# A review of the ICA model of stakeholders in a spatial data infrastructure (SDI)

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Petr Rapant:

1) In general, I have a feeling that we strive for perfection, which leads to excessive complexity. We should apply KISS principle - Keep It Simple, Stupid - to avoid an explosion of details which, lacking generality, do not make it possible to achieve a widely acceptable result. We should simplify the model, not break it down into smaller and smaller details (for example, a large number of stakeholder subtypes). We should keep in mind that, for example, for each stakeholder subtype, we should ultimately define the unique functionality of SDI.

2) We should avoid mixing stakeholders and their roles with the natural and legal persons who carry them. The provider has a clearly defined role - to provide data and metadata - and cannot do anything else, such as generate added value, etc. But the National Mapping Agency can play the role of provider and also the role of VAR.

3) To avoid mistakes, we can use some counterexample to check our ideas. E.g. we can see SDI as an information system (IS). We are discussing if we should include negative stakeholder to our model. OK, when you think about e.g. economic IS, are you going to include negative stakeholder to this IS and functionality provided to him, e.g. supporting stealing money from the system? I do not think so.

Serena Coetzee:

To show awareness of what is happening in the world today, I would suggest that you consider the IGIF and 'Beyond SDI' discussion that is ongoing in UN GGIM.

## Abstract

The Commission on SDI & Standards (and its predecessors) of the International Cartographic Association (ICA) has developed formal models of a spatial data infrastructure (SDI), using the viewpoints of the Reference Model for Open Distributed Processing (RM-ODP) and the Unified Modeling Language (UML). The Commission described an SDI from the Enterprise Viewpoint (purpose, scope and policies for an SDI), Information Viewpoint (semantics of information and information processing in an SDI) and Computational Viewpoint (functional decomposition of the SDI into a set of services that interact through interfaces). The Enterprise Viewpoint model included six types of stakeholders in an SDI: Policy Maker, Producer, Provider, Broker, Value-added Reseller and End User. Subsequently, the Commission identified 39 sub-types of these stakeholders, though a better description of them might be as specializations, special cases, attributes, activities or roles.

We have reviewed the literature and several authors have applied the ICA SDI stakeholder model, proposed improvements to the model and have highlighted parts of the model that are not well understood. The key contributions they have made concerning the stakeholder model are summarised here, together with others that we have identified when reviewing the model. This paper summarises the literature review. Subsequently, we plan on proposing some revisions and expansions on this ICA model of the stakeholders in a spatial data infrastructure.

**Keywords**: spatial data infrastructure, SDI, stakeholder, ICA model

## Introduction

### Spatial data infrastructure

No mapping agency can expect to capture and process entirely by itself, all the geospatial data needed for its products. The agency will need to obtain some data sets from other organisations and will generally also contract professionals to provide geospatial data. The agency then needs workflows and protocols for its various products and for each of its data sources, including in-house data capture and processing. Unsurprisingly, such workflows and inter-institutional arrangements have evolved into broader collaborations, particularly as *spatial data infrastructures* (*SDIs*) (Cooper, 2016).

An SDI is an evolving concept about facilitating and coordinating the exchange and sharing of geospatial data and services between stakeholders from different levels in the geospatial data community (Hjelmager et al., 2008). An SDI is more than just the technology of a distributed geographical information system (GIS): it is generally considered to be the collection of technologies, policies and institutional arrangements that facilitates the availability of, and access to, geospatial data and services. It provides a basis for geospatial data discovery, access, sharing, evaluation and application for a variety of users and providers (Nebert, 2004, Cooper et al., 2011). An SDI can range from having a rigid, well-defined framework, to one that is fluid and unconstrained (Cooper et al., 2011).

Many countries and multinational and regional organisations are developing SDIs to manage and use their geospatial data assets better, at the local, provincial, national, regional and global administrative levels. This resulted in different forms of SDI developed at, and between, these levels. Typically, an SDI is populated with data from government entities with formal mandates (and hence funding!) to provide, update and maintain geospatial data: that is, they are the *data custodians*.

Such custodians are generally required to adhere to government policies and legislation, such as the European Union’s INSPIRE Directive (European Parliament, 2007) or South Africa’s Spatial Data Infrastructure Act (South Africa, 2003). These entities include not only the mapping, geodetic and surveying agencies, but also national and provincial government departments providing geospatial data specific to their domain (eg: socioeconomic statistics, water, health, environment or education), local authorities and other agencies (Cooper, 2016).

An *inverse infrastructure* is user-driven and self-organizing, with decentralized governance and with development influenced from the bottom-up. An inverse infrastructure involves all levels of government and the private and non-governmental sectors. SDIs seem to be evolving from top-down, centralized government-funded initiatives to decentralized and bottom-up initiatives. However, few SDIs are self-organized or user-driven systems (Coetzee and Wolff-Piggott, 2015).

The Internet has spawned the development of virtual communities which share data with one another, and with the public at large. Such *user generated content* is most obvious in Web sites such as Wikipedia (Wikimedia, 2019), the free, online encyclopaedia consisting of contributions in many languages, mainly from the public at large. Mobile electronic devices, particularly smartphones, have increased dramatically the ability of people to generate and disseminate user-generated content (Cooper, 2016).

Within geographical information science (GISc), user generated content is also known as volunteered geographical information (VGI) (Goodchild, 2007), and is made available as maps on public Web sites, such as OpenStreetMap (OSM, 2019); as third-party data overlaid on virtual globes, such as Google Earth (Google, 2019); and as contributions to SDIs, especially for change detection (Guelat, 2009, Siebritz, 2014, LINZ, 2019). While national mapping agencies have broader mandates than just collecting data and producing maps (eg: establishing and maintaining national reference systems, or authoritative control over private data), they do need to exploit the opportunities offered by VGI (Devillers et al., 2012).

### SDI viewpoints

The Commission on SDI & Standards (and its predecessors) of the International Cartographic Association (ICA) has developed formal models of an SDI, using three of the five viewpoints of the *Reference Model for Open Distributed Processing* (*RM-ODP*) (ISO, 1998), and the *Unified Modeling Language* (*UML*) (ISO, 2005) for the detailed modelling. Figure 1 shows the five RM ODP viewpoints and their relationships with one another. The Commission described an SDI from the *Enterprise Viewpoint* (purpose, scope and policies for an SDI) and *Information Viewpoint* (semantics of information and information processing in an SDI) of RM ODP (Hjelmager et al., 2008). For example, Figure 2 shows the high-level UML classes of the enterprise viewpoint of an SDI (Hjelmager et al., 2008). The Commission also described an SDI from the *Computational Viewpoint* (functional decomposition of the SDI into a set of services that interact through interfaces) (Cooper et al., 2012). The Enterprise Viewpoint model included SDI *stakeholders*, defined as:

*An individual or group with an interest in the success of an SDI in delivering its intended results and maintaining the viability of its products. Stakeholders either affect the SDI or are affected by it* (Hjelmager et al., 2008)[[1]](#footnote-1).

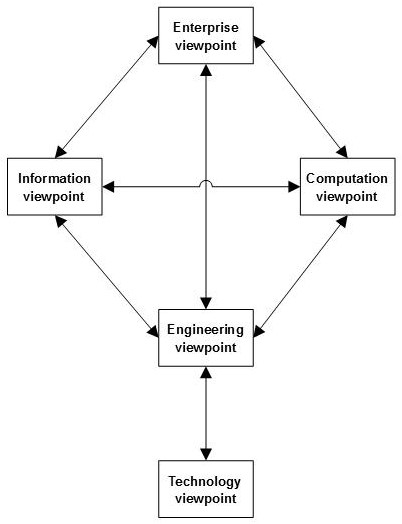


Figure 1 RM ODP model, adapted from (Hjelmager et al., 2008).

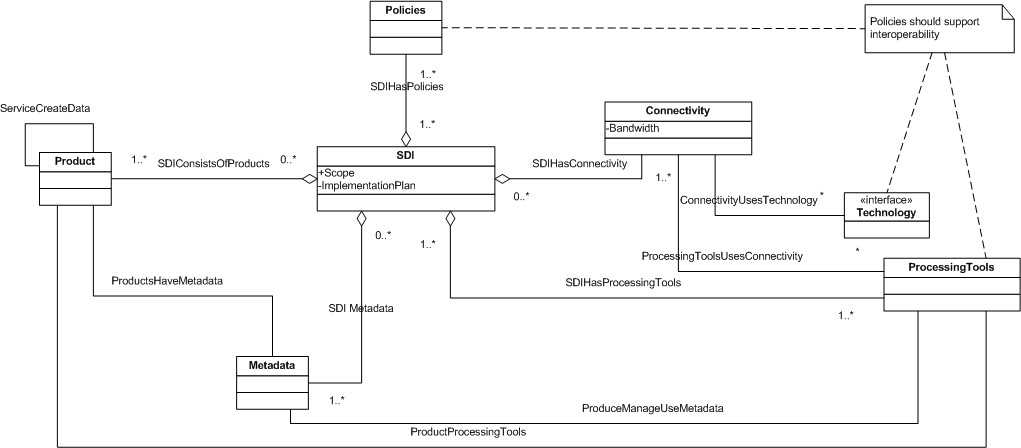


Figure 2 High-level UML classes of the enterprise viewpoint of an SDI (Hjelmager et al., 2008).

The ICA Commission did not investigate the *Engineering* and *Technology Viewpoints* of an SDI, because they are implementation-specific and the Commission has aimed at providing technology-independent models for an SDI (Cooper et al., 2012). Others have looked at the Engineering and Technology Viewpoints, such as for the corporate SDI for a power company (Oliveira et al., 2017, Torres et al., 2017a, Torres et al., 2017b). Unsurprisingly, they also modelled this corporate SDI from the other three viewpoints (Oliveira et al., 2016a, Oliveira et al., 2016b).

### SDI stakeholders

Six types of stakeholders were identified by the Commission, as shown below (Hjelmager et al., 2008). Any one person, group, committee or organisation can play multiple stakeholder roles, which could be played simultaneously. A stakeholder in an SDI could also be considered to be an *actor* (Oliveira and Lisboa-Filho, 2015). A stakeholder could be active or passive in each of its roles, etc.

**Policy maker**: A stakeholder who sets the policy pursued by an SDI and all its stakeholders.

**Producer**: A stakeholder who produces SDI data or services.

**Provider**: A stakeholder who provides data or services to users through an SDI.

**Broker**: A stakeholder who brings users and providers together and assists in the negotiation of contracts between them. They are specialised publishers and can maintain metadata records on behalf of an owner of a product. Their functions include harvesting metadata from producers and providers, creating catalogues and providing services based on these catalogues.

**Value-added reseller (VAR)**: A stakeholder who adds some new feature to an existing product or group of products, and then makes it available as a new product.

**End user**: A stakeholder who uses the SDI for its intended purpose (Hjelmager et al., 2008).

In retrospect, the definition of the *Producer* should also include explicitly, the production of metadata.

Both of the trends towards VGI and inverse infrastructures increase the number of stakeholders in the SDI, their associated diversity and heterogeneity, and the resources at their disposal. Hence, the Commission subsequently assessed whether or not these SDI models catered for VGI (Cooper et al., 2011). The models are sufficiently robust to do so, though it was then realised that the SDI stakeholders needed to be described in more detail as *specializations* or *subtypes* or *special cases* of the general roles of the six types of SDI stakeholders.

The ICA Commission identified 39 subtypes for the stakeholders, with several of these subtypes having further sub-subtypes (Cooper et al., 2011), see Figure 3 for a model of all 45 stakeholder types (which were shown in six figures in (Cooper et al., 2011)). For example, a *Producer* could have a subtype *Status*, which in turn could have the subtypes *Official Mapping Agency*, *Commercial Mapping Agency*, *Community Interest* or *Crowd Source*. The *End User* could have two subtypes, *Naïve Consumer* or *Advanced User*, though this really would be a continuum and not two discrete subtypes (Cooper et al., 2011). At the time, the Commission did not consider it useful to divide up this continuum of subtypes of *End Users* into multiple subtypes.

Tatiana Delgado:

About the study object “SDI stakeholders”…..

From (Schindler & Kingham, 2018) a pattern for the concept “SDI stakeholder” can be enunciated as:

“*anyone, who is interested in a problem, by mainly affecting it, or mainly being affected by it, or both*”

By evaluating this conceptual pattern, a new more comprehensive SDI stakeholder typology can be built.

In figure \_\_\_\_\_\_\_\_\_, a mapping of stakeholders involved in New Zealand´s SDI is shown.

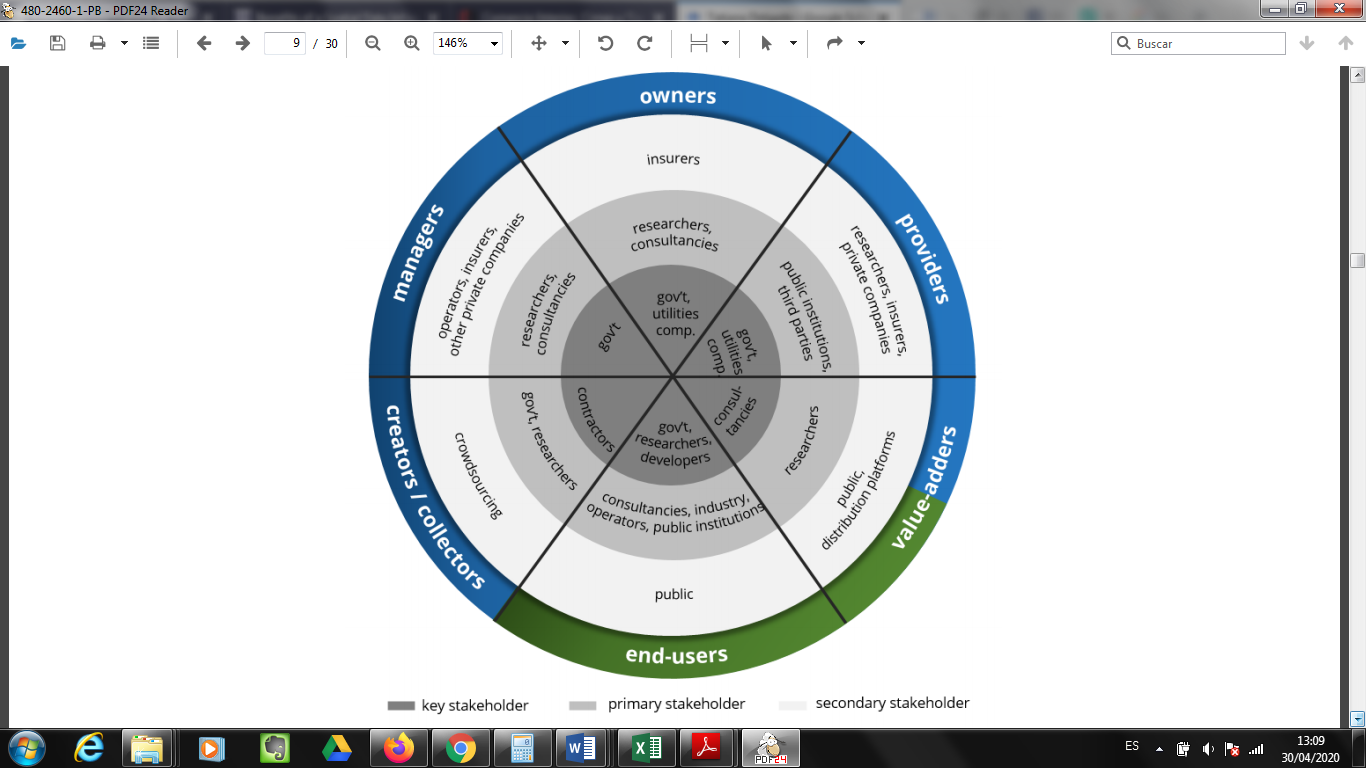


Fig. \_\_\_\_\_\_\_\_\_\_. Mapping of stakeholders involved in New Zealand´s SDI (Schindler & Kingham, 2018).

Collectively, these Enterprise, Information and Computational Viewpoints and the detailed stakeholders (Hjelmager et al., 2008, Cooper et al., 2012, Cooper et al., 2011) form what is known colloquially in the literature as the *ICA model* or *ICA’s formal model* of an SDI, such as by (Box, 2013, Oliveira and Lisboa-Filho, 2015, Oliveira et al., 2016a, Oliveira et al., 2016b, Sinvula et al., 2017, Torres et al., 2017a, Torres et al., 2017b).

## Issues with the stakeholders

It is important to realise that the ICA SDI model (and probably other such models as well) is not meant to be a *prescriptive* model of an SDI, but rather a *descriptive* one. That is, the model is not meant to specify exactly how an SDI should be established and operated, but is more of a prompt to ensure that all the relevant issues related to stakeholders are addressed in the development, operation and management of an SDI. The ICA SDI model is also implementation-independent and hence somewhat abstract.

Thus, the different components of the ICA SDI model may be rearranged or renamed for any specific implementation as appropriate, without invalidating the model. Further, there are likely to be more detailed specializations, special cases, attributes, activities or roles for the stakeholders in any specific SDI implementation. The ICA model also does not cater for relationships between stakeholders, such as between an Official Mapping Agency and a Data Distributor contracted to disseminate their products.

### Confusion between types of stakeholders

All of these subtypes or specializations of the SDI stakeholder were given definitions (Cooper et al., 2011), though it subsequently became clear that some of the types and subtypes of stakeholders were confused with one another. In particular, the *Producer* was sometimes confused with the *Provider*, particularly because many Producers are also Providers, and the *Broker* with the *Value-added reseller (VAR)*, because Brokers are sometimes also VARs. Perhaps the least understood subtype is the *Négociant*, a subtype of Broker. All their definitions are given below.

*\*\*\* Is there any confusion over* **Producer***?*

**Producer**: “A stakeholder who produces SDI data or services, such as a lay person who generates VGI” (Cooper et al., 2011).

**Provider**: “A stakeholder who provides data or services including metadata for both data and services, produced by others or itself, to users through an SDI. Examples include an aggregator of VGI, such as Ushahidi, and the provider of the infrastructure for collecting VGI, such as OpenStreetMap” (Cooper et al., 2011).

**Broker**: “A stakeholder who brings End Users, VARs and Providers together and assists in the negotiation of contracts between them. They are specialised publishers and can maintain metadata records on behalf of an owner of a product. Their functions include harvesting metadata from Producers and Providers, creating catalogues, and providing services based on these catalogues. An example for VGI is a community-based organisation that enables the members of its community to provide updates and corrections to the published information of their local authority, such as addresses” (Cooper et al., 2011).

**VAR**: “A stakeholder who adds some new feature to an existing product or group of products, and then makes it available as a new product. An example is searching for, evaluating and integrating VGI (possibly also with official information), to create a new data set or product. It is important to realize that a VAR does not necessarily sell its products, but could generate its income from other sources (eg: support services)” (Cooper et al., 2011)).

**Négociant**: “A stakeholder who brings End Users, VARs and Providers together and assists in the negotiation of contracts between them. They are specialised publishers and can maintain metadata records on behalf of an owner of a product. Their functions include harvesting metadata from Producers and Providers, creating catalogues and providing services based on these catalogues. A VGI example is a community based organisation that enables the members of its community to provide updates and corrections to the published information of their local authority” (Cooper et al., 2011).

Hence, a Producer *creates* a product or service and a Provider *makes it available*. For example, an *Official Mapping Agency* (which is a subtype of a Producer) might distribute their own products as a *Producer that is its own Data Provider* (a subtype of Provider) and also allow commercial *Data Distributors* (another subtype of Provider) to distribute them as well.

“The Broker and the VAR are at the interface between the SDI and the End Users and are the bridge between the Producers and/or Providers and the End Users” (Cooper et al., 2013), though many End Users will work directly with Producers or Providers, particularly once they have established a relationship. The key difference between a VAR and a Broker is that the VAR needs to anticipate what the market will need, to be able to add value to the available data and/or services and provide something new. On the other hand, the Broker needs to assess the supply and demand of data and/or services to be able to exploit any opportunities to bring together the existing, but unmatched, supply and demand. Typically, a Broker and a VAR should justify their existence by making it easier for the other stakeholders to function in and around an SDI. It is possible that a Policy Maker could impose a Broker or a VAR under specific circumstances.

Typically, the offerings from a VAR are more immediate than those from a Broker, are available off the shelf and meet broader needs. A VAR extends the usefulness of an SDI’s products, because high quality and useful VAR products help to ensure continued funding by governments of publicly provided data (Cooper et al., 2013). It is important to note that a VAR does not necessarily sell the data and services to which they have added value, as the value they add is either their mandate as a public organisation, or to market their offerings they do sell. Further, a Broker will generally deal with people while a VAR will focus primarily on their new products and the customers’/End Users requirements.

The *Négociant* is the classic or nominate form of the Broker, who brings together the Providers and End Users. Hence, the two have the same definition which might be confusing, so the definition of the *Broker* should probably be improved to encompass the other brokering roles of *Crowd-sourcing Facilitator*, *Finder*, *Harvester* and *Cataloguer*.

### Negative SDI stakeholders

SDIs do not always succeed: (Makanga and Smit, 2008) found that there were two African countries with active SDIs in 2003 and three in 2008, but the two from 2003 were not operating by 2008. An SDI can also stumble along as a zombie by consuming resources without really delivering anything of value, just unread reports, duplicated spending, scope creep, unused metadata, poor and limited data, etc (Harvey et al., 2015).

The ICA model of the stakeholders in an SDI (Cooper et al., 2011) assumed that all the stakeholders had positive relationships with the SDI. As stated by others, “The actors are individuals with an interest in the success of the SDI, and they may use it or contribute to it” (Oliveira et al., 2017). This is also implied by the definition of *End User*: “A stakeholder who uses the SDI for *its intended purpose* (Hjelmager et al., 2008).

Unfortunately, it became clear that not all stakeholders have benevolent relationships with SDIs, whether the stakeholders be malevolent, or just too idle or incompetent to help the SDI succeed. In addition to “normal” errors and bias, a stakeholder can prevent an SDI from succeeding, if not deliberately helping it fail, such as by:

* Restricting the use of data, eg: for alleged security reasons;
* Ignoring the requirements of end users, as opposed to just those of the custodians;
* Having a faulty business model, particularly without adequate and sustained funding;
* Constraining the required resources: funding, skills, equipment, connectivity, data, metadata, services, etc;
* Key stakeholders not cooperating;
* Steering the SDI towards promoting any particular political, religious or social agenda;
* Not providing enabling legislation;
* Providing poor, incorrect or contradictory data and metadata to the SDI (malicious data might well have detailed metadata, albeit fraudulent!);
* Criminal acts, such as cyber-attacks on the SDI to disable the system, attempting to manipulate asset prices, stealing confidential data, or tampering with the geospatial data or services provided by the SDI; and
* Simply out of mischief (Cooper, 2016, Coleman et al., 2009).

Antagonism towards an SDI could be due to ignorance; self-aggrandizement (empire-building); promoting a particular political, religious or social agenda; personal feuds; to denigrate someone or some community; perceived threat to one’s status or position; or concerns over the exposure of the poor quality of one’s geospatial data or metadata. Hindering an SDI could be active (an act of commission) or passive (by not delivering or through pretence) — though having a neutral stance towards an SDI is not necessarily negative, if it keeps that stakeholder out of the way of those who are making the SDI happen without the need for grandiose policies, etc. If there is conflict within an SDI, the easy option might well be to do nothing, because then no one loses — though no one wins either!

Activists might target an SDI that is perceived to entrench a regime as the SDI disseminates or promotes biased or fraudulent geospatial data. However, any decent SDI should reduce the risks of this happening by having transparent processes and involving the broader community in the SDI. With the right leadership in an SDI, particularly amongst the *Policy Makers*, the effects of the negative SDI stakeholders can be limited, or even eliminated.

## Comments from the literature on improving the SDI stakeholder model

As mentioned in Section 1.3, the ICA model of stakeholders in an SDI has been widely used and some have commented on the stakeholder model and made suggestions for improving it. Their comments and suggested improvements are summarised below.

### The SDI model of Bejar *et al* (2012)

Bejar et al. (2012) extended the ICA model of an SDI to´ cater for relationships amongst different SDIs and amongst the stakeholders participating in them. They used the term *actor* for the stakeholders, and identified 12 *actor role types*. The authors probably had not seen the expanded ICA stakeholder model (Cooper et al., 2011) by the time they submitted their paper. (Oliveira and Lisboa-Filho, 2015) also compared these actors of (Bejar et al., 2012) to the stakeholders in the ICA SDI model, see Section 3.4 below. These 12 actor role types (Bejar et al., 2012) are´ presented here.

**User**: this is the same as the *User* in the ICA model.

**Contributor**: who contributes and/or withdraws assets (datasets or services) to or from the SDI, and is hence a *Provider* in the ICA model. Note that the *Contributor* controls their assets explicitly, as they can withdraw them from the SDI.

**Custodian**: this is the same as the *Producer* in the ICA model.

**Governing body**: this is the same as the *Policy Maker* in the ICA model.

**Operational body**: this is the same as the *Secretariat* in the ICA model.

**Contact**: who represents a community in their interactions with other SDIs. (Bejar et al., 2012) saw´ some similarities with the *Broker* in the ICA model. However, this actor’s activities probably also overlap with those of other stakeholders, such as the *Decision Maker* and the *Champion*. Hence, it might be useful to add the *Contact* separately to the ICA model.

**Educator**: who is responsible for teaching and training to “cultivate the skills, technical competence, knowledge and best practices needed to maintain and use an SDI” (Bejar et al., 2012). An´ *Educator* should probably be added to the ICA model and similarly, perhaps a *Researcher* as well.

**Promoter**: this is the same as the *Champion* in the ICA model.

**Funder**: who provides the funding needed for the SDI itself and for all of the relevant stakeholders to function. A *Funder* should probably be added to the ICA model, though “the role of releasing resources for the SDI to work” (Oliveira and Lisboa-Filho, 2015) also exists in the *Secretariat*.

**Member**: this represents all communities involved with an SDI, including federations of communities. Effectively, this is the same as the *Stakeholder* in general in the ICA model, but (Bejar et al., 2012) found it useful´ to include the Member for their modelling.

**Communication channel**: this actor is not a person or a group of people, but is the collection of technologies enabling communication between the stakeholders and the SDI, and presumably with one another. It is needed for their SDI models (Bejar et al., 2012).´ The ICA Commission defined a stakeholder explicitly as “an individual or group”, and hence did not consider including technologies as stakeholders. The *communication channel* is probably similar to the *connectivity* class in the Enterprise Viewpoint of the ICA model, see Figure 2.

**SDI catalog**: again, a collection of technologies, this time for obtaining metadata (Bejar et al., 2012).´

They also included *artifact roles*, *enterprise objects*, *policies* and the *interactions and processes* in their SDI models (Bejar et al., 2012), but these are not directly relevant´ to modelling stakeholders specifically in an SDI. There is also a class for *Policies* in the Enterprise Viewpoint model, see Figure 2. While the *enterprise object* does include *person*, *team* and *organization*, as stakeholders these are catered for by the *actor role types* discussed above. However, this does raise the question of whether or not the ICA stakeholder model should include how stakeholders could be assembled together.

### The SDI governance model of Box (2013)

The ICA SDI stakeholder model does not cater for *oversight* explicitly, which is probably a stakeholder role distinct from the others of the *Policy Maker*. The oversight role is to keep the *Legislator*, *Decision Maker* and *Secretariat* honest, accountable and responsive — while the *Champion* should really be too biased to have an oversight role as well! Such a stakeholder could be responsible in the SDI for ensuring ethical behaviour, shared principles and adherence to codes of conduct, and for peer review, monitoring and evaluation of the SDI and the stakeholders in the SDI. The stakeholder could be labelled as an *Ombud*, which is a clipped form of the word *ombudsman* to make it gender-neutral (used in South Africa, at least).

Adding the *Ombud* would ensure that the *Policy Maker* covers all the aspects of governance described by (Box, 2013). He defined *SDI governance* as “an overarching and enabling decision-making and accountability framework comprising authority structures, roles, policies, processes, and mechanisms that enable collective decision-making, and collaborative action to achieve common goals” (Box, 2013).

### Improvements suggested by Sinvula *et al* (2017)

A research team that included some members of the ICA Commission on SDI & Standards (see Section 3.6) applied the ICA stakeholder typology to the SDIs of Ghana, Namibia and South Africa (Sinvula et al., 2012, Owusu-Banahene et al., 2013, Sinvula et al., 2013, Sinvula et al., 2017). While they found it useful for comparing stakeholders, they made several suggestions for improving the typology (Sinvula et al., 2017).

* The key issue is how the original six types of stakeholders are expanded upon, because the “subtypes” of these stakeholders are not necessarily subordinate to, or special kinds of, the more general type of stakeholder. The “subtype” of a stakeholder could be a descriptive attribute, such as the status, motivation, legal mandate or skill of the stakeholder. Hence, the typology could be improved by including both attributes and subtypes, and renaming and restructuring the original subtypes appropriately.
* The current ICA stakeholder model does not characterise the maturity of the stakeholder or organisation.
* *Producer* should be expanded to include public-sector producers that are not an *Official Mapping Agency*, such as a statistical agency, or to distinguish between local, provincial and national government Producers. A single Producer may also be represented by multiple individuals.
* Further roles for a *Producer* could be a coordinator, an integrator and a producer of derived datasets. However, an integrator is already catered for as the *Aggregator/Integrator* form of *VAR* and a producer of derived datasets is probably a *Publisher* form of a *VAR* (as a VAR can be a public-sector body). The confusion probably arises because any person or organisation can have multiple stakeholder roles, so a mapping agency can be both a *Producer* (being a part of the organisation at the start of the value chain for that organisation) and a *VAR* (at the end of that value chain).
* A *coordinator* was described as playing “a coordinating role by arranging that street centrelines from local, provincial and national government are integrated into a single national base dataset” for the SDI (Sinvula et al., 2017), which is the *Secretariat* form of the *Policy Maker*. For the South African SDI, for example, the *Secretariat* has delegated such a function to what are known as *Base Data Set Coordinators*, so they are agents for the *Secretariat*. It is not clear that *agency*, *contracting* or *representation* roles or functions should be deemed to be separate stakeholders in the model.
* Having only two types of End User, namely the Naïve User and an Advanced User, is limited (as was noted in (Cooper et al., 2011)). Further refinement could be based on how data are used (eg: view, manipulate or transform), the purpose for using the data (eg: mapping, visualization or analysis) and/or on whether the End User is an organisation or an individual. However, to identify such roles will require in-depth analysis and comparison of the users in several SDIs that are functioning fully.
* A *Decision Maker* is not necessarily a *Policy Maker* (Sinvula et al., 2017). However, this comment is probably a misunderstanding of a *Policy Maker*, so that definition needs improvement.

The anonymous referees who reviewed (Sinvula et al., 2017) for the International Journal of Spatial Data Infrastructures Research (IJSDIR) also made some suggestions on improving the stakeholder model, such as including SDI-financiers (donors), SDI-researchers, SDI-educators and relevant non-government organisations (NGOs). They also asked about dealing with the shifts in the roles and characteristics of SDI stakeholders over time.

### Improvements suggested by Oliveira *et al* (2015)

Oliveira and Lisboa-Filho (2015) unified the stakeholders in the ICA SDI model (Hjelmager et al., 2008, Cooper et al., 2011) with the actors proposed by (Bejar et al., 2012),´ see Section 3.1 above. They noted the following about the ICA SDI stakeholder model in (Hjelmager et al., 2008, Cooper et al., 2011):

* There is no subtype of the *Producer* for services and no mention of a *Producer* removing or updating data in the SDI.
* There is no explicit provision for updating or removing policies in the SDI, nor for liaising with other organisations.
* Some of the roles of the *Operational Body* (Bejar et al., 2012) are missing, or were not mentioned explicitly, such as systems administration, technical support, quality assurance and managing the catlogue gateway (see (Nebert, 2004)).
* A *Contact* and an *Educator* (Bejar et al., 2012) have´ not been included, as discussed above in Section 3.1.

They then identified seven main actor roles for SDI participants or *Members* (Oliveira and Lisboa-Filho, 2015):

**User**: the same as the *User* in the ICA model.

**Producer**: the same as the *Producer*, but with the *Submitter of Revision Notice* and the *Data Base Administrator* moved to the *Operational Body*.

**Provider**: the same as the *Provider*.

**Broker**: the same as the *Broker*.

**Value-Added Reseller**: the same as the *VAR*.

**Operational Body**: this is essentially a combination of the *Secretariat*, the *Data Base Administrator* and the *Cataloguer*.

**Governing Body**: the same as the *Decision Maker* (Oliveira and Lisboa-Filho, 2015).

### Possible attributes, adapted from Cooper (2016)

There are attributes that could be common across all six types of stakeholders in an SDI, such as their motivation for contributing to, or using, any particular SDI. There are other attributes that could be common across the five types of stakeholders that contribute to the SDI, namely the Policy Maker, Producer, Provider, Broker and Value-added Reseller. These attributes could relate to the stakeholder or to the contribution, such as data, products, services, software, metadata, policies, leadership, resources or technologies. (Cooper, 2016) identified the following attributes as being useful for classifying user-generated content, but they could also be attributes of stakeholders in an SDI:

* The *authority* or *ability* of the stakeholder to make the contribution and whether or not they are *liable* for the contribution and any consequences thereof;
* The *ownership* or *authorship* of the contribution and any issues related to any *intellectual property* in the contribution;
* The nature of any *funding* for the contribution, which could be a factor because the funding could be benevolent, or to promote some vested interest or agenda;
* The *ethics* related to the contribution, including invasion of privacy, arbitrary restrictions, constraining other resources or mischief;
* The *personality* of the contribution, which could be impersonal, subjective, pseudo-objective or objective;
* The *nature*, *size*, *intelligibility*, *quality*, *value*, *relevance*, *utility* or *reliability* of the contribution; and
* The documentation of the contribution, that is, the *metadata* (Cooper, 2016).

### Suggestions from the ICA Commission in Dresden

The ICA Commission on SDI & Standards (known then as the Commission on Geoinformation Infrastructures and Standards) met in Dresden, Germany, in August 2013, just before the 26th International Cartographic Conference there. The Commission worked on the ICA SDI stakeholder model and realized that ‘subtype’ was not necessarily a relevant label for refining the types of stakeholders. However, labels such as ‘specialization’, ‘activity’, ‘perspective’, ‘dimension’, ‘viewpoint’ or ‘role’ also do not by themselves and individually describe all the refinements adequately. Hence, it might be useful to use modelling terms such as *sub-class*, or *parent* and *child* class?

It should be possible to use the ICA models of an SDI without being experts on the model itself, or on UML or RM ODP. Similarly, it should not be necessary to have to explain the SDI concepts and issues, so all the concepts should be defined and illustrated properly. It also raises the question of whether or not the models are too difficult or too abstract to use in practice — though they have been used successfully by (Oliveira et al., 2016a, Oliveira et al., 2016b, Oliveira et al., 2017, Torres et al., 2017a, Torres et al., 2017b), for example, to model and establish a corporate SDI.

The SDI stakeholder model needs to cater for both the top-down and the bottom-up approaches to an SDI. For example, the implementation of INSPIRE at the member state level is primarily top-down, but it does cater for bottom-up participation as a legally mandated organisation (LMO) or a spatial data interest community (SDIC), and such participation is not restricted to Europeans (Dufourmont et al., 2004, European Parliament, 2007). There are probably many local authorities across Europe with the skills, capacity and vision to shape and direct any SDI, and hence could be involved explicitly and directly in the decision making for INSPIRE. Some European countries provided models that INSPIRE followed to varying extents and other European countries took on various aspects of the INSPIRE-type model — with the key enabler or inhibitor being money, unsurprisingly. Other countries around the world have similar situations.

During the meeting in Dresden, the Commission observed that the *Secretariat* for an SDI is not necessarily organised optimally nor housed in the appropriate organisation, as it depends on politics, funding, etc. Then, what is the significance of a particular sub-type or specialization not existing within any particular SDI? Finally, the Commission sketched out a rough and revised version of the ICA model of stakeholders in an SDI, which will be included in a follow-up paper providing an updated ICA SDI stakeholder model.

### Improvements suggested by Coetzee *et al* (2017)

Subsequently, the ICA Commission on SDI & Standards examined academic SDIs, that is SDIs for research and education, and how they differ from ‘regular’ SDIs (Coetzee et al., 2017). The Commission applied the high-level model with six stakeholders (Hjelmager et al., 2008) to seven universities and research organisations around the world. The Commission then suggested further additions to the ICA SDI stakeholder model, without defining these roles (Coetzee et al., 2017).

* *Funder*, *Organisation* and *External Legislator* should be added as roles of the *Policy Maker*.
* *Researcher User*, *Educator User*, *Student User* and *External User* should be added as roles of the *End User*. This emphasizes that as well as being based on their expertise, users can be differentiated based on their relationships to the SDI.
* A *Researcher* should be added as a role of a *VAR*.
* *Researcher*, *External Producer*, *Educator* and *Student* should be added as roles of the *Producer*. Then, *Class Participant* and *Research Student* should be added as roles of the *Student*; and *Class Lecturer* and *Research Supervisor* should be added as roles of the *Educator*.

In practice for UML modelling, these *Researcher* roles will need to be separated from one another by adding a prefix or suffix to the name of the role. The Commission also suggested adding attributes to two of the stakeholders:

* Adding to the *Producer* an attribute specifying whether or not they produce *data*, and another for *services*;
* Also adding to the *Provider* an attribute specifying whether or not they provide *data*, and another for *services*, and a third attribute specifying if the *Provider* is from a different SDI.

### Further suggested improvements from the Commission

Subsequently, the Commission identified further issues, detailed below. Some of these draw on the study by EuroSDR and OGC [EuroSDR 2020].

Hopefully our stakeholder model is robust enough to cater for all the issues you raised, as we found with VGI for our ICC 2011 paper. However, some of these are technology or business issues that might need updates to our SDI models from the Enterprise, Information and Computational Viewpoints.

(1) Big data.

Geospatial data were one of the first forms of big data, before the term even existed, so our SDI models should already cater for big data! :-)

(2) Standards.

Given the name of our Commission, our models should cater for standards! :-)

(3) Cloud computing, data cubes, semantic web, geosemantic web, linked data, liked open data (LOD), ontologies, open data, open source, open SDI, digital transformation, XaaS (X as a service), 3D/4D data, workflows, patterns.

These are technologies or tools that the stakeholders could use, so I don't think they should affect our SDI stakeholder model.

(4) Internet of Things (IoT), AI, machine learning, deep learning.

These could also be considered to be technologies or tools that the stakeholders could use. However, they could be considered to be aspects of devices or software that make them stakeholders in an SDI, or automated or virtual stakeholders. They could be on the input and the output sides of an SDI. Do such stakeholders need to be treated differently from people or organisations in our SDI stakeholder model?

(5) From SDI to spatial knowledge infrastructure (SKI), knowledge extraction.

One of you SKIers will need to provide more details on the SKIing stakeholders.

(6) Applications of SDIs, such as smart and sustainable cities, digital heritage, emergency response, intelligent transport systems (ITS), precision farming, climate change, integration with mainstream eGovernment solutions, etc.

Our stakeholder model should be sufficiently application-independent to be able to cater for all applications, though possibly with the addition of very specialised types of stakeholders (generally beyond the scope of our work).

(7) BIM (building information modelling), geoBIM, etc.

I guess that this depends on whether nor not anyone has modelled stakeholders in the BIM environment?

(8) Mixing up of roles, actors, natural or legal persons, business models, subtypes and functionality. Inadequacy of labels such as ‘specialization’, ‘activity’, ‘perspective’, ‘dimension’, ‘viewpoint’, ‘role’, ‘sub-class’, ‘parent class’, ‘child class’, ‘attribute’, ‘status’, etc.

This definitely needs some work by us.

Natural or legal persons (s.s.) – any person interacting with SDI and incorporating it in its business model.

Business model (s.s.) - economic, social, cultural or other aspects of persons interaction with SDI.

Actor – any person interacting with SDI in specific role (so role is related to actor, not to person) and using specific functionality.

Stakeholder – synonym to actor; it is defined as: *A person (natural or legal) with an interest in the success of an SDI in delivering its intended results and maintaining the viability of its products. Stakeholders either affect the SDI or are affected by it* (adopted from Hjelmager et al., 2008).

Stakeholder plays some role in interaction with SDI. This role is played through specific (dedicated) functionality. Any stakeholder can by subtyped as well as its role (and functionality).

(9) Relationships between stakeholders, such as the End User accessing the SDI through intermediaries (VAR and Broker) or accessing Providers and Producers directly. SDI as a two-way engagement platform connecting government and citizens.

This might also need some work.

(10) Providers of metadata.

We might need to add some metadata-specific stakeholder subtypes.

(11) VAR and Broker conducting research.

Yes, they need to – otherwise they will go bankrupt because they have no clue about their markets, etc.

This might just require improving their definitions, rather than adding subtypes.

(12) Figure explaining Négociant. Set of diagrams describing different SDI situations.

Yes to both. Actually, we probably need figures explaining all the stakeholders and their subtypes better. These figures might bulk up the paper(s) too much, though journals now-a-days allow additional files to be included with papers.

(13) Attitude or competence or experience or whatever of stakeholders.

Yes, and these should probably be implemented as qualifiers that can be applied to all the stakeholders and subtypes, etc.

(14) Liability, security, access control, safety, privacy, GDPR (General Data Protection Regulation), licences, commercially-sensitive data, mischief, etc.

Stakeholders need to be responsible for dealing with such issues, though I am not certain if these are new subtypes of stakeholders or aspects to include in the definitions of existing subtypes.

(15) Negative stakeholders.

I have not been able to find a suitable antonym for 'stakeholder', other than, say 'enemy' or 'fifth columnist'. In any case, Oxford Dictionaries (though now labelled as Lexico) defines a stakeholder as "a person with an interest or concern in something, especially a business", so a stakeholder can be negative. Other options are 'antagonistic stakeholder' or 'anti-stakeholder'.

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One possibility might be to adapt the model of *produsers* (Coleman et al., 2009), providing something like: Ignoramus, Neophyte, Interested Amateur, Expert Amateur, Expert Professional, Expert Authority. It might also be useful to consider the motivations of the End User, be they benevolent or malevolent, communities, NGOs, CBOs, etc?

SC: Maybe what’s missing is a way forward at the end?

AC: Is it just a review paper, or should the Dresden table be included and if so, how? Should the table be completed? And the way forward.

SC: Suggestion: summarize/list improvements in conclusion; way forward: if and how all the improvements can be worked into next version of the ICA’s model. I would include the Dresden table as supplement (otherwise too long)

...

AC: Or perhaps just an extract, as it is far from complete?

Spatial data infrastructure (SDI) -- Spatial information infrastructure (SII) -- Spatial knowledge infrastructure (SKI) -- Spatial wisdom infrastructure (SWI).

What are the differences between them? Are there really any differences? Is it just branding, or trying to be the first to use a term, or trying to appear better than the competition? Maybe I am just a cynic! You will notice that I added SWI because, well, why not?

Structurally, SDI, SII, SKI and SWI should all be the same: a collection of technologies, policies and institutional arrangements. They should all have the same six high-level stakeholders: Policy Maker, Producer, Provider, Broker, Value-added Reseller and End User. So, the Commission's models should still be valid for the SII, SKI and SWI. Should we bother to clarify stakeholders in SIIs, SKIs and, even, in SWIs?

However, the details probably will be different, such as adding ontologies and ontology experts to an SKI.

What are the stakeholder roles, specializations, activities, perspectives, sub-classes, attributes or whatever that become necessary when an SDI gets "upgraded" to being an SII, and then the ones that become necessary when an SII gets "upgraded" to being an SKI.

Tatiana Delgado:

About the similarity with other e-Government stakeholders typology…..

In (Rowley, 2011) an e-Government stakeholder´s typology is discussed based on the categories of relationships between e-Government stakeholders: G2G- Government-to-Government, G2C- Government-to-Citizen, G2B – Government-to-Business, G2CS-Government-to-Civil Society and C2C- Citizen-to-Citizen. As a result, a typology of stakeholder roles is provided as follows:

1. People as service user

2. People as citizen

3. Business

4. Small-to-medium size enterprises

5. Public administrators (employees)

6. Other government agencies

7. Non-for-profit organizations

8. Project managers

9. Design and IT developers

10. Supplier and patterns

11. Researcher and evaluators

Similarly, in this paper, the categories of roles around SDI are an interesting source to discover the stakeholder’s ecosystem.

About possible validation of SDI stakeholder typology with SDI benefits…..

A mapping of SDI benefits amongst SDI stakeholders could be an interesting tool to validate a comprehensive typology of SDI stakeholders. Financial, strategic, social and customer benefits of SDI are summarized in (Chafiq, et al, 2015).

## Summary of the suggested changes to the model

*\*\*\* Is it feasible to produce a diagram of the whole SDI value chain, including all the stakeholders and sub-types in it? \*\*\**

Based on the above review of the literature that has used the ICA model of stakeholders in an SDI (Hjelmager et al., 2008, Cooper et al., 2012, Cooper et al., 2011) and our own examination of the model, the following is a brief summary of the above suggestions.

[\*\*\* Do we want to do this, or put it in the second paper? \*\*\*]

## Conclusions

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A preliminary version of this paper was presented at the 29th International Cartographic Conference (ICC 2019) in Tokyo, Japan, on 18 July 2019 (Cooper et al., 2019).

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This figure is based on our definitions of stakeholders mostly. I distinguished between primary and secondary data.

Some comments:

* VAR should get data from Provider: with assistance of Broker or Négociant? Or not? VAR could also be a provider? But, it could be not a provider of authoritative data
* What is the difference between Broker and Négociant? For me they are the samen
* What about Metadata catalogue: will there be many of them, used by/accessible to their creators/owners only?

Some other figures can be developed for the other situations within SDI. They can help us to clarify types (or subtypes) of stakeholder, their functionalities, ways of interaction with others etc.

1. This definition was adapted from the glossary of the Interoperability Clearinghouse, which is no longer available online. [↑](#footnote-ref-1)