Roadmap for Cross-Agency Data Governance

Key Focus Areas to Ensure Quality Implementation

Where are we going?
Data governance provides state agencies a structure in which to define the roles and responsibilities needed to ensure clear processes for collecting and reporting education data and to ensure accountability for data quality and security. To make informed policy decisions across agencies, such as the state education agency and early childhood, higher education, and workforce agencies, cross-agency data governance is needed. Data governance is more than an information technology (IT) issue. States can think broadly about data governance as a base on which to build the relationships and trust needed to securely share data across agencies to answer questions such as “How well do state higher education institutions’ educational programs and capacity align with the state’s current and anticipated workforce needs?”

How do we get there?
What does great implementation of this work look like? The Data Quality Campaign (DQC) recommends focusing on six key areas:

1. **Vision and Mission**: Develop a defined vision and mission that guide the committee’s work.

2. **Composition and Membership**: Ensure that the cross-agency data governance committee (and relevant subcommittees) includes broad representation from agencies within and outside education. Ensure that committee leadership is defined.

3. **Roles and Responsibilities**: Develop a clear statement of purpose and responsibilities, including the management of the cross-agency data governance committee.

4. **Data Decisions**: Define the areas for which the cross-agency data governance committee is responsible for making data-related decisions. Ensure that the decisions are formal, transparent, and policy focused.

5. **Committee Processes**: Develop internal and external communication processes. Ensure that the cross-agency data governance committee structure complies with grant requirements.

6. **Sustainability**: Ensure the sustainability of the cross-agency data governance committee through funding, staffing capacity, strategic planning, and a source of authority.

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**Council. Committee. Team. Board.** Every state may define and name the cross-agency data governance body differently. For simplicity, the term committee is used in this document; however, the recommendations in this roadmap apply to every state’s governance body, regardless of the name.

**DQC looks at three leading states in the process of developing their data governance in** *The Art of the Possible: Cross-Agency Data Governance Lessons Learned from Kentucky, Maryland, and Washington.*
Where are we coming from?

DQC convened experts representing various sectors (e.g., early childhood, K–12, postsecondary, and workforce) to describe the characteristics of high-quality cross-agency data governance. The expert group defined the following levels of cross-agency data governance, with a formal and transparent committee being the highest quality implementation. States with experience developing cross-agency data governance found that their committees evolved from advisory to formal and transparent over time, but states in the beginning stages of this work can learn from their experiences to implement a high-quality cross-agency data governance committee. The recommendations in this roadmap describe formal and transparent cross-agency data governance committees.

Levels of Cross-Agency Data Governance

**ADVISORY**: The cross-agency data governance committee consists of a voluntary group of policy or content-based representatives from agencies that share data and serves as an advisory body. The committee is structured around completing basic operational activities (e.g., overseeing data sharing across agencies and responding to data requests). The committee’s work is often ad hoc in nature, and the committee does not have a formal, sustainable structure or authority to make or enforce data-informed policy decisions. This committee may be a short-term or a specific grant-funded activity and is not set up to be sustainable over the long term.

**FORMAL**: A sustainable, multi-tiered cross-agency data governance committee establishes the vision and mission of the cross-sector data governance work and sets policy. The committee includes executive-level policy or content-based representatives from agencies that share data and representatives from other key groups. This governance committee is responsible for creating policies and carrying out duties related to approving data requests, approving data sharing agreements, making policy associated with the data system, making budgeting decisions, and educating the public on the appropriate uses of data. Data-related decisions are policy focused, and the committee has formalized internal procedures.

**FORMAL AND TRANSPARENT**: A sustainable, multi-tiered cross-agency data governance committee establishes the vision and mission of the cross-sector data governance work, sets policy, and ensures that the policy and data work is carried out. The committee has executive leadership responsible for final decisionmaking. This committee includes executive-level policy or content-based representatives from agencies that share data and representatives from other noneducation agencies in alignment with the governance committee’s mission. This committee is led by a chairperson who represents a broad perspective or cross-sector view. Data-related decisions are policy focused, formalized, and transparent. Internal processes are formal, documented, and transparent. The committee is proactive in communicating with external stakeholders and advocates for the governance committee and its value.

Future considerations

As states develop high-quality cross-agency data governance, they can also begin to consider the following additional ways to increase the effectiveness and sustainability of this structure:

- instituting a rotating chair (if a chair is not already in place)
- instituting an ombudsman role dedicated to responding to issues of misuse or misinterpretation of data
- developing or setting metrics as part of the governance committee’s work
- including policymakers in the membership
- including additional representatives in the membership (e.g., from the state economic chamber)
- setting a higher vision for the committee and implementing a progressive agenda
- establishing external accountability (if it is not already in place)
Vision and Mission

A cross-agency data governance committee’s vision and mission direct the goals and activities of the group. While not a list of discrete activities, this set of overarching beliefs and objectives frames the work of the committee and helps guide the decisions it makes around data collection and use. The vision also describes the authority, supports, and objectives of the committee, including the ability to have executive decisionmaking authority for its data activities.

Why do vision and mission matter?

The cross-agency data governance committee can develop a vision and mission around the collection, protection, and use of data across agencies to answer questions and inform policy decisions. The membership, roles and responsibilities, and structure can serve the vision and mission. For example, if the vision and mission call for a holistic understanding of the alignment of education and workforce goals, the cross-agency data governance committee should seek to have membership that represents the state’s education and workforce agencies. The committee can strive to achieve the outcome of using data to make decisions. The cross-agency data governance committee can set the vision and mission of the state for collecting data in service of policy decisions.

What do a strong vision and mission look like?

- A multi-tiered (e.g., policy, legal, IT, and technical subcommittees) cross-agency data governance committee structure is in place to establish the vision and mission of the cross-sector data governance work and set policy. The committee also has oversight powers to ensure that the policy and data work is done.
- The cross-agency data governance committee is distinct from any internal state education agency (K–12) data governance committee.
- The vision is structured around creating a body of evidence to improve education.
- The committee has executive leadership responsible for final decisionmaking.

How can a state achieve this?

A state can create a strong vision and mission for its data governance committee by engaging a wide array of stakeholders to determine the policy and practice questions the stakeholders need answered. States should seek to connect with those who use the state’s education data, including representatives of the public and policymakers, and discuss their questions about the state’s education performance and outcomes. The mission of the state’s governance committee should align with the activities, analyses, and partnerships needed to answer these questions. These stakeholder discussions should be ongoing and inform shifts in the state’s data activities over time.
Vision and Mission Statements

**Washington's Education Research & Data Center**
Vision: To promote a seamless, coordinated preschool-to-career (P-20W) experience for all learners by providing objective analysis and information.

Mission: To develop longitudinal information spanning the P-20W system in order to facilitate analyses, provide meaningful reports, collaborate on education research, and share data.

**Minnesota's Statewide Longitudinal Education Data System (SLEDS)**
SLEDS brings together data from education and workforce to:

- Identify the most viable pathways for individuals in achieving successful outcomes in education and work;
- Inform decisions to support and improve education and workforce policy and practice; and
- Assist in creating a more seamless education and workforce system for all Minnesotans.

**Utah Data Alliance**
Mission: As a collaborative, multi-organizational partnership, the Utah Data Alliance seeks to enhance the quality of educational research and analysis in Utah regarding policies, practices, and programs by utilizing an integrated and confidential statewide longitudinal data system. The Utah Data Alliance provides policy and decision makers research findings with the goal of improving education and workforce policy and practice.

**Kentucky Center for Education and Workforce Statistics**
The Kentucky Center for Education and Workforce Statistics collects and links data to evaluate education and workforce efforts in the Commonwealth. This includes developing reports, responding to research requests, and providing statistical data about these efforts so policymakers, agencies, and the general public can make better informed decisions.

**Maryland Longitudinal Data System**
The purpose of the Maryland Longitudinal Data System (MLDS) is to generate timely and accurate information about student performance that can be used to improve the State's education system and guide decision makers at all levels. To accomplish this task, the MLDS collects and organizes individual-level student and workforce data from all levels of education and the State's workforce.
Composition and Membership

The composition and membership of the cross-agency data governance committee represent the scope of the personnel that participate on the committee. Rather than focus on specific individuals, the composition and membership of the committee should include contributing departments, agencies, and user groups. A key aspect of the committee’s membership is the leadership. Committee leadership directs the activities of the committee and how the members collaborate to fulfill the committee’s mission.

Why do composition and membership matter?

For a state’s data governance committee to effectively manage its data decisionmaking responsibilities and ensure that the state’s data system serves those who need it, the committee must have a membership that represents the state’s data contributors and users. The cross-agency data governance committee is a policy group familiar with the state’s policy conditions and needs, not a technical group. A technical group can help accomplish the day-to-day data work, but IT should not drive policy decisions. Also critical to the structure and membership of a data governance committee is executive-level buy-in. Executive-level participation helps to articulate the state’s value of and commitment to the state’s data work.

What do strong composition and membership look like?

- The cross-agency data governance committee has broad representation. The committee and its relevant subcommittees include executive-level policy or content-based representatives from source agencies (agencies that submit data to the system), representatives from other key user groups (e.g., legislators, governor’s office, agency heads), and representatives from other agencies (e.g., social services, labor, health) in alignment with the governance body’s mission.

- The committee is led by a neutral chair who represents a broad perspective or cross-sector view. This chair may be selected from a neutral or cross-sector source (i.e., not one of the represented agencies), nominated by the governor with confirmation from the legislature, or elected from among the governance body members, or it may be a rotating position representing participating agencies.

How can a state achieve this?

The composition of the state cross-agency data governance committee should be described in the committee’s authorizing document, whether that is a bill, an executive order, or something else. However, rather than a list of specific individuals, a list of the types of agencies, offices, and perspectives to be included will ensure that the governance committee represents all necessary viewpoints and is sustainable over time while still allowing for innovation and growth. The committee’s composition should allow all data-contributing agencies to work together effectively on behalf of the state’s students and education goals.
Composition and Membership

BROAD REPRESENTATION

The Governance Committee of the Minnesota P–20 Education Partnership consists of key education, government, and private-sector leaders. Members include representatives from a wide variety of agencies to support the committee’s mission, including the following:

- Education Minnesota
- Minnesota Association of School Administrators
- Minnesota Association of Secondary School Principals
- Minnesota Business Partnership
- Minnesota Career College Association
- Minnesota Chamber of Commerce
- Minnesota Department of Education
- Minnesota Department of Employment and Economic Development
- Minnesota Elementary School Principals’ Association
- Minnesota Legislature
- Minnesota Office of Higher Education
- Minnesota Parent Teacher Student Association
- Minnesota Private College Council
- Minnesota School Boards Association
- Minnesota State Colleges and Universities
- Office of Early Learning Services
- University of Minnesota

LEADERSHIP

States have taken different approaches to selecting the leader, or chair, of the cross-agency data governance committee. The most common approach is the nomination or appointment of the chair by an entity such as the governor or legislature. In many other states, the chair is elected by the other members of the committee. In some states, the chair of the committee is defined in legislation, executive order, or another authorizing document. In a few states, the chair is the individual who is in a specific role, such as the state chief information officer. A few states have a co-chair or chair and vice chair structure.
Roles and Responsibilities

Roles and responsibilities describe the high-level duties of the governance committee and how these duties direct the state’s data activities. These roles and responsibilities include the purpose of the state’s data system and how it should be used to connect, disclose, and protect the state’s data.

Why do roles and responsibilities matter?

The data governance committee’s responsibilities imbue it with the authority to direct the data practices of the state. These approved activities, strategies, and reviews both inform the specific role of the state’s data system (including what data uses and users are approved and how data privacy is protected) and help set the tone and culture for the state’s data work, priorities, and values.

What do strong roles and responsibilities look like?

- The committee has a clear statement of purpose and responsibilities including management of the cross-sector data governance.
- The committee is responsible for defining the purpose of the data system, providing guidance for data use, and ensuring data privacy and security. Guidance for data use can include data sharing, linking data systems, and preventing inappropriate access to and use of data at the local and state levels (including threats to data integrity).
- The governance body has responsibilities beyond advising activities (e.g., making a limited number of policies) and some oversight over the longitudinal data system (e.g., approval of data sharing agreements).
- The governance committee is responsible for creating policies and carrying out duties related to approving data requests, approving data sharing agreements, making policy associated with the system, making budgeting decisions, and communicating about and advocating for the appropriate use of data. The body is accountable to state leadership (in accordance with the state’s leadership structure) for the system’s health and continued functioning beyond any discrete grant initiatives.

How can a state achieve this?

A state can select the appropriate roles and responsibilities for its data governance committee by referring to the high-level policy and practice questions the state wants to use data to answer. The cross-agency data governance committee’s responsibilities should empower the committee to make the decisions necessary to answer these questions. For example, if the state is interested in learning more about the impact of particular programs or outcomes for specific groups of students, the governance committee should ensure that the relevant data elements are securely linked and should be responsible for reviewing and approving data requests from researchers.
Roles and Responsibilities

**Mississippi** empowers its cross-agency data governance Governing Board with a broad array of responsibilities and structures to help implement those decisions. Mississippi’s Governing Board is responsible for a diverse set of activities including developing the policies that govern the cross-agency data work, overseeing data sharing requests, establishing a privacy policy, and even educating the public on the appropriate uses of data. Mississippi’s Governing Board bylaws and Governing Board rules and regulations then codify the processes by which the Board’s plans and recommendations regarding data governance and use are turned into policy and action.

**Washington’s Education Research & Data Center** consists in part of three interrelated committees, each with unique expertise, unique membership, and a unique role in the Center. For example while the Research and Reporting Coordination Committee makes sure that the right questions are being asked to address current important policy considerations, the Data Stewards Committee ensures that data is understood and used correctly, and the Data Custodians Committee ensures that data is delivered to whomever needs it and that it is secure and protected at all times. These specialized yet complementary committees help the state make purposeful and informed decisions about how to connect, disclose, and protect the state’s data.
Data Decisions

Data decisions are the day-to-day activities that the cross-agency data governance committee oversees. These decisions include what data to collect; what data to securely link and share; how data should be maintained, protected, and used; and how data quality and role-based access should be established.

Why do data decisions matter?

The ongoing data decisions that data governance committees make are critically important as they represent the actual impact of the state’s data system and its ability to serve the needs of the state’s stakeholders. Data decisions ensure that the state’s data is useful, usable, used, and protected.

What do data decisions made by high-quality cross-agency data governance committees look like?

Data decisions made by the governance committee are formalized and transparent. The governance committee makes decisions on the following:

- data collection (e.g., policy, program, and operational needs to guide data collection and sharing)
- data linking (e.g., developing and overseeing programmatic and operational processes)
- data sharing (e.g., overseeing data sharing and matching requests and agreements)
- data maintenance (e.g., data retention; how, what, when, and where cross-agency data is mapped, integrated, and stored)
- joining of data elements (e.g., developing programmatic and operational processes)
- use of data (e.g., developing and approving the state’s research agenda/questions; aligning efforts with federal grant objectives if applicable)
- how to protect and ensure quality data (e.g., monitoring use; setting standards for data quality such as committing to using a shared data vocabulary across agencies like the Common Education Data Standards; developing a plan to continually improve data quality)
- ownership (e.g., determining who owns data submitted to, and created by, the data system)
- access (e.g., establishing a process for granting data access including rules around permissible applicants, such as researchers; establishing and overseeing a privacy policy; reviewing and approving data analyses and uses; establishing and overseeing a security plan for the data)
- accountability (e.g., holding each participating agency accountable for adhering to the data governance policies)
- transparency (e.g., making sure decisionmaking processes are transparent to committee members and the public)
- a formal appeals process for denied data applications

How can a state achieve this?

The quality of the cross-agency data governance committee’s decisions depends in large part on the implementation of the other focus areas in this roadmap. In addition to explicitly describing the committee’s authorized data decisions, the vision of the committee must articulate the goals of the state’s data work, and the committee members must have the expertise and authority needed to make these decisions in a way that aligns the committee’s responsibilities and the state’s policy needs.
Data Decisions

The Kentucky Center for Education and Workforce Statistics (KCEWS) is responsible for a large and diverse set of data decisions. KCEWS guides the state’s collection, use, and protection of data by considering the state’s education data needs, when and how data should be securely shared or linked, questions around data ownership and access, and how to best provide transparency around the state’s data activities. KCEWS also guides the state’s education data efforts through its multiyear research agenda. The research agenda describes numerous aspects of a particular area of interest (the 2017–19 agenda focuses on education through workforce pathways) that the state’s longitudinal data system can be used to investigate. When the KCEWS governing board meets, it reviews progress toward the research agenda goals to ensure that its data activities are addressing the needs and questions of the state’s stakeholders.

The Maryland Longitudinal Data System (MLDS) Center has implemented Data Reporting Standards to guide the state’s use of data and ensure high-quality analyses and reports. The reporting standards contain seven steps:

1. Identify the question.
2. Determine available data.
3. Refine the question and determine the population.
4. Determine value-added benefit.
5. Sufficiency of identity matching.
6. Robustness of data elements.
7. Verify results.

The MLDS Center goes through the steps prior to releasing any reports or web content based on Center data. Having these codified process helps ensure that the MLDS Center is producing useful and accurate information and is making transparent and consistent data decisions.
Committee Processes

Committee processes describe how the cross-agency data governance committee carries out its daily activities and how it makes its actions and decisions transparent. These processes include communication practices, both internal and external, as well as the ways in which the committee aligns its work with other data and education initiatives in the state.

Why do committee processes matter?

Just as the state’s data system needs governance to guide its activities, the cross-agency data governance committee itself needs rules and processes for making decisions and communicating internally and externally to remain consistent, transparent, and impartial.

What do strong committee processes look like?

- Internal and external communication processes are formal and transparent.
- Internal communication is formalized, contains processes for decisionmaking (e.g., voting), and is transparent. The internal communications structure allows for project-specific discussions that do not require the participation of all members.
- The body is proactive in communicating with external stakeholders to advocate for the governance body and what it provides. The body engages with stakeholder groups representing different perspectives (including local education agencies).
- The governance structure complies with applicable federal grant requirements (e.g., Statewide Longitudinal Data Systems, Workforce Data Quality Initiative).
- The governance structure is a part of a larger structure or is able to demonstrate sustained plans.

How can a state achieve this?

Committee processes depend on transparent and clear rules and expectations, but their success also depends on cultivating trust within the committee and with the public. Committee members, state policymakers, and the public need to be able to trust that the state’s data activities are being carried out in a purposeful, responsible, and ethical way. When stakeholders trust the state’s data work, they can support the state’s education goals and decisions knowing that decisions are informed by and goals are measured by accurate data. Building this trust requires transparent processes and ongoing communication about the state’s data activities and how the cross-agency data governance committee makes its decisions.

Committee Processes

The Kentucky Center for Education and Workforce Statistics (KCEWS) places a premium on transparency and public engagement around its education data activities. KCEWS board meetings are open to the public. KCEWS has made publicly available meeting agendas, updates to information requests, and work done in alignment with the state’s research agenda. KCEWS regularly tweets (@KYEdWorkStats) about new reports and resources, events that feature KCEWS staff and resources, and relevant news. KCEWS also hosts free data conferences that present information about data use and best practices of Kentucky’s Longitudinal Data System and how data drives decisionmaking in Kentucky.
Sustainability

Sustainability refers to the mechanisms and supports in place to allow the cross-agency data governance committee to exist in a consistent form over time. If a governance committee is tied to the support of a single policymaker or short-term funding opportunity or if the committee is not prepared to adapt to the state's changing data needs over time, the committee will not be in a position to shape the culture of data use in the state and make consistent decisions that guide the overall activity and culture of the data system.

Why does sustainability matter?

To establish a culture of thoughtful data use and the processes and systems needed to ensure consistent, careful, and impartial decisionmaking, states must create data governance committees that are sustainable and not dependent on a single state leader or initiative. A sustainable committee can withstand changes in leadership and executive priorities and ensure that the state's data decisions remain consistent with the data needs of the state in service of students. The sustainability of a cross-agency data governance committee depends on several structural and operational factors, notably the committee's funding, staffing, strategic plan, communication structure, and authority source.

What makes a cross-agency data governance committee sustainable?

- The committee's funding is fully embedded and long term, regardless of whether the committee relies on federal and state funding. The committee has diversified revenue streams from private foundations and business as well as a cost accountability analysis, long-term sustainability structure, and business plan.
- The committee is staffed by dedicated personnel with the skills and capacity necessary to fulfill the committee's mission. The committee's staff includes a full-time employee responsible for resource planning.
- The committee's activities are directed by a long-term strategic plan (three to five years).
- The committee employs a formalized but flexible communication structure relying on written documentation describing the roles and responsibilities of each committee or subcommittee.
- The source of the committee's authority is state legislation.

How can a state achieve this?

Beyond the specific funding, staffing, planning, and authority, a governance committee can support the sustainability of the state's data system by ensuring that the committee's decisions make the state data system useful and valuable to educators, families, policymakers, and the public. By providing useful reports and services such as high school feedback reports, data dashboards, and policy analysis, the committee can build demand for data across the state. This value and demand can help build the supports needed for a sustainable committee.
Sustainability

In 2010, Maryland policymakers asked how they could determine whether Maryland high school students were graduating college and career ready. To answer this question, they passed Chapter 190—legislation supporting the development of the Maryland Longitudinal Data System (MLDS) Center, a statewide data system that would generate timely and accurate information about the performance of Maryland students that could be used to improve the state’s education system and guide decisionmakers at all levels through the use of education and workforce data.

In July 2013, the MLDS Center began operations as an independent unit of state government. The Center has 14 full- and part-time positions and a partnership with the University of Maryland School of Social Work, which provides research services and houses the Center’s headquarters. Staff of the Center are also located at the Maryland State Department of Education building in Baltimore. The Center is supported primarily through state funds with additional funding from federal grants.

The legislation also mandated the creation of a Governing Board to provide general oversight, ensure public transparency, approve the annual budget, establish data requirements and the schedule of data collection, establish the state’s policy and research agenda, and oversee privacy and security policies and implementation.

The MLDS Governing Board is made up of 12 members. Seven of those members are designated by statute, including the chancellor of the university system; the state superintendent of schools; the secretary of higher education; the secretary of the Department of Labor, Licensing and Regulation; the president of Morgan State University; the executive director of the Maryland Association of Community Colleges; and the president of the Maryland Independent Colleges and Universities Association. The other five members are appointed by the governor with the advice and consent of the Senate. One appointee must be a representative of local school superintendents, and another must have expertise in large data systems and data security.

The members of the Governing Board adopted bylaws defining the organization of the Board, meeting rules, rules of conduct, and roles and responsibilities. The bylaws also provide the opportunity for the public to speak at meetings and directly engage the Board. The Governing Board meets quarterly in open session. A meeting agenda is developed prior to each meeting. Issues that require Board action are subject to a vote. Meeting agendas, minutes, and materials and a recording of the Governing Board meetings are available on the MLDS Center website.

Two boards advise the Governing Board:

- The Data Governance Advisory Board (Data GAB) includes a data steward from each agency represented on the Governing Board and the MLDS Center executive director and branch directors. The Data GAB is responsible for tasks including monitoring data quality, identifying data gaps, overseeing data security, and identifying measures of success.

- The Research and Policy Advisory Board provides guidance to the Governing Board on research plans and prioritization, grant opportunities, and possible partnerships. The Research and Policy Advisory Board also gives input on reports and web portals created by the MLDS Center and on public communications and governance issues.

The Board has proven to be a critical strategy for engaging the state’s top policymakers in cross-agency discussion. This governance structure has been pivotal to Maryland’s development of this comprehensive statewide system. No single agency or organization could have created a system that would be as effective in using and reporting on so many kinds of data. The collaboration of all partners is essential to the sustainable success of the system.
APPENDIX

In 2014, DQC identified the experts listed below to develop the experience-based recommendations that are outlined in this roadmap. These experts represent (or represented) states and organizations that have emerged as leaders in developing high-quality data governance committees. The experts met once in person and helped develop and refine the recommendations. States that are looking to develop high-quality data governance committees can build on the lessons that these leaders provided in this roadmap.

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<tr>
<th>NAME</th>
<th>ORGANIZATION</th>
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The Data Quality Campaign is a nonprofit policy and advocacy organization leading the effort to bring every part of the education community together to empower educators, families, and policymakers with quality information to make decisions that ensure that students excel. For more information, go to www.dataqualitycampaign.org and follow us on Facebook and Twitter (@EdDataCampaign).