A Time for Action

The government must enforce guidelines that protect buyers of digital spatial data

hile not always successful and sometimes viewed as intrusive, federal laws and regulations governing honest disclosure of a product's contents or performance provide consumers with a measure of confidence that they're getting what they believe they're paying for. Unfortunately, for purchasers of digital spatial data produced by government authorities, similar protection is not available.

Long-established government policies of maintaining a disinterested, arms-length relationship with end users of digital spatial data, the absence of guidelines for measuring and labeling the accuracy of the data that is repackaged and distributed to end users, and the threat of removal of copyright protection for privately developed spatial data add up to a situation in which quantity is confused with quality and availability is confused with accuracy.

Digital spatial data is the product of and raw material for automated mapping systems and Geographic Information Systems. There are many different categories of digital spatial data—everything from geographically rectified aerial photos and satellite images to large-scale land parcel surveys. The category which has been the main focus of production by government agencies and the primary object of purchase is cartographic spatial data—data that can be used to produce maps on a computer or on paper. Availability of the Contributing editor Michael Sena is president of Matrix Consultants (Boston)

By Michael Sena

data has spawned such industries as desktop mapping, vehicle routing, and emergency dispatching.

Several government agencies pioneered in the use of computer mapping tools to produce spatial data: The CIA developed World Data Banks I and II, small-scale digital cartographic databases of continental outlines, major transportation features, and country large-scale maps to Digital Line Graph (DLG) format; and the US Bureau of Census created the DIME and Tiger street map files.

A Win-Win Situation?

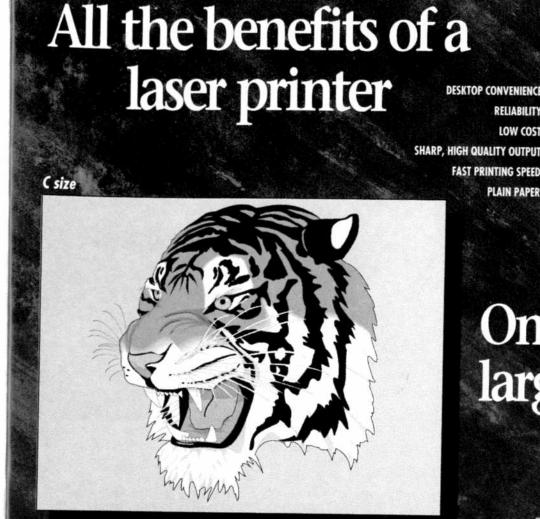
These agencies have also led the way in a policy of reselling their data, charging a nominal fee for acquisition and placing few restrictions on its use. As long as the purchaser doesn't resell the data in its original form, the data can be repackaged and sold at any price the market will bear.

That the government shouldn't try to profit from the sale of spatial data developed with taxpayers' money is a strong argument in favor of setting a low price. Many Mac/PC mapping systems would not be possible today if developers had to pay a high price to acquire or license the data, or if they had to create the databases from the ground up. It's a win-win situation—but only for the government and the reseller, not necessarily for the end user.

A WDB I/II, DLG, or DIME/ Tiger file is a time slice from the agency's database. A DLG file is accurate to the time of compilation, which could be several years prior to its final acquisition. A Tiger file can be years out of date. Some of these database resellers will improve the accuracy and offer updates to end users, but most data is resold as is, and the user is obligated to determine the degree of the data's accuracy.

"You get what you pay for" is an boundaries; the US Geological Sur- unacceptable excuse, for the agenvey is converting its medium- to cies who sell the data and for the repackagers. Consumers, particularly the mass market who use the data in applications packages, have no way of relating price to quality, nor do they have an idea of the true cost of creating a detailed geographic database. For them, a few hundred or a few thousand dollars is a lot to pay, especially for defective goods.

> The government seems intent on continuing to provide copies of its spatial data to the public without building in a way to pass on improvements in its accuracy. The USGS and the National Institute of Standards and Technology published last June a proposed Spatial Data Transfer Standard. The American Congress on Surveying and Mapping, in commenting on the proposal ("ACSM Bulletin," October 1991), points out, "One of the primary weaknesses of the proposed standard is its reliance on batch or one-time data transfer. [To] update a data file already purchased, a user [must] retransfer Output, cont. on p. 103



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COMPUTER GRAPHICS WORLD (USPS 665-250) (ISSN-027-4159) is published monthly by PennWell Publishing Company, 1421 South Sheridan, Tulsa, OK, 74101. Editorial and Production offices at, One Technology Park Dr., Westford, MA 01886. Officers of PennWell Publishing Company: Philip C. Lauinger, Jr., Chairman and Chief Executive Officer; Joseph A. Wolking, President; L. John Ford, Senior Vice President; Carl J. Lawrence, Senior Vice President; Dr. Morris Levitt, Senior Vice President; John Maney, Vice President Finance; Steve Zimmerman, Vice President Corporate Services; Raymond Leung, Vice President, Planning & Business Development. Second-class postage paid at Tulsa, OK. COMPUTER GRAPHICS WORLD is distributed world-wide. Annual subscription prices are \$45, USA; \$56, Canada and Mexico; all other countries, \$63 airfreight to Europe; \$83 airfreight to Asia Pacific, surface to balance of world (for airmail service add \$35). To order subscriptions, call (800) 331-4463.

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Output, cont. from p. 104 the entire data set."

Wholesale data exchange is much easier for the sender than the extraction and processing of update transactions. It's also easier for data resellers to offer new databases than to track customers and provide them with updates. This forces users to forego improving the data themselves or to pass up new releases of the data if they have made major additions to the originally purchased data.

Perhaps the most flagrant disregard for the rights of end users to receive accurate spatial data is the prospect that spatial data will not be afforded the protection of a copyright. In 1991, the US Supreme Court ruled that phone companies cannot copyright listings in their white pages. Facts, the court ruled, aren't copyrightable. Since this ruling, cases have been heard in lower courts challenging the protection of copyright for maps.

Such an interpretation of copyright would be misguided if this law is intended to protect public interest. It may appear that copy- state the currency of the data and

OUTPUT

right laws shield the creator of original work and inhibit an individual from monopolizing facts that should be in the public domain, but these laws actually protect the creator and user of the creation. By identifying and protecting the source, it is also possible to attribute responsibility for the creation's contents. With spatial data, that responsibility extends to representations of geographic facts. That a database is copyrighted does not necessarily imply that it is truth. But in the absence of copyright, there is no way to reward the truthseeker or to punish the perpetrator of inaccuracies.

Truth in Labeling

It's time for the federal government to more actively protect the public interest with respect to spatial data. A truth in labeling regulation is an immediate need. All spatial database purveyors should

its measured degree of accuracy. An independent testing authority should be established to verify accuracy claims and ensure that the public is informed about varying levels of accuracy.

Spatial data transfer standards should be supplemented with exchange standards. Government and private database producers selling to the public should adhere to a transactional update standard that extends to the end user. End user software should be included in the initial database purchase which processes update transac-

If current copyright laws are not adequate to cover digital spatial data, then new regulations must be adopted to provide assurances that database developers are accountable for their products. Incentives must be provided to private developers to increase the accuracy and precision of spatial data, above that which is currently available from government sources. The best incentive is the ability to sell data at a market price without fear that it will be copied. CGW

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