Oregon Chief Data Officer

Biennial Report

Enterprise Information Services' Report on the

Status of Open Data and Interagency Data Sharing

JANUARY 2025

Contents

Executive Summary

In 2017, the Oregon State Legislature passed House Bill (HB) 3361, now codified as ORS 276A.350-374. HB 3361 created the state's first Chief Data Officer role and responsibilities and laid out requirements for Executive Branch agencies in managing data and information as strategic assets of the state. ORS 276A.353 requires the Chief Data Officer to submit a biennial report to a committee or interim committee of the Legislative Assembly related to information management and technology on:

a) the status of agency posting of publishable data; and
b) the status of data sharing within and between agencies, enabling cross-agency analysis to provide information for public purposes, including but not limited to program design and budgeting decisions.

This report serves to satisfy this statutory reporting requirement.

Oregon's Open Data Status

ORS 276A.350-374 requires Executive Branch agencies identify data used within agency information systems, contribute to an enterprise data inventory, and publish data defined as "publishable" under the statute to a centralized open data portal. Oregon's Open Data Resources website launched in February 2021 with the publication of Oregon's Open Data Standard and Technical Standards Manual. Oregon's Open Data Standard sets guidelines for agencies in complying with the requirements of ORS 276A.350-374.

 The Chief Data Officer is required to maintain a platform for open data publication (data.oregon.gov) and publish a statewide data inventory, which was initially published as an open dataset to data.oregon.gov in April 2022.[1] The inventory dataset is updated regularly, reflecting the most recently approved submissions as agencies continue to contribute information to the enterprise data inventory.

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[1]*State of Oregon Agency Data Inventory,* https://data.oregon.gov/Administrative/State-of-Oregon-Agency-Data-Inventory/yp9j- pm7w

The Chief Data Officer produces a publicly available [Open Data Multi-Year: Progress Report](#)[2] to provide updates on agency participation in Oregon's Open Data. This report is filtered by biennium and is updated as agencies submit additional deliverables. A raw dataset of the Open Data Multi-Year: Progress Report is available on data.oregon.gov as an open dataset. [3]

The Status of Data Sharing within Oregon

The Chief Data Officer and Executive Branch agencies have continued to collaborate on identifying opportunities to improve and expand enterprise data sharing between state agencies. During the 2023-2025 biennium, the Chief Data Officer and Executive Branch agencies collaborated through the following efforts:

1) Chartering of an Oregon Data Trust Planning Committee to convene Executive Branch agencies who are sharing and collaborating on data initiatives in response to Governor Kotek's Executive Order No. 23-03, "Declaring a State of Emergency Due to Homelessness" to evaluate current agency needs related to data sharing.
2) Development of Oregon's first draft enterprise data sharing memorandum of understanding (MOU) for interagency data sharing. This effort used existing Department of Justice (DOJ) data sharing agreement templates and reviewed peer states with enterprise processes for data sharing. [4]
3) Inclusion of data sharing as a critical outcome in the Governor's Homelessness Response Framework[5], identifying "infrastructure and data sharing agreements between primary agencies working to reduce homelessness (Oregon Housing and Community Services (OHCS), Oregon Health Authority (OHA), and Oregon Department of Human Services (ODHS))".
4) Development of an Enterprise Data Sharing Pilot initiative with participation from ODHS, OHCS, and OHA, with legal expertise from DOJ. The initiative pilots the data sharing processes codified in the draft enterprise data sharing MOU in support of an identified data sharing use case to address the Governor's strategic priorities around housing and homelessness.

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[2] Open Data Program Multi-Year: Progress Report, https://data.oregon.gov/stories/s/pmxr-87st
[3] Open Data Progress Report Multi Year Dataset,
https://data.oregon.gov/Administrative/Open_Data_Progress_Report_Multi_Year_Reporting_Cyc/hgxu-5rdh
[4] State models examined were California's Interagency Data Exchange Agreement (IDEA):
https://docs.data.ca.gov/interagency-data-exchange-idea-guidebook and Texas' Statewide Data Exchange
Compact: https://dir.texas.gov/office-chief-data-officer/texas-statewide-data-exchange-compact
[5] State of Oregon Homelessness Response Framework
https://www.oregon.gov/gov/policies/Documents/State%20Homelessness%20Response%20Framework%202024.pdf

In 2025, the Chief Data Officer will kick off an Enterprise Data Sharing Pilot to test the processes and structures of Oregon's draft enterprise data sharing MOU for interagency data sharing. Additionally, a Data Sharing Playbook will be developed to assist Executive Branch agencies in adopting and using the MOU when it is made available for all Executive Branch agencies in 2026.

Oregon's Open Data

Open Data Background

Open data, defined as "data that can be freely used, modified and shared by anyone for any purpose" has increased in popularity and use throughout the last decade. Open data is available at no direct cost and is made publicly accessible to a variety of users including other state agencies and employees, Oregonians, non-profit organizations, and any individual with an interest in accessing, downloading, and using data. Open data provides transparency and accountability for Executive Branch agencies and creates an opportunity for communication and relationship building with Oregonians and engaged public. A mature, proactive open data program can realize many benefits for both state agencies and the public, including:

- Improved interagency data sharing. By proactively providing open datasets, public bodies can more readily and consistently share data for download without requiring agencies to respond to disparate requests for sharing. To improve interagency data sharing, agency Open Data Coordinators are encouraged to examine which spreadsheets, reports, or datasets are continually emailed between agency data partners and evaluate if these datasets can be published online.
- Decreasing public records requests and increasing transparency. By being proactively transparent and releasing data that is regularly requested by the public, agencies can decrease the costs associated with responding to public records requests.

Oregon's Open Data is codified within ORS 276A.350-374 and is overseen by Enterprise Information Services' (EIS) Data Governance and Transparency Program, directed by the Chief Data Officer. The statute requires that Executive Branch agencies identify data used within agency information systems, contribute this information to an enterprise data inventory maintained by the Chief Data Officer, and publish data defined as "publishable" under the statute to a centralized open data portal. The Chief Data Officer is required to maintain an enterprise inventory of data assets as provided by agencies, and to create and maintain the Open Data Standard and Technical Standards Manual. Oregon's Open Data Resources Website launched in February 2021.

Oregon's Open Data Standard outlines the requirements and expectations of Executive Branch agencies as they identify, inventory, and publish data in accordance with statute. Executive Branch agencies are required to complete the following every two years:

1) identify an Open Data Coordinator,

2) create and update an inventory of agency datasets and submit to the Chief Data Officer, and

3) create and update an Open Data Plan and submit to the Chief Data Officer.

Executive Branch agencies completed their first full Open Data reporting cycle on December 31, 2023. The second reporting cycle began on January 1, 2024, and will run through December 31, 2025. Reporting is on a two-year cycle with requirements due from agencies measured and reported through the Open Data Multi-Year: Progress Report.

This multi-year report is updated on an ad-hoc basis when agencies complete Open Data requirements.

The second Open Data reporting cycle included a roll out of many new process automations beginning in January of 2024. Several new Office 365 forms were created and launched to assist Open Data Coordinators in easily reviewing and updating the following requirements:

- their status as an agency coordinator;
- submission of an updated agency open data inventory;
- submission of an updated open data plan; and
- providing an update on their open data publication status.

We are currently half-way through the second Open Data reporting cycle, represented in the charts below.
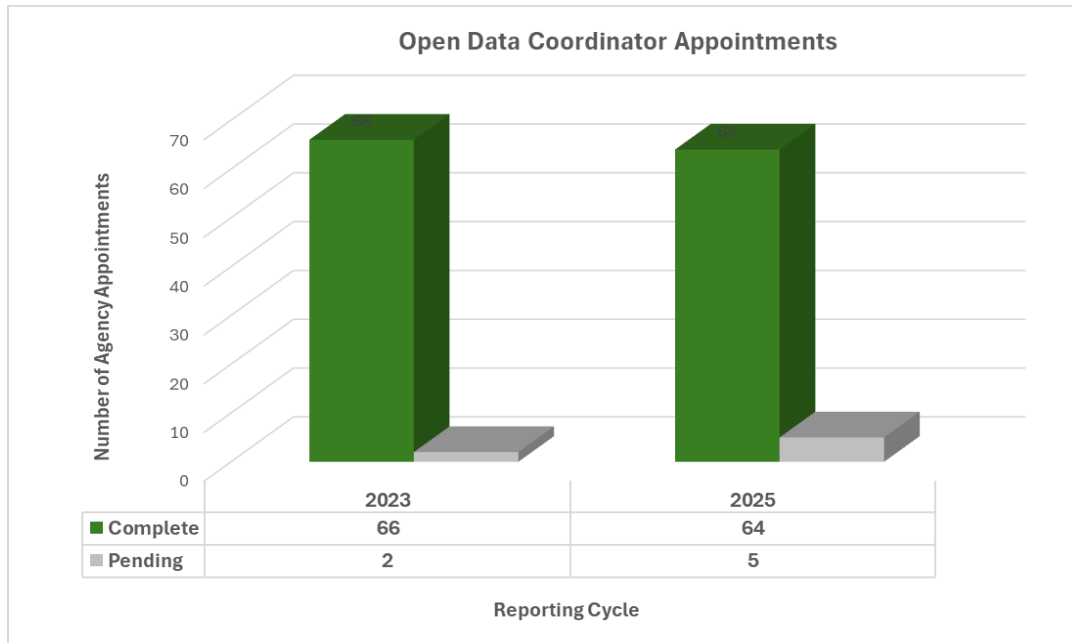
Open Data Coordinator Appointments

The Open Data Standard requires each state agency appoint an Open Data Coordinator to act as the single point of contact to the Chief Data Officer in completing and submitting the requirements associated with Open Data. Open Data Coordinators can be appointed from a variety of positions, including Operations and Policy Analysts, Geographic Information System Analysts, Data Analysts, and Research Analysts/Research Directors. Open Data Coordinators are not required to possess a specific level of positional authority. They must have appropriate authority to guide and direct open data activities within their respective agency. A full description of the Open Data Coordinator role, responsibilities, and recommended skills is available for download[6] on the Open Data webpage to aid agencies in selecting an appropriate staff member to fulfill the duties of the role.

Throughout 2024, there were many new agency appointments of Open Data Coordinators. To assist all Open Data Coordinators to successfully meet Open Data requirements, training resources that cover how to create, update, and submit an agency open data inventory, agency open data plan, and open data publication status have been provided. Resources include on-demand training videos and PowerPoint slides on how to use the new online forms for submitting requirements.

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[6] Agency Data Coordinator Role Description, https://data.oregon.gov/Administrative/Agency-Data-Coordinator-Role-Description/4f2s-2c9m

Figure 1 Open Data Coordinator Appointments

Open Data Coordinator Appointments

	2023	2025
■ Complete	66	64
■ Pending	2	5

Number of Agency Appointments

Reporting Cycle

At the end of the first reporting cycle on December 31, 2023, 66 agencies (97%) had appointed an Open Data Coordinator. Two agencies (3%) had not appointed an Open Data Coordinator and are listed as pending for the first reporting cycle.

Within the second reporting cycle, as of January 7, 2025, 64 agencies (93%) had appointed or refreshed their appointment of an Open Data Coordinator. Five agencies (7%) had not yet appointed or refreshed their appointment of an Open Data Coordinator and are currently listed as pending for the current reporting cycle.
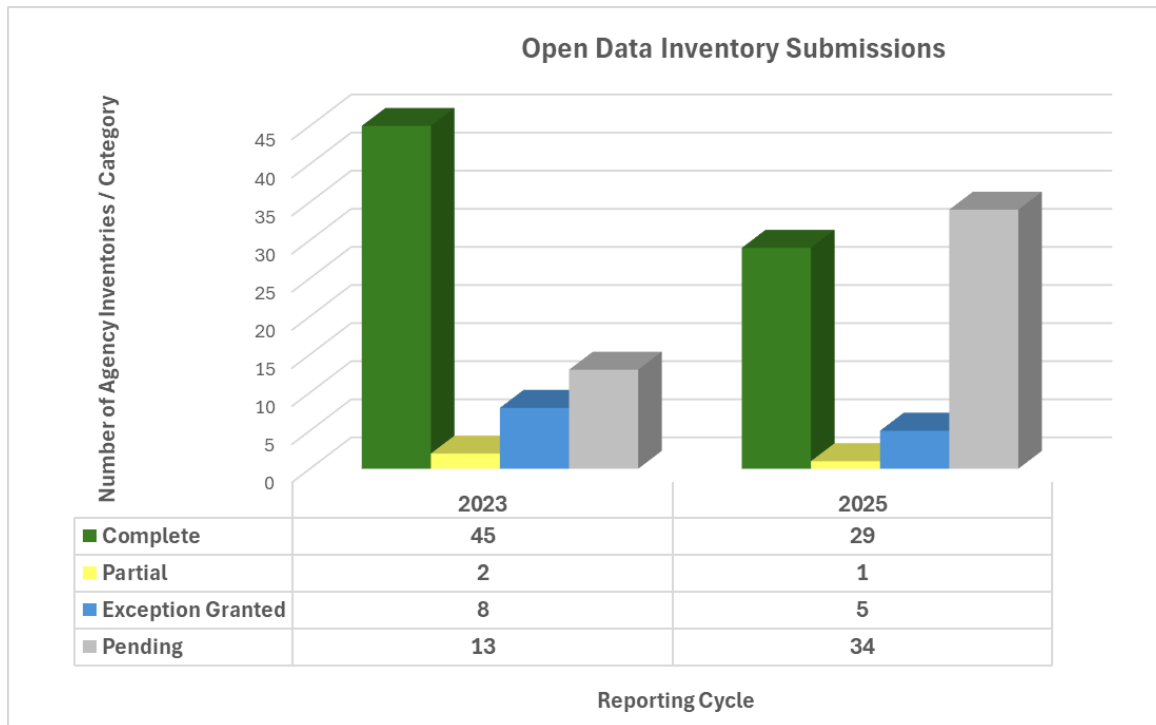
The population of reporting agencies increased from 68 to 69 with the inclusion of the Department of Early Learning and Care.

Data Inventory Submission

The data inventory is a requirement of ORS 276A.365(c)(B) and must be submitted to the State Chief Data Officer for inclusion in a published enterprise inventory. The data inventory must be completed according to the template provided by the Chief Data Officer on the Open Data webpage, and is validated for completeness by data quality scripts (written by Data Governance and Transparency staff) before being published on data.oregon.gov. Agencies who possessed a large volume of data to inventory or have resource constraints requiring additional time to submit a completed data inventory may submit an inventory extension request. Agencies who submit an inventory extension request are required to provide a summary explanation of the reasons for the extension request, an open data inventory plan, and a deadline for submission of their data inventory.

Figure 2 Agency Data Inventory Submissions

Open Data Inventory Submissions

	2023	2025
■ Complete	45	29
■ Partial	2	1
■ Exception Granted	8	5
■ Pending	13	34

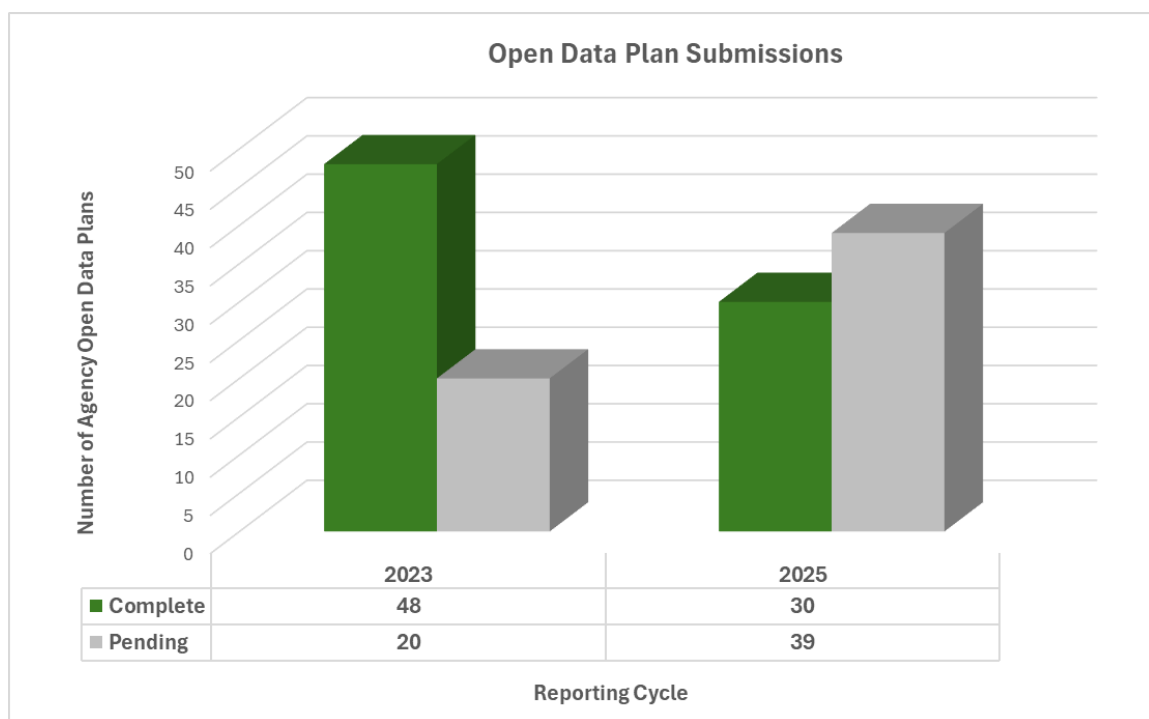Number of Agency Inventories / Category

Reporting Cycle

At the end of the first reporting cycle on December 31, 2023, 45 agencies (66%) had submitted complete and validated data inventories, two agencies (3%) submitted partial data inventories, and eight agencies (12%) submitted an inventory extension request which was granted. Thirteen agencies (19%) had not submitted an inventory or requested an extension and are listed as pending for the first reporting cycle.

For the second reporting cycle, as of January 7, 2025, 29 agencies (42%) have submitted updated and complete data inventories, one agency (1%) submitted a partial data inventory, and five agencies (7%) submitted an inventory extension request which was granted. Thirty-four agencies (49%) have not yet submitted an inventory or requested an extension and are currently listed as pending for this reporting cycle. Agencies are expected to submit updated and refreshed data inventories on a biennial basis.

Open Data Plan Submission and Publishing Phase

Each biennium, agencies are expected to complete and submit an Open Data Plan to the Chief Data Officer. As part of the Open Data Plan, agencies identify whether they are in one of three open data publication phases: planning, publishing, or maintenance. Agencies in a planning phase have indicated that they are continuing to work through Open Data requirements (such as completing an agency data inventory) and/or are undertaking a planning period with the expectation that they will publish data next biennium. The publishing phase indicates that the agency has committed to publishing open data in the coming biennium, and the plan articulates the agency's intentions. Agencies in a maintenance phase with open data have published all datasets in their inventory that are eligible for publication and are in the process of maintaining their participation in Open Data. Agencies are expected to update and refresh their open data plans on a biennial basis.
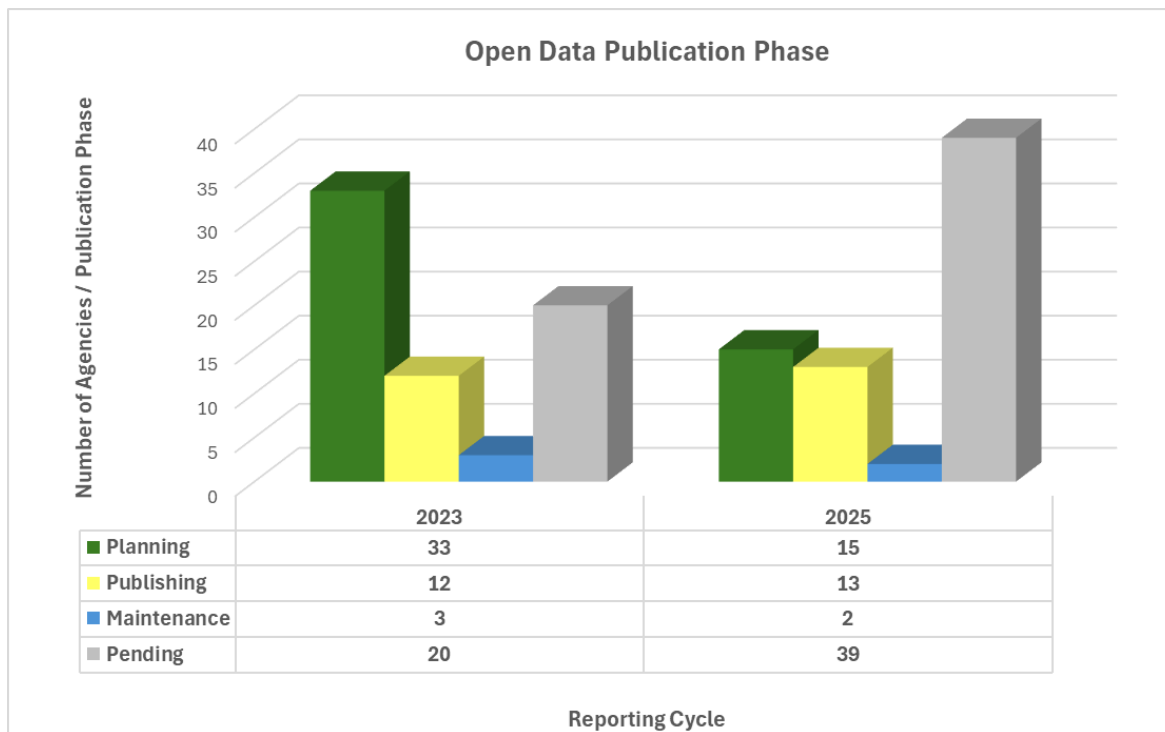
Figure 3 Open Data Plan Submissions

Open Data Plan Submissions

	2023	2025
■ Complete	48	30
■ Pending	20	39

Reporting Cycle

At the end of the first reporting cycle on December 31, 2023, 48 agencies (71%) had submitted a complete Open Data Plan, and 20 agencies (29%) had not yet submitted an Open Data Plan and are listed as pending for the first reporting cycle.

For the second reporting cycle, as of January 7, 2025, 30 agencies (43%) had submitted an updated Open Data Plan, and 39 agencies (57%) had not submitted an Open Data Plan and are listed as pending for this reporting cycle.

Figure 4 Open Data Publication Phase

Open Data Publication Phase

	2023	2025
■ Planning	33	15
■ Publishing	12	13
■ Maintenance	3	2
■ Pending	20	39

Reporting Cycle

At the end of the first reporting cycle on December 31, 2023, 12 agencies (18%) were in publishing phase intending to publish open data within a biennium. Thirty-three agencies (49%) were in a planning phase, with common reasons for the planning phase being systems updates and modernization efforts impacting dataset publication, ongoing data inventory efforts, and resource constraints related to supporting open data publication. Three agencies (4%) were in a maintenance phase, indicating they had published all data that can be made available as open data on the agency's data inventory. Twenty agencies (29%) had not submitted an updated open data publication status and are listed as pending for the first reporting cycle.[7]

For the second reporting cycle, as of January 7, 2025, 13 agencies (19%) are in the publishing phase intending to publish open data within a biennium. Fifteen agencies (22%) are in a planning phase, with common reasons for the planning phase being system updates and modernization efforts, ongoing data inventory efforts, and resource constraints related to supporting open data publication. Two agencies (3%) are in a maintenance phase, indicating that they have published all data that can be made available as open data on the agency's data inventory. Thirty-nine agencies (57%) have not submitted an updated open data publication status and are currently listed as pending for the current reporting cycle.

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[7] Oregon's Open Data Progress Report, https://data.oregon.gov/stories/s/y49e-7s6y

The state of Oregon publishes open data through two specific portals, data.oregon.gov, the Oregon's Open Data Portal, and ArcGIS Online, the state's data portal for geospatial data assets such as map layers. As datasets are published, the enterprise inventory dataset available on data.oregon.gov is updated to reflect the publishing status of the dataset and provide a hyperlink to the associated dataset. The Open Data Portal contains a fully searchable catalog with over 2,600 assets. These assets include and are not limited to, datasets, visualizations, linked datasets from external portals, and filtered views of datasets. Of these assets, approximately 477 are classified as datasets, or open data that has been published and made available by the state of Oregon through data.oregon.gov. Data resources published through the geospatial data platform that meet the requirements of the Open Data Technical Standards Manual are linked directly in data.oregon.gov, so users can search out relevant datasets from a single catalog, regardless of publishing location.

Monitoring and Maintaining Open Data

EIS Data Governance and Transparency is continually expanding services to support agencies in complying with the Open Data requirements. In October 2023, EIS provided agencies with their most current inventory submission and asked them to review, edit, and update their inventory for the second reporting cycle. Through this process, they included any changes or amendments to their inventory and then began submitting inventories for review and use beginning in January 2024. Agencies were also expected to report on progress associated with their Open Data Plans and asset publication status. All agency Open Data Plans are available for review online in the Open Data: Multi-Year: Progress Report.

Future enhancements being planned for Open Data reporting and monitoring include the development of a data quality dashboard to assess compliance with the Open Data Technical Standards Manual. This will support all data made available through data.oregon.gov to align with the Open Data structure, quality, metadata standards, and future development of program metrics for the publication of data by agencies.

Agencies completed their first Open Data reporting cycle on December 31, 2023. The second Open Data reporting cycle was launched in January of 2024 and will run through December 31, 2025. We are currently half-way through the second Open Data reporting cycle. As the program continues to develop, additional monitoring and analysis will be needed to identify gaps in resourcing and education associated with implementing Open Data requirements, and in establishing baselines associated with agency data publication efforts, and overall agency participation.

Interagency Data Sharing

State agencies share data in support of policy development and program improvement. Many of these sharing requests are ad hoc and managed outside of a unified approach to governance, technology, or research and policy question development. This lack of enterprise coordination means agencies are repeatedly asked to participate in and provide data to siloed initiatives and must review, evaluate, and execute multiple data sharing agreements and requests. This decentralized approach also places an undue burden on many client-focused agencies that provide data to multiple projects in support of shared priorities.

In January 2024, the State Chief Data Officer, with executive sponsorship from the State Chief Information Officer, State Chief Operating Officer, and the Governor's Office, convened 13 agencies to identify solutions to data sharing and integration that can address the current challenges and administrative burdens of agencies. This Data Trust Planning Committee, originally intended to develop a data trust framework for the state, quickly identified that the core data sharing challenge across agencies was lack of a standardized data sharing framework and processes that could be used statewide to assist agencies in sharing data to address cross-agency policy priorities, such as housing and homelessness. The Oregon Data Trust Planning Committee, over 12 months of meetings, developed a preliminary enterprise data sharing MOU for inter-agency data sharing, along with a proposed Data Sharing Process and Data Sharing Playbook. These outputs of the Oregon Data Trust Planning Committee will be used to guide implementation of a year-long Enterprise Data Sharing Pilot, with partnership from OHA, ODHS, and OHCS, to test the processes and structures within the MOU and Data Sharing Process, identify improvements, and prepare the MOU for an anticipated statewide release in 2026.

Enterprise Data Sharing Pilot

Enterprise Data Sharing Pilot: Building a Collaborative Framework for Oregon

The Enterprise Data Sharing Pilot is a forward-looking initiative designed to address the challenges of siloed data systems across Oregon's Executive Branch agencies. While each agency's data environment supports its own programmatic goals, these isolated systems often make it difficult to share information that could help solve complex, cross-agency issues. By establishing a collaborative framework and promoting unified data-sharing practices, this pilot aims to improve how agencies analyze and use information, ultimately enhancing services for Oregonians.

Why Data Sharing Matters

Oregonians interact with multiple state programs daily—whether filing unemployment claims, receiving supplemental nutrition assistance, registering vehicles, or seeking housing support. These interactions generate valuable data that provide insights into both individual and community needs. However, the current decentralized model for data sharing leads to inefficiencies, including duplicative efforts, inconsistent processes, and minimal interagency coordination.
A key component of this effort is the enterprise data sharing MOU, which seeks to streamline data-sharing activities across agencies. By implementing this agreement, the state can:

- Ensure consistent procedures that protect privacy and uphold security standards.
- Advance Oregon's commitment to ethics, equity, and integrity through clear and transparent data practices.
- Facilitate collaboration to address shared policy challenges—such as housing instability or youth welfare—through comprehensive, cross-agency solutions.
- Streamline data management and reduce redundancies, freeing up resources for more strategic work.

Pilot Overview and Partnerships

EIS Data Governance and Transparency is leading a year-long pilot with the ODHS, OHA, and OHCS. The Department of Justice (DOJ) provides legal guidance to ensure compliance. During this pilot, EIS will guide agencies through the enterprise data sharing MOU and its data sharing processes, while participating agencies will offer feedback on technical, operational, and legal challenges. These insights will help EIS refine the MOU and related tools before extending them to all Executive Branch agencies.

Key Activities and Outcomes

- Identify and evaluate real-world use cases such as analyzing data on youth in state care or housing outcomes for recently incarcerated individuals.
- Collaborate to overcome operational barriers by addressing technology gaps, inconsistent processes, and other hurdles.
- Refine processes and workflows through iterative testing and feedback, ensuring that templates and procedures are both effective and user-friendly.

By late 2025, the pilot will produce a finalized MOU, a comprehensive Data Sharing Playbook, and relevant training materials, accompanied by a report outlining lessons learned and recommendations for broader adoption.

Implementing Our Long-Term Strategy

The Enterprise Data Sharing Pilot is a key step in advancing data sharing across the state, both from a policy perspective (the development of an enterprise data sharing memorandum of understanding) and from a practical and collaborative perspective (partnering with agencies and the Governor's Office to pilot key use cases that require more robust data sharing practices and governance). This pilot is a direct outcome of intentional application of resources and planning efforts to accomplish objectives outlined in the previous biennial report across two major strategic areas:

- Craft centralized policies and procedures to make data sharing approaches and agreements more consistent across the enterprise; and
- Create an inventory of agency datasets

These efforts support both the data governance arm and Open Data and make the Enterprise Data Sharing Pilot a critical strategic initiative in the Chief Data Officer's portfolio.

Looking Ahead

Building on the pilot's results, a statewide rollout of the enterprise data sharing MOU will begin in 2026, equipping Executive Branch agencies with the tools and best practices needed for more effective data sharing. By reducing administrative burdens and fostering interagency collaboration, the initiative paves the way for a more integrated and responsive state government—one that delivers holistic, equitable services to all Oregonians.