

Citywide Data Governance Charter

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Committee Authority

Authority to implement the Citywide Data Governance Committee comes from Council. This is evidenced by Council's vote to approve the FY 22-23 Budget and the proposed work of the Data Governance Analyst (Analyst II 1 FTE, onboarding in early 2023). This builds on authority from the [Open Data Ordinance No. 188356](#) and the work of the [Data Governance Planning and Analysis Team \(DAGPAT\)](#).

The deliverables of the committee will consist of both recommendations for best practices and administrative rules (admin rules). To implement admin rules the committee will partner with a relevant office or bureau that already possesses the authority to create admin rules (such as BTS, CAO, Office of Equity).

Purpose

Data is an essential asset for the City of Portland. All city bureaus and offices collect, share, use, and manage data. We rely on this data to support decision making, inform the public, manage and plan our work, and track performance. Community members are often asked to provide data to access services, work with us on contracts, or take part in engagements. Community members need to understand how and why data is being collected. See [Data Governance Principles](#) for more.

The purpose of forming a citywide data governance committee is first to provide oversight. To ensure all bureaus and offices take the proper steps to manage our data assets, and to formalize our behavior around data. We recognize the silos built up by the division of our city bureaus and offices. This has led to lack of coordination, duplication in data, and inefficient use of resources. This committee will focus on identifying, elevating, and resolving data issues and needs that impact all bureaus and offices.

Citywide principles, policies, guidance, and best practices will be adopted to address these issues and needs. Each bureau or office is responsible for leading the implementation of data governance practices within their area. However, the committee is a resource for questions, examples, and support in the implementation.

The committee will also serve as a resource to supports the exchange of data governance and management practices. Resources developed by the committee will help bureaus build capacity for data governance at the bureau level.

Citywide data governance models the values embodied in the City Government Charter amendments. The committee is in alignment with that transition, building towards a better coordinated future state.



Committee Model

We are using a bottom-up federated committee for the following reasons:

- Supports the exchange of learnings and resources from bureaus/offices with mature data governance and data management practices to those bureaus/offices starting out.
- Top-down centralized models require significant executive level staff resources and multiple levels and divisions of committees.

Membership

All committee members will be internal City of Portland staff. Background checks and volunteer workload could be burdensome to participation by members external to the City. See [Public Engagement](#) for pathways to public involvement in data governance committee work.

Non-voting Members

Non-voting members will provide insight and input specific to their areas of work. They will serve as consultants to the committee when questions and issues relating to their areas of expertise arise. Non-voting members are responsible for identifying when their expertise is needed and relevant for moving issues forward and decision making. They will defer to their designated committee voting member for general engagement in committee meetings and limit contributions to their appointed area of work.

The non-voting members are:

- 2 positions appointed by Chief Technology Officer with knowledge on Information Security and Information Technology Architecture & Management
- 1 position appointed by Office of Equity Director with knowledge on Civil Rights Compliance

Additional subject matter expertise provided by non-voting members is valued to inform the decision-making of the committee. Non-voting membership may be extended beyond the areas listed above as needed.

Voting Members

One member per bureau/office is a voting member, which includes Council Offices. These members are appointed by Bureau Director or City Council Member. They have the authority to make data and technology decisions and recommendations, and to speak on behalf of the bureau/office. Members should have experience and/or knowledge of data management needs and challenges.



Voting member responsibilities:

- To work with their bureau to gather feedback and inform their votes
 - See appendix section "[Feedback Protocol](#)" for specific expectations
- To bring new data governance knowledge and needs, and/or urgent conditions forward to the committee
- To inform their bureau or office of decisions made by the committee and to share data governance resources with their bureau or office when appropriate. Core Team will provide support and materials to facilitate this sharing.

A bureau/office may choose not to participate. Committee work will proceed with those who attend.

Time Commitment

- Ideal commitment of members is to serve 2 years.
 - The committee may consider other recommendations for minimum periods to serve but not a maximum.
- Recurring monthly meetings, up to 90 minutes in length.
- 2-4 hours a month for committee work in between meetings (e.g., reviewing documents).

Committee Operation

Voting Procedures

- Decisions are made by majority vote of members present at the meeting.
- You can only vote if you attend the meeting.
- Committee members can send delegates to represent them if they cannot attend a meeting, who are allowed to vote on their behalf. If a voting member cannot be present and is appointing an alternate, they need to email the Data Governance Analyst in advance of the meeting.
- Committee members cannot give their vote to another member.
- Members will be alerted to an upcoming vote, with description of decision to be made, at least 4 weeks in advance.
- Members will receive final description and options for vote at least 3 weeks in advance.

Meeting Logistics

- Committee meetings will be virtual to reduce time commitments.
- Member votes will be logged.



- Meetings will not be recorded or open to the public. City staff need to be able to talk about data challenges and solutions in detail without impacting information security risks. Internal space will also facilitate direct conversation about the ability to offer services and how to improve this capacity.
- Meeting agendas will be shared online publicly.
- Data Governance Analyst facilitates meetings.
 - Facilitation style must ensure single voices do not dominate discussions in committee meetings and acknowledge differences in data governance maturity, capacity, and experiences across bureaus/offices.

Committee Management

Core Team Composition

- 6-8 people, a small subset of the committee to help facilitate efficient decision-making.
- Includes Data Governance Analyst housed in Smart City PDX and a mix of representatives from different bureaus.
- Initial Core Team identified by Data Governance Planning and Analysis Team (DAGPAT)
- A Core Team member may also be a voting committee member as their same knowledge and experience to help the Core Team function well could be the same knowledge and experience that a Bureau Director or Council Member would want to appoint them to the committee.
 - In this scenario, a Core Team member does not get 2 votes, only the 1 vote per their bureau/office representation.
- Core Team members who are not voting members will defer to their bureau or office's designated committee voting member for active engagement within committee meetings. They will attend meetings to observe, listen, and support and review notes.
- Ideal time commitment for a Core Team member to serve is a minimum of 2 years.
- If a Core Team member departs, a replacement will be voted on by the Committee.

Core Team Responsibilities

- Set committee agendas.
- Identify a tool/process to log voting by each member.
- Prepare other committee meeting materials.
- Review meeting notes.
- Provide recommendations, feedback, and support to help move the committee to decisions.
- Decide when an item is ready for a vote and prepare final options to vote on.
- Help onboard committee members.
- Develop and review operating procedures for the committee.



- Develop reports and status briefings on committee efforts to report out to leadership and/or external stakeholders.
- Identify type of assistance the team can provide for City staff requests to help implement decisions voted on by committee.
 - This may also include working with nonvoting members and teams outside of the committee to identify additional resources or ways to help.
- Meet at least once a month, three weeks before a committee meeting.
- Rotating member of the Core Team takes meeting notes except for Data Governance Analyst who facilitates meetings.

Data Governance Analyst Additional Responsibilities

- Facilitate committee meetings.
- Post agendas publicly online.
- Share meeting notes internally.
- Manage and collaboratively design public engagement efforts.
- Manage and support the Core Team.

Onboarding

- Data Governance Analyst & Committee will provide data governance onboarding for new committee members.
- Goal of onboarding is to help encourage participation.
 - May also help with changes in staff in Council Offices and bureaus.

Committee Charter Review

The Charter should be reviewed once per year. This review should include:

- Evaluation of responsibilities for members.
- Alignment with any announced City Government Transition and City Charter changes

If amendments to the committee charter are required based on the annual review or extenuating circumstances, Data Governance Analyst and Core Team will draft the amendments and present to full committee for a vote.

Public Engagement

- Data Governance Analyst organizes and holds periodic meetings with external stakeholders to share updates on committee activities and opportunity to review decisions being made. These meetings will occur at a minimum twice annually.



- Data Governance Analyst needs to identify methods for outreach and participation that creates a meaningful opportunity for different partners to provide input to a decision already made or coming up.
 - The goal of these engagements is not just information sharing, but collaboration.
 - Data Governance Analyst will partner with communities to design efforts.
 - Any member of the public is welcome to participate. Communities affected by data decisions will be prioritized.

Interaction With Other City Staff & Groups

- Data Governance Analyst will coordinate a workplan to stay connected with various City groups and committees and create pathways for other staff to engage. Depending on the group, the relationship with other groups and committees will include information sharing, information gathering, providing support or identifying partnerships for implementation of committee decisions.
 - For some groups such as the Technology Oversight Committee this may look like a once per year report out.
 - For some groups such as the Privacy Work Group, Open Data Work Group, Equity and Diversity Data Practitioners, Tableau User Group, or the Performance Advisory Committee, this may include partnership to identify needs and inform recommendations.
 - For some groups such as the Asset Management Group or the Permit Improvement Process, this may include partnership to align work priorities and support successful common goals.
 - The committee will create work groups as needed to develop recommendations to bring back to the committee. Work groups will be agile, targeted and may include City staff and/or community members depending on the tasks.
- Data Governance Analyst will maintain a list of groups and committees with data governance intersections. Committee members are responsible for raising awareness of relevant committees and/or groups in their bureau or office.
- Contact information for the Data Governance Analyst for general city staff to ask questions, raise issues, provide feedback and/or learn more about data governance will be on the committee's intranet page.



Appendix

Data Governance Principles

The data governance principles are numbered to make discussion easier. It does not denote ranking or importance. These principles will be reviewed periodically with the committee and as a part of public engagement.

1. Data is a valuable and reusable City and community asset that require consistent long-term governance
2. Data is a collection of facts. It takes many forms including numbers, observations, responses to interview questions.
3. Data provides value to the City when it is findable, understandable, up-to-date and trusted
4. Well managed data provides value to the City by enabling reliable and timely informed decision making
5. Center data justice in decision making and actively work to build trust with marginalized communities harmed by government data practices
 - 5.1. The Coalition of Communities of Color define the fundamental premises of data justice as: (1) make visible community-driven needs, challenges, and strengths, (2) be representative of community, (3) treat data in ways that promote community self-determination.
6. Data governance committee decisions should account for who could be harmed or overlooked
7. Effective data management programs require commitment of resources and leadership support
8. Data has a defined owner/steward responsible for maintaining their data, including making sure it meets citywide standards
9. Data governance is an ongoing process; data requires continual maintenance throughout its lifecycle
10. Data should be findable and available across city bureaus and offices for all who have the authority to access it
11. Data should be documented and described with metadata
12. Data should be reused whenever possible; collect new data only when necessary
13. Data security should protect against loss and misuse of City data, and protect individual privacy
14. Data management needs should inform IT decisions; business needs should inform data management decisions
15. Consistency in approach and adherence to standards across the city is essential to a reliable data ecosystem
16. The City has committed to data governance through the [Open Data Ordinance](#) and the [Smart City PDX Privacy and Information Protection Principles](#)



Feedback Protocol

The goal with requesting committee member input or feedback on a project is always to improve the chances of success for an initiative. When it is received in time to inform the current stage of work and addresses the scope and scale of information being asked for, member review and feedback help to provide direction, identify and prevent obstacles that might prohibit success, and improve the efficiency and effectiveness of our efforts.

There are challenges posed, however, when feedback is received after that work it would have informed has been completed:

- It addresses issues that have long been decided by a vote of the group without adding any new compelling information,
- It addresses considerations that are clearly outside the scope of the initiative or the group as whole.

Being reactive to, and accepting of, comments focusing on earlier/completed stages of work and coming after previous rounds of feedback opportunities can result in:

- Disrespecting the work and attention of other committee members,
- Making project team members feel like their time was wasted, risking disinvestment in the process,
- Making substantive changes to plans or projects after moving through time-intensive feedback processes with city staff, community partners or community members.

At the same time, being unreceptive to such input risks making the reviewer feel ignored.

To try to resolve these issues we propose this protocol as a template to help us align broad project stages with the types and scope of review and input or feedback that may be asked for at each one.

Project stage and feedback

Initial project discussion

Input and feedback purpose:

- Identification and description of problem
- General direction and approach for project
- Initial ideas of desired features or future state



Input and feedback type:

- Brainstorming –all options are open

Required process task:

- Define number and type of project check ins required
- When feedback will be requested
- Who will feedback be required from to ensure those with relevant experience and subject matter expertise are involved
- Who will feedback be optional from

Early-stage project check in**Input and feedback purpose:**

- Fully explored scope and direction
- Does this direction and approach move towards the desired future state?
- Are the planned features sufficient to arrive there?
- Are there major issues or obstacles with this approach?

Input and feedback type:

- Directed, forward looking
- Brainstorming still appropriate with major issues and obstacles

Required process tasks:

- Reminder of what was agreed on during initial project discussion (ie setting the starting point for current feedback)
- Assess whether feedback plan still makes sense given project status

Middle-stage check ins**Input and Feedback purpose:**

- Are our steps we are taking still moving us in the direction we agreed on?
- Are the desired features or parts working?
- Is the project overall moving towards our desired future state?
- Are there any elements working at cross-purposes to the function of the desired features or to achieving the desired future state?

Input and feedback type:

- Constructive feedback – offering criticisms with detailed suggestions or recommendations for resolutions or improvements

Required process tasks:

- Reminder of what was agreed on during previous project discussion
- Assess whether feedback plan still makes sense given project status



Late-stage report out

Input and feedback purpose:

- Fit and finish
- Operational details to complete the project
- Communications plan

Input and feedback type:

- Ideas for rollout and communication plan
- Language (spelling, word choices)

Required process tasks:

- Reminder of what was agreed on during middle stage(s) check in(s)

What is the process if we receive feedback that does not match the project stage?

Feedback or input that informs work that has been completed at a previous project stage will not be considered except under special circumstances. Special circumstances include:

- A previous decision is no longer possible.
 - A new policy is put into place that precludes the decision from being realized
 - An existing policy is discovered that precludes the decision from being realized
 - Other legal concerns brought forth by City attorney
 - New and unaddressed information Security concerns or technological limitations
 - Funding changes
 - Project no longer possible due to loss of funding
 - Additional funds become available that would dramatically change the options available for the project
- Project causes harm or violates our City values.
 - New information about a harm (internally within the City, to one of our partner organizations or agencies, or to the public) that completion or realization of the project or aspect of the project would cause
 - Information is shared that requires re-evaluating the project against our core City values
 - Personnel safety concerns
 - Confidentiality and privacy concerns



Acknowledging prior work

The Data Governance Planning and Analysis Team (DAGPAT) was an interim decision-making group with the goal to develop a recommendation for citywide data governance. DAGPAT included participation from BES, BDS, BPS, BTS, OMF (311, Revenue Division, Fleet), PBOT, PPB, PP&R, Office of Equity, and Office of Commissioner Mapps. DAGPAT looked at established data governance models and practices from across industries and other local and regional government partners. This includes the Data Management Association (DAMA)- [Data Management Body of Knowledge](#). Several tactics have been explored to push forward data governance at the City of Portland. This included the use of pilot projects as well as writing out more comprehensive frameworks and toolkits using existing resources across DAGPAT teams.

The knowledge gained since starting these efforts at the end of 2018 informs this Citywide Data Governance Committee recommendation. Portland communities are asking for help with multiple, overlapping urgent needs. The recommendation presented is a simplified data governance model. It is ready for implementation with support of the oncoming Data Governance Analyst in Smart City PDX and the multibureau core team. City staff and communities are ready to collaborate and bring new, inclusive, and effective data solutions to Portlanders.

Thank you to the DAGPAT members who have contributed their time and ideas to support the development of citywide data governance for the City of Portland.

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