



Department of the Premier and Cabinet

e-business



Strategy

Business based Internet Gateway framework: Summary & key findings

**Prepared by IBM Global Services Australia
e-business Solutions Practice**

For more information

IBM GSA contact

*Joe Watkins
e-business Consultant
IBM GSA
348 Edward Street
Brisbane Qld 4000
Telephone 07 3213 2077
Fax 07 3213 2013
e-mail jwatkins@au1.ibm.com*

Customer contact

*Mark Jones
Program Director
Access Queensland
Executive Building
100 George Street Brisbane
Telephone 07 3405 5660
Fax 07 3229 2990
e-mail mark.jones@premiers.qld.gov.au*

About this document

Produced using Microsoft Word for Windows Version 97
 Filename: Gateway Framework Vol 1 v001c.doc
 Version: 1c

Revision history

Version	Date	Author	Change Description
0.1	5/1/01	Graham Storrs	First Draft
0.2	10/1/01	Graham Storrs	Second draft after addition of sections by JW
0.3	11/1/01	Graham Storrs	Third draft after review by MJ
0.4	12/1/01	Graham Storrs	Fourth draft after review by MJ
0.5	15/1/01	Graham Storrs	Fifth Draft after changes made by JW
0.6	15/1/01	Graham Storrs	Sixth Draft after review by MJ
1.0	15/1/01	Graham Storrs	Final Draft after review
1b	16/1/01	Graham Storrs	Final Draft after review by MT
1c	26/2/01	Graham Storrs	Final Draft after incorporation of feedback from stakeholders

Approvals

This document requires the following approvals. Signed approval forms are filed in the Quality section of the PCB.

Name	Title
Graham Storrs	e-business Principal

Distribution

This document has been distributed to

Name	Title
Mark Jones	Program Director, Access Queensland
Marjo Timson	Executive Director, Access Queensland
Serena Fulford	Project Co-ordinator, Access Queensland
Graham Storrs	IBM GSA e-business Principal
Rob Pagura	IBM Australia Public Sector Account Representative
Joe Watkins	IBM GSA e-business Consultant

Contents

1. EXECUTIVE SUMMARY	5
2. INTRODUCTION	7
2.1. PURPOSE	7
2.2. WHAT IS A GATEWAY?	7
2.3. THE QUEENSLAND GOVERNMENT GATEWAY IN CONTEXT	8
2.4. APPROACH	10
3. KEY FINDINGS	12
3.1. ISSUES AND IMPLICATIONS	12
3.1.1. <i>Issues Overview</i>	12
3.1.2. <i>Transparency of Government Structure</i>	12
3.1.3. <i>The Need for Standards</i>	13
3.1.4. <i>A Governance Model</i>	15
3.1.5. <i>Quality of the User Experience</i>	18
3.1.6. <i>Accessibility</i>	20
3.1.7. <i>Promotion and Advertising on the Gateway</i>	22
4. OVERALL STRATEGY AND NEXT STEPS	24
5. RECOMMENDATIONS	29
APPENDIX 1: FULL LIST OF THE GATEWAY BUSINESS PRINCIPLES	30

1. Executive Summary

This report documents the results of a study conducted by IBM Global Services Australia on behalf of the Department of the Premier and Cabinet to develop a business-based framework for the Queensland Government Internet Gateway.

The study aimed to develop a set of principles that form the basis of this framework in consultation with agencies. The project involved research on industry best practice and a survey of agencies followed by a series of workshops. In the workshops, 'best practice' principles for e-Government Web portals and Web service delivery were presented and debated along with the outcomes of the survey with 47 participating stakeholders. Agreement was reached on a set of business principles that will guide the Government as the Gateway evolves over the next five to ten years.

These principles are discussed in detail in a separate document titled "Detailed Gateway Framework" which documents in detail the debate that led to each agreement. The Gateway business principles are presented under the following headings:

- The Gateway Audience
- Business Functions Accessed Through the Gateway
- Agency and Service Integration Principles
- Channel Integration Principles
- Personalisation Principles
- Equity of Access to the Gateway
- Information Architecture Principles
- Governance Considerations
- Domain Name and Title of the Gateway
- Principles for Promotion and Advertising on the Gateway

This document summarises the major issues relevant to the Gateway and presents an overall business model for the Gateway. The business framework presented in this document has taken the Access Queensland strategy into consideration and consequently strongly supports the Access Queensland strategy and the framework illustrated in Figure 1 below.

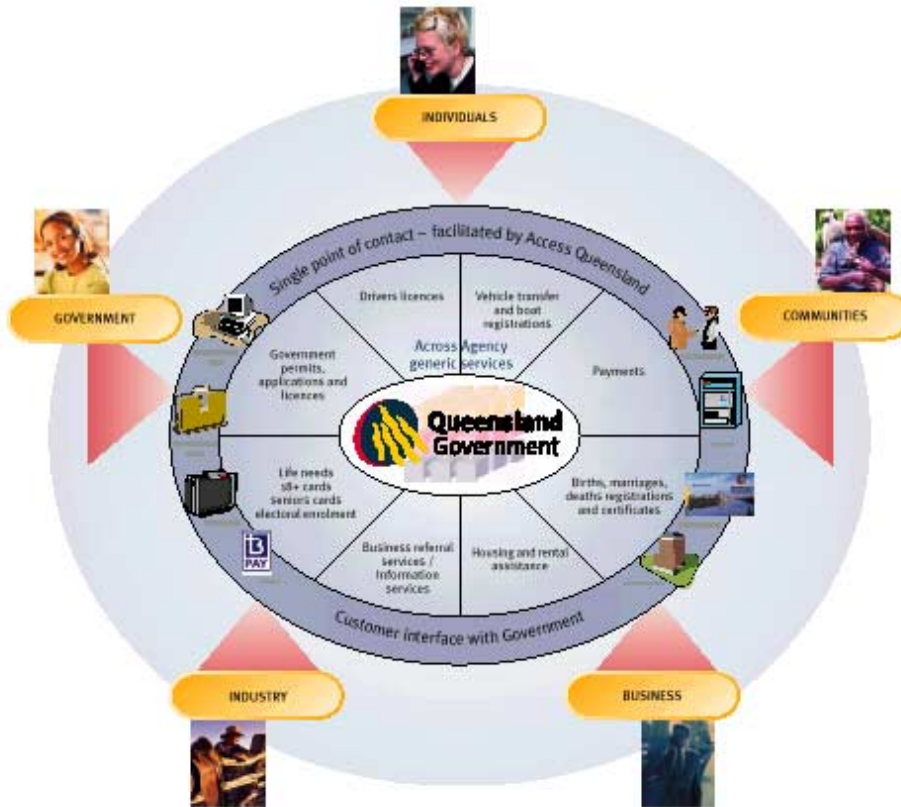


Figure 1: Access Queensland framework for multi-channel, anywhere, anytime access

This document also addresses the actions which need to be taken to achieve the Gateway business model. The section on 'Next Steps' provides a high-level sequencing of these activities with the intention that it will form the outline for a plan to realise the Gateway vision.

2. Introduction

2.1. Purpose

This study was conducted by IBM Global Services Australia on behalf of the Department of the Premier and Cabinet. It began in November 2000 and was completed in January 2001 with the intention of agreeing a set of business principles for the design and operation of the State Government's Gateway website (www.qld.gov.au) and its integration with agencies web content.

2.2. What is a Gateway?

A Gateway — also known as a portal — has a variety of meanings to different people depending on the context in which it is used. The divergence of opinions on the definition of a portal is affected by the wide range of portals that have come into existence including: information portals; community portals; commercial portals; vertical portals (vortals); corporate intranet portals; application portals (see Figure 2: Common examples of different types of gateway)

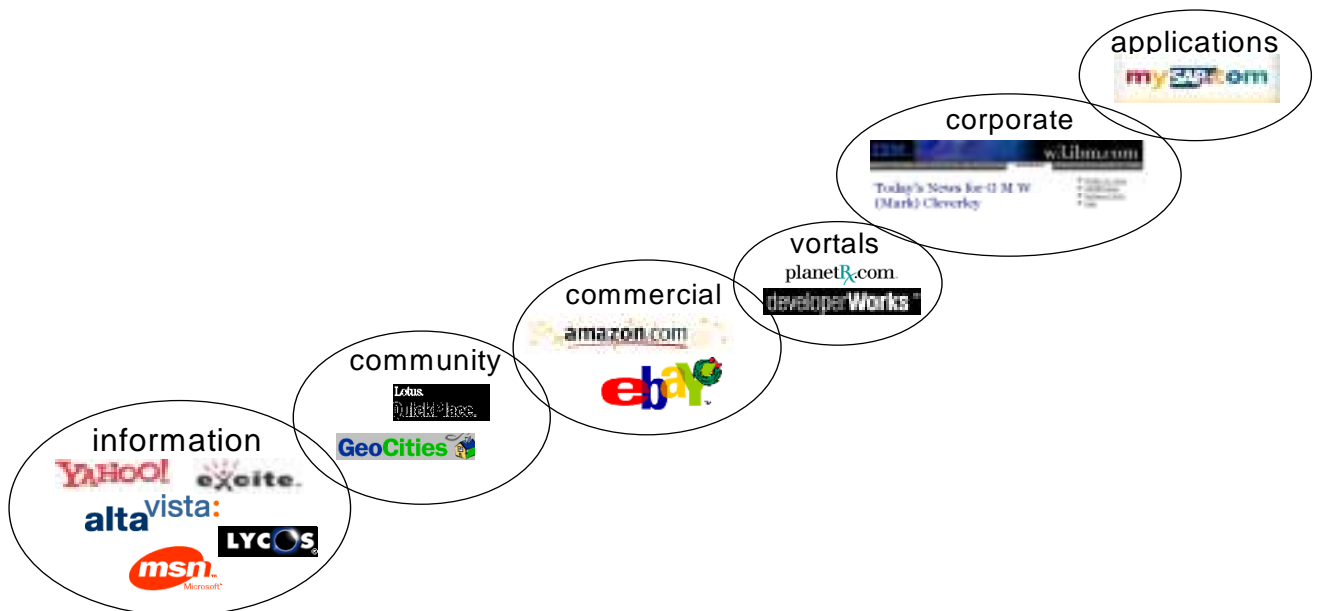


Figure 2: Common examples of different types of gateway

Based on IBM research specifically relating to e-government portals and information stored in IBM GSA's intellectual capital resource we define a government Gateway as web site which:

- Provides customers with a single point of entry to an organisation, bringing together information and services which may otherwise be dispersed and difficult to locate
- Serves vertical or horizontal communities of interest
- Personalises access to information and services
- Conceals complexity from the user
- Integrates with new and old applications, which may be widely dispersed
- Solves cross-domain Web access issues (such as security, payments, forms, etc.).

In an IBM study into the Internet enabled transformation of government service delivery in Australia (E-Government – Making it work, July 2000) it was found that gateways in Government tend to have a different set of problems and issues than those in the commercial world. Examples of these differences for a government gateway include:

- A far greater variety of stakeholders and users to be catered for
- A commitment to access for all
- The scale of government operations and the greater unpredictability and instability of the policy and legislative basis of its operations
- Typically much higher requirements for security and, especially, privacy
- Greater difficulty in implementing cross-unit access
- A much greater need for very high standards of usability
- Often compounded by a higher proportion of legacy to new systems

2.3. The Queensland Government Gateway in Context

Governments across the globe are using Gateways to improve customer service levels by reinventing the way that services are delivered through this new channel. What can be achieved is illustrated by a number of instances of best practice internationally:

- In Singapore, the www.ecitizen.gov.sg site offers a comprehensive range of government services arranged around life events;

-
- Here in Australia, www1.maxi.com.au offers a one stop shop delivery system bringing together many government services through the internet, telephone, public and kiosks.
 - www.waonline.wa.gov.au provides access to Western Australian government services grouped in a number of ways to enhance ease of access including around life event.
 - In Finland, the government collects each citizen's annual financial information and makes a 'tax proposal' to the citizen for agreement, saving them the effort of self assessment;
 - Manitoba's Better Systems Initiative (BSI) promises to be one of the most comprehensive approaches to citizen-centered electronic service delivery taken by any jurisdiction in Canada. A single window view of government will provide citizens with convenient access to logical groupings of government products and services. A citizen needing access to multiple services will no longer need to provide basic personal data each time he or she attempts to get a service.

Government jurisdictions at all levels within Australia have e-Government – or at least online electronic service delivery (ESD) – commitment statements. In summary:

- (a) At the federal level, on 8 December 1997, the Prime Minister released his "Investing for Growth" policy statement, which included a commitment to deliver all appropriate Commonwealth services online by 2001. In particular, by this year, electronic payment will be the normal means for Commonwealth payments.
- (b) The ACT Government's policy is for the majority of the government-business transactions to be available online by 2001.
- (c) The NT Government recognised the need for e-Government in its Foundations For Our Future. Foundation Five specifically establishes the agenda to "provide electronic delivery of an extensive range of Government services online within the next three to five years".
- (d) The NSW Government has developed the Information Management and Technology Blueprint - A Well-connected Future which lists strategies to implement the Government's vision for the use of information technology to improve government service delivery.
- (e) The South Australian Government has set up the Information Economy Policy Office to ensure South Australia is well placed to embrace the Information Economy.
- (f) The Tasmanian Government has created Service Tasmania to allow access to all government services from one web site.

-
- (g) In Victoria, it is a “key Government objective” to conduct all suitable Government business online. The Victorian Government makes special mention of, and sets aggressive targets for, purchasing by electronic means. In addition Multimedia Victoria has a 'whole of government' role in encouraging government agencies to work better by delivering government services electronically and re-engineering government.
 - (h) In Western Australia Office of Information and Communications has been formed to “propel Western Australia smoothly into the Information Age”. Encouraging business is a part of this process, in particular, by creating opportunities to help business.

In general all governments have embarked upon the path to provide government services electronically through a Gateway with differing degrees of integration and methods of presentation of services.

The Queensland Government Communication and Information strategic plan identifies the use of new Internet technologies to “offer seamless access to services, flexible delivery and the possibility of a ‘one-stop shop’ as one of its goals. Currently the Queensland Government gateway provides links to individual department and agency sites from which citizens can access services. Integration or grouping of services necessary to achieve the strategic plan has not yet occurred and is a primary goal of this project. If adopted, the recommendations and principles identified in this document will significantly contribute to Queenslanders receiving “better government service through electronic service delivery” (Goal 4, Queensland Communication and Information Strategic Plan).

2.4. Approach

The approach taken by IBM in this study was designed to achieve maximum involvement of the agencies. The project began with a survey, which was sent to the Internet managers and communication managers in each agency. This survey was developed by IBM based on its extensive e-Government intellectual capital resources and its in-house team of e-Government consultants. It was designed to probe issues of co-operation and competition in the provision of integrated online services through Government portals. It allowed participants to suggest business principles and approaches to Gateway management and also allowed the participants to raise issues of concern which might inhibit such a strategy.

Using the survey responses and IBM’s understanding of current best-practice in electronic Government in Australia and around the world, IBM created an initial set of ‘best-practice’ principles and ‘stakeholder’ principles under a number of headings. These were then used in a series of workshops to provoke discussion and to seed a set of agreements on what the actual business principles for the Gateway should be.

Altogether, 4 separate one-day workshops were run attended by 45 stakeholders from around the State Government, plus two from Brisbane City Council (so that cross-jurisdictional issues and lessons learned from work on e-Brisbane could be captured). The workshops proved to have been an excellent method for providing considerable consultation in a very short period. They were well attended, a wide range of interests were represented, the participants were vocal and involved, a large amount of material was discussed in some depth and agreements were reached in almost all cases.

The format of each workshop was similar in that it began with a context-setting presentation and agreement on objectives and approach. Then, under various headings, best-practice principles were presented, representing IBM's understanding of how the best e-Government gateways are being organised and managed, what the trend is, and how this organisation and management could be improved in the future. In addition, relevant parts of the survey responses were presented back to the participants to reflect the collective agency view of what is important in running the Gateway.

After the workshops, a report format was agreed and the material from the workshops was collated, analysed and used to create this report. This report has been reviewed by the Access Queensland project team, by all the stakeholders who attended the workshops and by the Access Queensland Steering Committee.

3. Key Findings

3.1. Issues and Implications

3.1.1. Issues Overview

Having completed this study and having worked with a large number of stakeholders to arrive at the set of principles presented here, it is apparent to IBM that the drivers for change in the form and function of the Gateway cluster around these six major issues:

- Transparency of Government Structure
- The Need for Standards
- A Governance Model
- Quality of the User Experience
- Accessibility
- Promotion and Advertising on the Gateway

Each of these issues has led us to consider a set of implications which are discussed in turn in the remainder of this section. The principles developed by IBM GSA during this project which address these issues are listed in Appendix 1.

3.1.2. Transparency of Government Structure

“The Access Queensland initiative aims to provide the Queensland public with a single point of access for government transactions, information or referrals.”

Access Queensland Strategy Statement, November 2000.

A major driver for the development of the Gateway as a simple, integrated service access point, is the need to present a customer focused view of information to help customers access the online services they want without them needing to understand the complexities of Government. On the Web, this single point of access will be provided through the Gateway. Achieving easy access for the Government’s customers through this Gateway

will require that knowledge of the complex structure of government is not necessary in order to find and request services. When presenting services on the Gateway they should be integrated across agencies in a manner understandable to customers, which may require multiple access pathways to meet customer needs. Further the Gateway services should be integrated with other channels to achieve a multi-channel service delivery outcome.

A Gateway provides a mechanism to navigate a very large number of other Government websites. It is these other websites that will provide the vast bulk of service delivery in the short to medium-term. Most government portals as we have seen, are therefore just indexes or search pages. For the customer, this has limited value because the underlying complexity of how the Government is organised, is not disguised in any way. If access to the service is not obvious, the customer needs to hunt about. If search engines cannot cope with the different ways that agency sites are written, structured, indexed and organised, they will return unhelpful results or no results at all. If each agency site looks and feels different from every other one and is organised uniquely, the customer faces a confusing and frustrating hunt for information. No matter how good any individual site may be, if there is no consistency or coherence among the multitude of sites the customer must search, then the overall effect is one of complexity and confusion.

To hide the complexity of Government structure from the customer, is therefore not simply a matter of placing a Gateway on top of existing websites. It requires all agency websites to become part of a coherent and co-ordinated system of service provision. The agency responsible for the respective services presented through the Gateway should however be identified. Each agency therefore will have a responsibility for integration with the Gateway and all other agencies within the standards and overall structure established. There is a strong tendency, seen in such leading Government gateways as the Irish and the UK sites, for governments to move in this direction. The challenge for Queensland is to be up with the leaders in this respect and an opportunity exists to show leadership by creating a truly integrated Gateway in which the complexity of multiple-agency delivery is hidden from the customer.

Whilst agencies will always own their own content, the level of co-operation required to achieve transparency of government implies a shift from individuality to standardisation. Enforcing a common approach to website design, service application design and service integration across the whole of Government is a significant undertaking. Yet this is a major opportunity for Queensland to take a leadership position internationally since no other jurisdiction has completed this level of online service integration as yet.

3.1.3. The Need for Standards

To make multi-agency service integration an effective proposition for the Government and for the customer, the method and degree of integration should be as seamless as

possible across agencies. The proposed method for all Government agencies to work together to deliver seamless, integrated services to the public and yet not create a huge and unnecessarily complex technical infrastructure, is for all agencies to adhere to whole of government standards for the presentation, storage and exchange of information. These standards will need focused from a whole of government perspective and followed diligently.

Standards needed would include:

- usability (the use of consistent procedures for users to perform functions, navigate to different pages, and interact with the system across the Gateway will improve the usability of the system as users will not have to go through a learning process each time a different agency site is accessed)
- look & feel and branding
- technical architecture and management of the architecture and applications (to enable integration of agency systems with each other and with the Gateway)
- content management (consistent processes for management of quality of content; how content is updated on the Gateway; who is responsible for content; the form of content displayed etc)
- customer management. A consistent customer management system will contribute to the achievement of a consistent customer experience across the whole of Queensland government. One possible initiative would be to set up a central customer name and address system enabling customers to change these details once for the whole of Queensland government.
- Privacy & security standards. Gateway customers should expect and receive high levels of security and privacy. This is an important guiding principle for the Gateway and will require detailed standards to be developed. Security and privacy maintain the customer's trust in the Government and this is an essential ingredient in the Government's relationship with its people.

Services across agencies will also be integrated across delivery channels. This means that, for the Gateway to play an appropriate part in Government service delivery, the online services it makes available should also be part of this channel integration strategy. Standards such as those for Look & Feel should also be implemented across delivery channels. The development of these standards will be key to the achievement of this strategy.

Stakeholders agreed that there was a strong need for standards to be set centrally for the successful implementation of the Gateway. However there was some concern that the setting of standards should allow agencies the ability to maintain some individuality and

to customise the way web pages are presented for different audiences. To address this requirement it is recommended that the standards for Look & Feel be set so that all pages within the Gateway follow a consistent Look & Feel whilst allowing a degree of creative latitude within this consistent Look & Feel. Where content is concerned, agencies should be given latitude to customise the actual content for particular audiences. There should also be latitude within these standards to encourage innovation by individual agencies.

Some stakeholders were also concerned that they should be allowed to continue to use their own branding and identity. The need for specific marketing campaigns and certain agencies, such as Police and emergency services, to be linked back to a separate brand was recognised when the new Queensland Government branding was rolled out last year. The standards and procedures that govern the use of individual agency branding instead of the Queensland Government brand is currently managed by the Department of Premier and Cabinet and these standards and procedures should be adopted for the Gateway to maintain consistency between channels.

The implications of these requirements are that a governance structure needs to be established that enables the creation, promulgation, compliance with and maintenance of standards for the whole of the Government's Web services activities. This should be managed through agency representatives with working groups to manage particular standards. Two priorities that need to be commenced immediately include the creation of the common Look and Feel for whole-of-Government Web service delivery and the creation of the architecture, on which new, integratable services can be delivered, in line with the Access Queensland Technology strategy.

3.1.4. A Governance Model

The structure and mechanisms of service delivery by the Queensland Government are necessarily large and complex. In order to co-ordinate service delivery so that it is coherent and simple to use by everyone who needs it, the Government will need to create a governance structure to ensure that appropriate standards are created, that they are disseminated, that compliance and quality are monitored, and that they are maintained. This is also necessary for the provision of services which require multiple agencies to be involved in their delivery, or where multiple-agency delivery would add significantly to a customer's convenience.

One of the key discussion points raised during the project centred around monitoring adherence to Gateway standards by agencies. It was clear from the outset that the standards should be managed centrally. Different options were explored as to how the continuous adherence to these standards would be managed ranging from agency self monitoring to having a central body that has processes in place to ensure agency compliance. The model embraced by stakeholders involves a combination of the above, where agencies have a responsibility for ensuring their own adherence to these standards

with a central agency implementing quality assurance and compliance processes to regularly ensure that this responsibility is met.

Another key discussion point raised concerned how the Gateway would be funded. There were two conflicting opinions on this point:

1. Funding for the Gateway should be managed and budgeted for centrally due to the fact that if agencies cannot fund the Gateway and decide to decline to be part of it the whole initiative will fail.
2. Agencies should pay for the Gateway. It was considered that if agencies do not pay for the service they will not perceive value in the Gateway and will not take ownership and responsibility for participating. This approach would require an equitable financing arrangement in terms of the agency's ability to fund the project and that the funding requirement does not preclude participation in the Gateway project.

IBM GSA recommends that the funding model adopted should be a hybrid of these two options. A special allocation of funds should be made centrally for the Gateway itself to be established, to develop the standards governing the Gateway and agency integration with the Gateway and to establish the governance structure. However in order to perform some of the tasks associated with this, agencies will be required to complete some activities and will therefore be required to commit resources and budget to achieve these initial objectives.

Once the Gateway is established, agency service delivery functions should be funded by agencies including ongoing management and maintenance of web content.

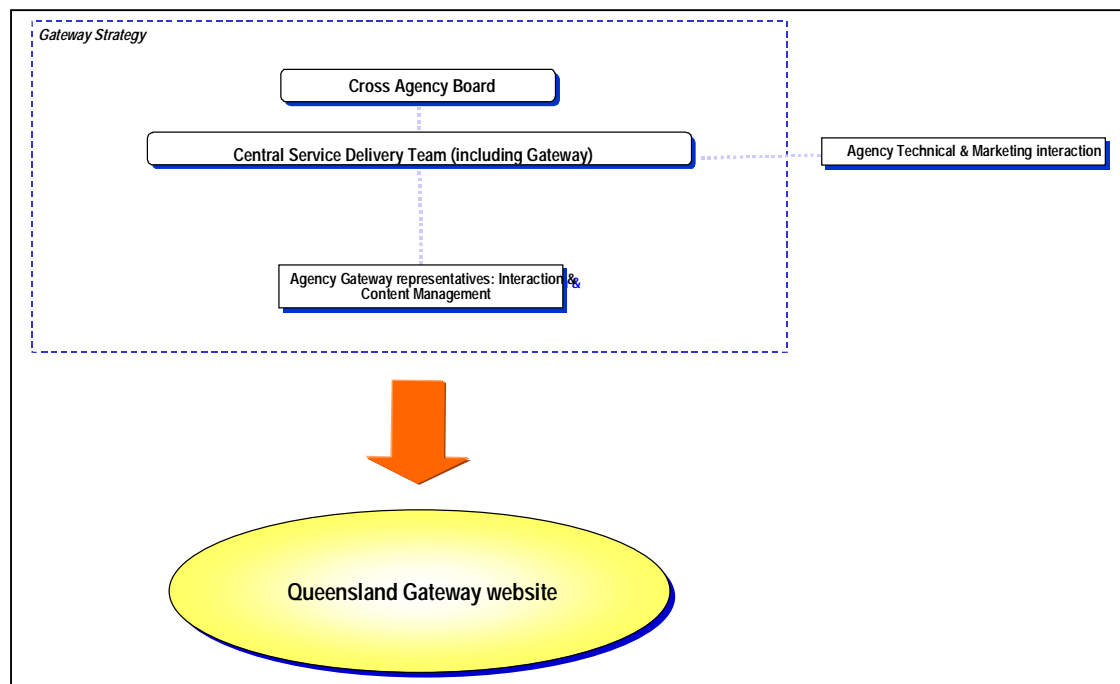


Figure 3: Qld Gateway governance structure

In order to achieve the broader objective of multi-channel service delivery, the Gateway governance model must be consistent with governance models adopted for other channels. The model proposed by IBM should be reviewed for consistency and integrated into the broader AQ governance framework once it is finalised.

The proposed structure for governance of the Gateway is this: A central team would own and run the Gateway and report to cross agency representative board for overall governance of the Gateway. Agency gateway representatives (Agency web and communications representatives) would be specifically responsible for content management and providing input to the central team on decisions made. Marketing and technical representatives from agencies would also need to be involved from a consultative perspective to ensure consistency between the Gateway and agencies. Their involvement could be facilitated by communities of interest, discussion forums on the internal government Intranet and through briefing and feedback sessions.

Within the overall service delivery standards defined for integrated service delivery in Government, the central team would develop standards for the Gateway. This would be done in consultation with agencies. Adherence to these standards would be an agency

responsibility so there would need to be an agency-level, 'internal' standards monitoring function. The effectiveness of this function would be monitored by a central standards monitoring function. Agencies would continue to have responsibility for their own websites including the content that their sites contain. However, this responsibility will include the requirement to follow the whole-of-Government standards set for integration with the Gateway.

Over time the functions of website management and content management will be separated allowing the content to be served (from agency data stores) to both the Gateway and individual agency sites. Once this is in place agencies will have the option of continuing with their individual web site however some agencies may elect to discontinue providing a separate web presence.

The central team will also need to consider how the plans for the Gateway might interact with current and future **legislation**. In particular, privacy legislation may inhibit the sharing of customer information between agencies. One of the functions of the central team will be to consider the impact of this legislation on its online services strategy and make whatever adjustments to legislation or strategy that are necessary.

3.1.5. Quality of the User Experience

The Gateway needs to focus on customer outcomes, and central to the success of the Gateway is creating a positive user experience for customers. Combining the services delivered by multiple agencies is one such strategy that will benefit the customer. Much flows from this service integration objective.

Achieving a positive experience for customers means not only achieving high levels of usability but also the right range of online services and the right levels of service integration. The quality of user experience in this environment requires consistency in service delivery processes across channels. Underpinning this will be common standards for language, site ergonomics, common site navigation rules, navigation design elements, common data formats and data exchange protocols (to allow data sharing between sites and to allow personalisation and common logons). To ensure consistency, there will also be a need for agreements and processes for agencies to collaborate in service definition and delivery in accordance with current Access Queensland initiatives.

A central requirement of achieving a high quality user experience is empowering the community to feedback ideas in a public, consultative manner. The Gateway can be used as a channel to seek feedback on new services needed by customers; improvements to existing offerings; and general usability and friendliness.

From IBM GSA's work with agency representatives, it was clear that this issue of the quality of the user experience was the one most strongly supported by all agencies. It is

literally a make-or-break issue for the Gateway. Many existing Queensland Government agency sites do not provide high levels of usability. Many do not conform to the Government's own usability standards. Taken as a whole, the multiplicity of graphical styles, navigation structures, information layout, editorial styles, and presentation and interaction techniques means that any Government customer working across more than one site is likely to experience confusion and frustration. In general, other Governments around the world as well as many commercial organisations have failed to provide a quality user experience, despite its acknowledged importance. The reason is partly the difficulty of designing easy-to-use computer systems but mostly it is that organisations underestimate the effort required to make ease-of-use happen. As a rule of thumb, between one third and a half of the total resource consumption of an online, interactive service delivery project should go into designing, building and managing the customer experience. Again, this provides a unique opportunity for Queensland to move ahead of other jurisdictions by giving this issue the attention it requires.

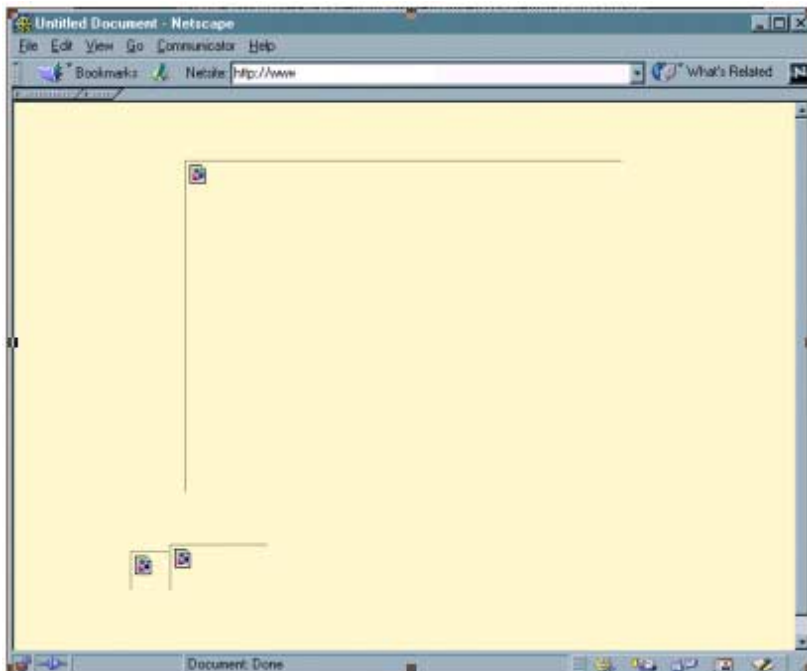
To build a Gateway and to modify or rebuild agency websites so that the whole collection of websites together provides a good user experience, will require increased investment in the web in order that it matures to become a recognised service delivery channel for government. This goal, however, should be seen as the jewel in the crown of the Gateway strategy. It will distinguish the Queensland Government Gateway from all other Government portals and will be a considerable contributor to achieving customer satisfaction with the result.

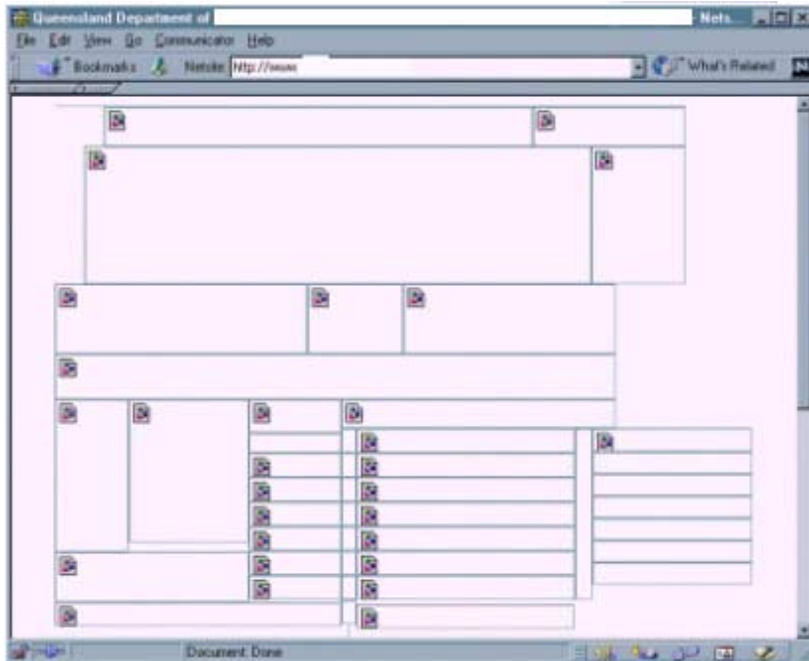
3.1.6. Accessibility

Improved equity of access and universal access are two significant areas of consideration in developing the Gateway as Queensland Government, unlike the commercial sector, cannot choose its customers. It is incumbent on government to ensure that e-government benefits are available to the widest possible audience. While the adoption of Internet technology has been overwhelmingly fast and widespread, some sections of the community are in danger of being left behind. The poor, unemployed, elderly, disabled, rural populations and so on, all need equal access to government. Access for non-English speakers is also an important consideration.

The Queensland Government is already committed to accessibility guidelines. Generally, for people with disabilities, this commitment is to implementation of the Priority 1 W3C guidelines for accessibility by people with disabilities. The Gateway, as the premier point of access to the whole of Government online, should include the Priority 2 guidelines as well.

However, despite the Government's commitment to the W3C guidelines, very few of its many agency websites follow these guidelines. For example:





The screen captures above are home pages from two Queensland government departments with the graphics turned off. They would both provide a serious challenge for a blind person trying to access the site with a 'text reader' application and they do not comply with basic Website usability guidelines. Yet they are not at all untypical and many others could have been chosen. The Gateway therefore requires a firmer commitment, making adoption of the W3C guidelines mandatory for the Gateway and for sites delivering services through the Gateway. **This implies increased effort needs to be applied to ensuring access for people with physical disabilities, learning and reading disadvantages and for those who would rather access information in languages other than English.**

The social obligations on Government which lead to the need for universal and equitable access to its services by groups disadvantaged by disability, geography, or cultural origins are not easy to discharge in this context. Creating websites across all agencies which follow the W3C guidelines will mean considerable extra effort on the part of designers and developers as well as extra commitment from management for the increased cost that goes with achieving equal access. Nevertheless, meeting these social obligations is especially important on the Web where failure to do so is publicly and globally apparent. An example of failure to meet such obligations arose with the Olympics website, where there were complaints against SOCOG for failing to ensure that the site was accessible by all groups of disadvantaged people.

3.1.7. Promotion and Advertising on the Gateway

Currently the Queensland Government Gateway is not used for advertising of services and a key issue is whether this site should be used for this purpose. The Gateway could be used to advertise services from a range of sources including Queensland Government agencies and departments, services from other levels of government and jurisdictions, as well as services from commercial organisations with whom the Queensland Government has formed a relationship (this could encompass areas such as Tourism and State Development). Services from other commercial organisations were considered in the workshops although the consensus view was that these should not be promoted on the Gateway, as Government needs to retain a level of independence.

It is appropriate for the Gateway to promote the services of the Government, its agencies, other jurisdictions, and even commercial organisations with whom the Government is in partnership. However, in all cases of such promotion, the customer needs to be clearly informed about the nature of the information. This is particularly true where the Government is legitimately reporting on its success in delivering services or benefits to the community, where this kind of message can be easily interpreted as having a high Political content.

A significant issue that was addressed is whether **commercial interest** is represented on the site and, if it is, what form that might take. Allowing advertising is not the main issue. While there is a large, potential revenue stream (the UK Government site, for example, is estimated to be worth £17M (almost AU\$45M) in advertising revenue if they chose to accept advertising) the policy decision on advertising is relatively simple. The much harder choice is whether customers should be given the extra value-added services that integration with commercial service offerings would bring. The Government is already doing a little of this on the current Government site. The framework described is one which, ultimately, integrates all services relevant to the customer, from whatever source.

Looking to the future, if the Queensland Government wishes to move to a Government/Commercial Gateway offering fully networked online service delivery, it could be done by setting up a part-owned subsidiary company formed with external equity, in order to build, own and operate a Gateway service. Essentially the same decentralised service management model would run within Government but the Gateway team would now be part of a separate, non-Government organisation. A subsidiary company is necessary where the government is not comfortable with moving to a model where commercial services are provided through the government gateway due to the need to maintain government objectivity.

The implication that this discussion has for the Gateway is that Agencies and the central Gateway team will need to determine:

1. what services, achievements and initiatives should be advertised

2. where respective services should be advertised on the Gateway

Just as with promotion and advertising strategies in the bricks-and-mortar world, an effective web advertising strategy should cross sell/promote related services or services commonly used by customers who visit certain pages. The placement of advertising content on relevant locations of the Gateway will therefore need to be co-ordinated by the central Gateway team. However the production of advertising content will be the responsibility of the agency to which the content relates.

4. Overall Strategy and Next Steps

The existing Gateway (www.qld.gov.au) is a fairly straightforward index into the State Government Agencies and the services they offer. It includes a number of different access paths to services (such as by agency, by topic, by key life events and so on) as well as access to a whole of Government search engine hosted on the DPC site. If the existing site is regarded in terms of a general maturity model for whole-of-Government websites (Figure 4), it can be placed in between Phase 1 and Phase 2 in the progression.

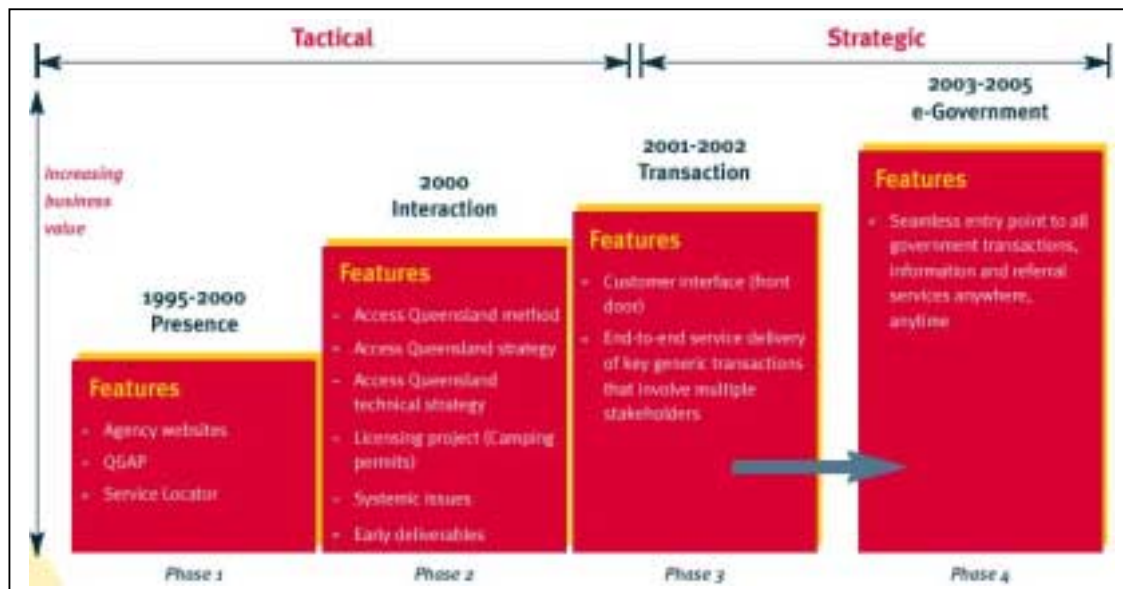


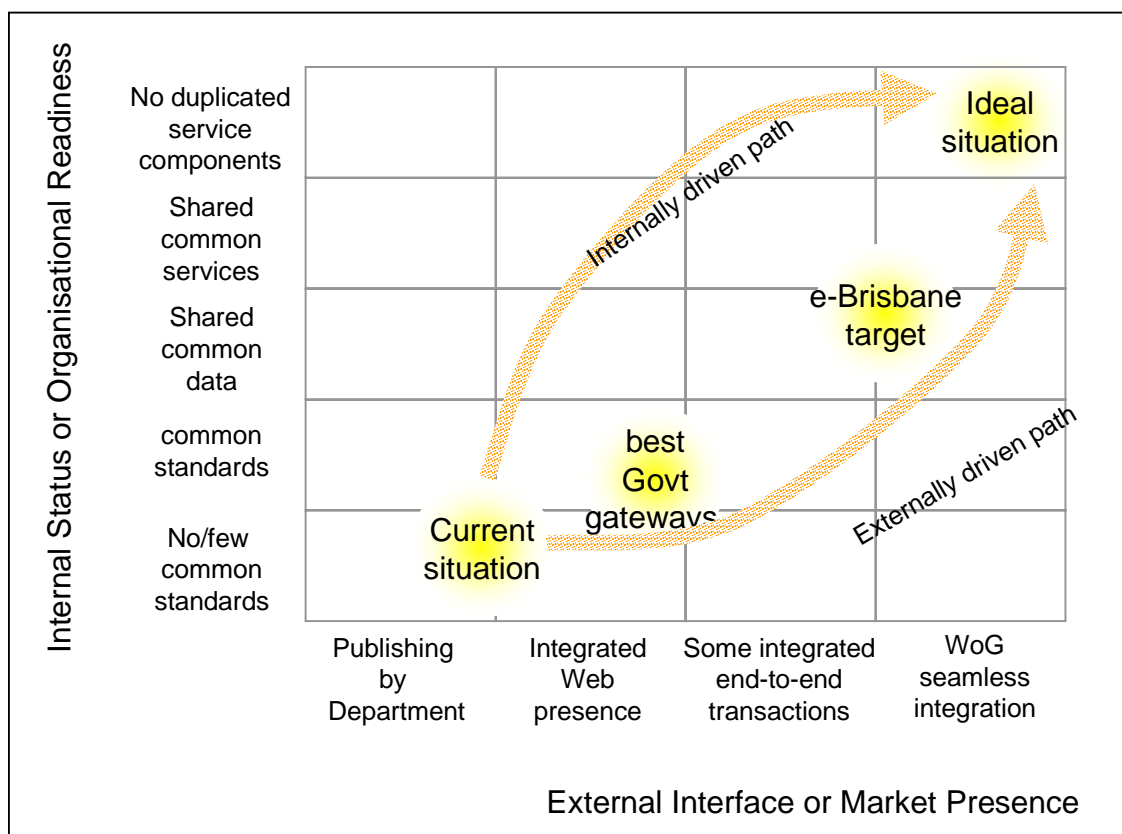
Figure 4: Roadmap from the Access Queensland Detailed Strategy Statement

Figure 4 is taken from the Access Queensland document *Detailed Strategy Statement* dated November 2000. Considering this figure in more detail shows that it is a maturity model for the cross-agency, cross-channel integration of State Government services to the public. To achieve the level of integration described as 'Phase 4' for an online services portal such as the Gateway, will require seamless integration of online service delivery across all State Government agencies. Yet there is a level of integration beyond this where online services from other tiers of Government and from commercial organisations are also united to provide a complete online service delivery portal for Queenslanders.

Figure 5 shows a progression to this kind of integration along two dimensions. One is the increasing level of integration-driven capability at the Gateway site — what might be called the external interface of the service delivery. Along this dimension, the Gateway increasingly organises and presents itself as a unification of all a customer’s needs and becomes, increasingly, a one-stop-shop for them. The other dimension is the degree to which the internal processes and technologies across Queensland Government have been brought into the state of alignment and collaboration needed for co-ordinated service delivery. Along this dimension, the increasing adoption of common standards, common business processes and a collaborative technology model, lead to a situation where service delivery is able to be done in a modular and distributed manner throughout Government.

Figure 5: Extended Gateway Roadmap

Although the current Gateway has been placed at a low point on both axes, the business



principles agreed during this study, if fully implemented, will take the Queensland Government Gateway to the high point on both axes. Clearly, to achieve this level, both internal and external maturity needs to be dramatically improved.

How does the Queensland Government move from where it is now, to where it wants to be? In the diagram (Figure 5), two paths are shown leading to the goal of a fully integrated online service capability.

- The first, the ‘internally driven’ path represents the situation where strong internal leadership is creating the organisational and technical capability independent of these capabilities being exploited in the development of the Gateway.
- The second, the ‘externally driven’ path represents the situation where strong customer focus is creating the Government need for the Gateway presence and functionality which drives improved technical and organisational capabilities.

Each path can be dissociated from the other to some extent, allowing the organisation to focus on each separately and plan for an interception point when the cross-agency capabilities and the Gateway services model come together. Given the timescale in the *Access Queensland Detailed Strategy Statement*, it would be possible to aim for the fully integrated site, representing a fully networked Government, at about the time of the Phase 4 endpoint. This represents the achievement of the Gateway vision, however in order to progressively deliver along the path, multiple interim releases will be necessary as increased capabilities are achieved.

The principles described in this report will guide the Government as it progresses with its plans to build a Gateway to give access to whole-of-Government services to its customers. However, the principles alone are not enough. A schedule or plan of action is also required. To assist the Government in formulating such a plan, the following table presents the steps that the Government should follow in order to achieve the Gateway described in this report.

Step	Description
Conduct Customer Consultations	The most urgent need is for Gateway customers to be involved in consultations about the user interface design (navigation, presentation of services etc) they need. The project team should define the requirement and conduct the consultations (e.g. a comprehensive programme of customer surveys, focus groups and other studies) This work could form part of the initial macro design phase of the project.
Establish Governance Structure	The governance principles in this report should be used to establish a governance structure, aligned with the evolving Access Queensland governance structure, to provide a mechanism for managing the Gateway and the agency

Step	Description
	websites.
Establish Standards Committees and Set Standards	One of the most important roles of the new governance structure will be the creation, promulgation and maintenance of standards for the whole of the Government's Web services activities. This should be managed through a committee of agency representatives with working groups to manage particular standards. This committee should be established quickly and it should immediately appoint two working groups: one to create the common Look and Feel for whole-of-Government Web service delivery; the other to create the architecture, on which new, integratable services can be delivered, in line with the Access Queensland Technology strategy.
Establish Change Management Teams	Change management will be a major plank in the success of the Gateway as much change is needed across many agencies in order to satisfy the principles set out in this report. Initial foci for the change management activity should be in areas like architecture, service definition and common business processes definition. This change management activity should be linked to the overall Access Queensland change management approach.
Redesign the Gateway	In parallel with the preceding steps the design of the first release of the new Gateway can be commenced with specific standards being incorporated as they become available. It is not to be expected that this version would give access to any end-to-end transactions (unless some have already been established through Access Queensland).
Develop Pilot Agency-Delivered Services	With the new Gateway designed and, hopefully, with many agencies moving to a common look and feel and a common architecture, it will be time for the Gateway to offer the first batch of end-to-end services.
Add More Services	From this point, new services may be added as they become available.
Develop Common Services	With a Gateway in place and services now being delivered in increasing numbers, the common services discussed in this report can begin to be abstracted and migrated to the

5. Recommendations

In developing a set of business principles for the Queensland Government's Internet Gateway, IBM has consolidated its knowledge of e-Government best practice around the world to derive an initial set of principles. These were then refined and adapted to Queensland's needs through an intensive consultation process involving a large number of Government agencies. The resulting business principles are listed in full in Appendix 1 and the considerable debate and discussion that surrounded their structure and selection is summarised in the Detailed Gateway Framework document.

IBM proposes that this set of principles is ideal to guide the development and evolution of the Queensland Government Internet Gateway in the next decade. We recommend that these principles be adopted as the basis for the Government's continuing development of this Gateway in the near- to medium-term future.

To assist Access Queensland in planning its approach to implementing these principles, we have included in this report what we believe should be the immediate next steps to be undertaken by the Government. These can be found in Section 4.

IBM recommends that a development plan for the adoption of these principles should be developed based on the approach described in Section 4 and that the implementation, development and governance of the Gateway should be based on this approach.

Appendix 1: Full List of the Gateway Business Principles

This is the full list of the Gateway business principles, sorted by topic. A complete discussion of each principle is given in Detailed Gateway Framework document.

Transparency of Government Structure
To realise a cross agency model barriers to access need to be removed to ensure customer service meets customer needs.
The method and degree of integration should be seamless across Agencies, meeting Government objectives, agency strategy and customer needs.
Agencies should seek to avoid duplication and replication of services and service components.
In the long run, integration should include other service providers including local and federal government and possibly private enterprise.
Customers should not have to deal with the complexity of Government, whatever they are trying to achieve.
The main purpose of the Gateway should be to guide customers to the services they need.
The need for Standards
Processes should be developed and implemented to prevent abuse of personalisation tools and the information gathered through the Gateway.
All Government websites should have the same branding, or should be recognisable as having a close family likeness to a strong, common brand.
The State Government should adopt the same policy for allowing exceptions to the website branding principle as it has for exceptions to the use of the State logo.
There should be common 'core' navigation structures and elements adopted by all agencies.
Applications should be defined for multi-agency, multi-channel delivery
Application requirements should be specified only in the context of the overall system of

services
<p>There should be Whole-of-Government, user-defined standards for:</p> <ul style="list-style-type: none"> • ease of learning • ease of use and • user support
<p>Whole-of-Government IT systems should implement all communication traffic over the same network protocol at the network layer</p>
<p>Whole-of-Government IT systems should capture all primary data once at the point of creation, and store and manage it to enable appropriate levels of sharing</p>
<p>Whole-of-Government IT systems should present external interfaces that will be accessible throughout the entire Government, whether on-line transaction processing (hereafter referred to as OLTP), batch or message based</p>
<p>Whole-of-Government IT systems should give customers and business partners full access to information related to their interaction with the Government, but not access to any others.</p>
<p>Whole-of-Government IT systems should be designed around a component architecture</p>
<p>There should only be one Queensland Government Gateway site.</p>
<p>The qld.gov.au is the appropriate domain name for the Gateway.</p>
<p>Multiple domain names pointing to qld.gov.au (including queensland.gov.au and queensland.com) should be considered based on customer research and existing policies.</p>
<p>Whole-of-Government IT systems should conform with the Strategic IT Architecture. The IT Architecture and System integration information will be kept up to date and available to all business units.</p>
<p>Governance Principles</p>
<p>For the Gateway to be successful strong leadership needs to be exercised at the DG level and a central body appointed to drive the development of the Gateway.</p>
<p>Standards need to be set centrally (with agency input) that agencies need to comply with as part of the Gateway.</p>

Effective governance requires effective measurement.
A special allocation of funds should be made centrally for the Gateway itself to be established, to develop the standards governing the Gateway and agency integration with the Gateway and to establish the governance structure
Once the Gateway is established, agency service delivery functions should be funded by agencies including ongoing management and maintenance of web content.
Agencies should manage their own content published on the Gateway and the Gateway driving body should manage the Gateway specific content.
The Gateway should be used to learn about and capture customer and market trends where it is not tied to individual customers.
The Gateway Customer Information system should hold the minimum information necessary and share the minimum information necessary
Customer data will remain private
Information should be shared across government unless the nature of the information prohibits it or unless the customer does not consent to this sharing.
The Gateway needs to focus on customer outcomes as well as government outcomes for service delivery.
e-Government should be based on solid propositions that are compelling to its customers.
e-Government services should be designed for the benefit of the customer as well as for the Government.
The Government should understand its customers' needs and should be able to rank these needs.
The Gateway should be managed and driven by the government with customer focus being its primary goal.
Quality of User Experience
Services should be integrated across channels
Dealings between a customer and the Government should be consistent in quality and content regardless of the channel through which they are transacted.
There should be a consistent quality of service and user experience across agencies and

<p>between agencies and the Gateway. To achieve this, standards should be set and monitored centrally.</p>
<p>The Government should be very easy to do business with — whoever you are.</p>
<p>The Government should empower the community to feedback ideas in a public, consultative manner</p>
<p>The Government should deal with its customers as individuals where the customer chooses to allow this and given that there is full disclosure as to the uses of any profile information.</p>
<p>The Gateway should use personalisation techniques to treat customers as individuals where it is requested and consented to by customers.</p>
<p>Customers should be given the ability to choose and control how the government interacts with them and what information the government holds on them.</p>
<p>The Gateway should not prevent customers from going directly to agency Web pages (as long as they have appropriate access rights).</p>
<p>Access to the Government should be easy for the whole range of potential customers and across the entire range of services offered online.</p>
<p>The customer experience should be:</p> <ul style="list-style-type: none"> • Task Oriented • Domain Oriented • Coherent • Consistent • Supportive and Forgiving • Flexible
<p>Personalisation and tailoring of customer sites is beneficial as long as customers are not excluded from any information or services.</p>
<p>Equity of Access Principles</p>
<p>For all services that the government provides there should be a base channel or set of</p>

channels for that service to ensure accessibility of that service.
There is a base level of information that needs to be available in multiple languages and to minority groups, on the Gateway and on agency sites.
The Gateway should support multiple languages
The Gateway should aim to improve geographic access to government services
The Gateway should cater for different levels of literacy for foreign language speakers and for disability groups
The W3C guidelines for accessibility by people with disabilities should be followed
Promotion and Advertising Principles
Space on the Gateway should be used for advertising agency services
Services provided by other levels of government or jurisdictions could be advertised if a partnership relationship exists with that organisation or if there is a logical reason to promote the service on the Queensland Gateway.
Where a joint initiative is being run between Government and a commercial organisation advertising of that organisation in the context of the initiative will be allowed.
Commercial advertising in general is not acceptable at this point in time.