. By developing stronger ties to this community, WIGICC can serve as a coordination body*
262 *making connections between people, communities, data, and other necessary resources to help these*
263 *non-traditional sectors succeed in their efforts. This is important and significant because this is one of the*
264 *largest growth areas of the geospatial community, having received much impetus from the wide*

WIGICC Report of Accomplishments and Recommendations

265 *availability of Google and other web-based mapping sites. WIGICC is uniquely positioned to assist this*
266 *emerging group because it defines "geospatial" in the broadest possible terms.*

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Outreach Accomplishments

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- WIGICC Council Introductions at WLIA regional meeting (10/16/2008)

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- "A shared vision for GIS and land records in Wisconsin" presentation by Ted Koch and Curtis Pulford at WLIA regional (10/16/2008)

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- Presentation - WLIA Annual Conference - Feb 18-20 2009, Wisconsin Dells, "All about WIGICC" presentation by Ted Koch and Curtis Pulford - (2/19/2009)

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- Ted Koch and Dick Vraga staffed WIGICC booth at meeting of the Wisconsin County Constitutional Officers meeting in Madison - March 2, 2009

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- WIGICC Brochure and poster published (March 15, 2009)

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- Ted Koch and Jim Lacy meet with state Senator Jim Holperin to introduce WIGICC concept (3/11/2009)

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- Established ad hoc committee to engage WLIA on communication processes and procedures. Several meetings were held and a "relationship document" was drafted. The document was approved by WIGICC 10/14/2009. Document was not approved by WLIA board. Discussions continue.

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- Second WIGICC Stakeholder Network Meeting, Wausau, WI – June 10, 2009 (afternoon activities)

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- Dick Vraga and Jon Schwichtenberg met with WLIA Board to discuss WLIA/WIGICC relationship document - October 21, 2009

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- Several WIGICC members attended WLIA board meeting on Feb 24 during WLIA Annual meeting. WIGICC also hosted an open discussion session with WLIA membership February 25.

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Internal Operations

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These activities serve to establish the foundational structure for conducting the business of the council. While preliminary work on several of these items had been done by the WIGICC Working Group (WWG), it was important for the council to establish this framework and take ownership of the processes. While these accomplishments are administrative in nature, they are significant in the time necessary to establish these and importance to assure the processes allow for equitable treatment for all of the members. These efforts also serve to define the role WIGICC intends to play in the state and how the stakeholders can be involved.

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WIGICC Report of Accomplishments and Recommendations

312 *Recommendation: Because significant effort was devoted within the WWG and the first 18 months of*
313 *WIGICC, it is recommended that the vast majority of these items be retained for a permanent council.*
314 *Specific improvement can be made in individual elements of these established procedures and*
315 *documents, by complete rework is not recommended for the foreseeable future.*

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Internal Operations Accomplishments

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- WIGICC website goes live – September 8, 2008.

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- USGS Assistance Award of \$38,900 was given to SCO for WIGICC support – September 9, 2008.

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- Interim Council membership finalized. – September 15, 2008.

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- **First WIGICC Council meeting held in Madison, WI on September 23, 2008. – WIGICC is born!**

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- Bylaws and Charter approved (12/17/2009)

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- WIGICC Executive Committee established 4/16/2009

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Recommendations for Continuance

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Council Permanence

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339 We recommend that efforts begin to establish WIGICC as permanent entity. There are three primary
340 reasons for this recommendation:

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- 342 1. The use of geospatial technologies is ubiquitous throughout government agencies, private
343 industry and in the lives of citizens of this state. This situation has occurred relatively quickly
344 with the rapid pace of technology and the infrastructure to effectively manage this transition is
345 needed. In 45 other states a coordination council of some type is a key component of that
346 infrastructure. The establishment of a council was the first recommendation of the Wisconsin
347 Location Matters – A Statewide Geographic Information Strategy.
- 348 2. Over the past 18 months, the Interim WIGICC has made significant progress toward
349 permanent establishment of a council. Foundational processes and documents have been
350 developed, teams have been formed, issues have been addressed, and some
351 accomplishments have been made.
- 352 3. The lack of formal recognition has hampered the ability of WIGICC to be as productive as
353 possible. Because of its lack of formal recognition stakeholder groups struggle to justify the
354 dedication of personnel to the effort, some stakeholders question the authority of the council
355 to get engaged in issues, some stakeholders doubt the long term outlook of the council and
356 some stakeholders doubt the ability of the council to enact positive change and influence
357 important constituents

358

359 We recommend that permanence be established through legislative action. WIGICC will establish a team
360 to work with legislators and the Legislative Reference Bureau to craft the appropriate language. It is in the
361 public's interest that these activities be coordinated. Because WIGICC will be providing support for policy
362 decisions regarding the use of geospatial technology in the state and the legislature is the policy making
363 branch of the government, it is appropriate the WIGICC be established via legislation. As indicated

WIGICC Report of Accomplishments and Recommendations

364 through discussions with other states we understand that this solution could take longer to adopt but will
365 be perceived as a more permanent solution.

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367 We further recommend the Interim WIGICC be continued indefinitely until it can be made permanent and
368 that the council adopts other recommendations listed in this report as soon as practical.

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371 **Council Structure**

372
373 The existing structure of the WIGICC was designed to meet several characteristics that were important to
374 the Wisconsin stakeholder community as provided through a series of meetings and listening sessions.

375 Two of the most important characteristics were breadth of representation and ability to act. These issues
376 tend to influence the size of the council in opposite directions; breadth generally leading toward a larger
377 council and a smaller council is often needed to respond quickly to issues. The results of the first 2 years
378 of the WIGICC confirm that this balance is still critical and that both issues remain very important to the
379 stakeholders.

380
381 While the council believes its size and structure are approximately correct, we recommend the following
382 modifications:

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384 Add a representative (1) to the "Cities, Towns and Village Governments" Sector

385 Due to the amount of GIS work being done across the state by city, town and village
386 governments and the anticipated growth in GIS in that sector, the council believes the
387 structure should contain a second representative for this sector. This will serve to
388 improve the representation of these entities within the state and will assure continuity of
389 representation for this stakeholder group should a member need to leave the council.

390
391 Add three (3) "at large" representatives to improve representation and increase council capacity.

392 During the formative stages of the interim council, the stakeholder community was very
393 concerned about being involved in the selection of the WIGICC membership through a
394 voting process. While the existing selection process is designed to accommodate that
395 need it can leave gaps in filling other important characteristics, such as: geographic
396 diversity, having representation from across the state; domain representation, such as
397 emergency management, law enforcement or planning; and subject matter expertise to
398 address what are expected to be critical issues in the near term. These "at large"
399 representatives would be selected by the "ex-officio" members of the council with
400 approval from the whole council. A special feature of these members would be that each
401 term is a one year term with repeat terms allowed.

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WIGICC Report of Accomplishments and Recommendations

WIGICC Membership 19 Voting Members across 6 sectors 2 Non-voting Members	
State Government	3
State Government	3
Local Governments and Regional Organizations	5
Regional Planning Commissions	1
County Governments	2
City, Towns and Village Governments	2
Other Government	2
Tribal Government or agency	1
Federal agency with field offices within Wisconsin	1
Non-Government	4
Private Businesses	2
Non-Profit Organizations	2
Academic	2
Universities, UW-Extension, and Technical colleges, K-12	2
At Large	3
Nominated by ex-officio members, approved by Council	3
Ex-Officio, (Non-Voting)	2
<i>WI State Geographic Information Officer (GIO), ex-officio, non-voting</i>	1
<i>Wisconsin State Cartographer (SCO), ex-officio, non-voting</i>	1

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Council Selection Process

The interim council bylaws establish a process for the selection of council members. We recommend that this process be kept in place, and that the operational tools which needed to use that process be developed and implemented in summer of 2010 for new elections to occur in fall. The ex-officio members should be responsible for this development.

Council Support

An important element for the success of the WIGICC is having reliable administrative support. While the council has and will continue to seek the most economical and efficient ways to conduct business a base level of support is needed for the effectiveness of the council. This generally requires modest amounts of funding and staff support to the Council. Charter bylaws state this support should come from the State's Geographic Information Officer and the Wisconsin State Cartographers Office. A breakdown of support needs is shown below:

- Telecommunications
- Rooms
- Outreach materials
- Members travel
- Conference fees
- Website support – servers and people
- Administrative personnel support
- Outreach to national efforts (travel, etc)