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vision

New Zealand will be a world leader in e-government

FOREWORD

As New Zealanders we have been quick to adopt new technology as part of our everyday lives. Today we expect to buy a book, check our bank account or find the latest racing results any time, anywhere. And we have come to expect the same of our Public Service. What were once worlds apart are now only a click away.

Six months ago we launched a programme that will ultimately transform government. It set out to turn government into e-government. Achieving this is no easy matter. E-government means cultural, organisational and technological change for government. All government agencies must find new ways of working and learn what it means to be a government organisation in the information age.

The need to continually learn about e-government – about the new opportunities it presents and how best to seize them – is recognised in this strategy through its regular review and updating.

The last six months have been about establishing solid foundations for e-government. This version of the strategy moves our programme ahead so that we can begin to build on these foundations.

It introduces the idea of a more networked style of government than we have seen in the past, one that operates more like a single organisation.

It spells out what all government organisations should incorporate into their plans for 2002/03 onwards so they can achieve the goals we have set for 2004. The second part of this version of the strategy provides in detail what Ministers expect to see in work programmes for 2002 and beyond.

It also recognises the challenges that lie ahead as we make the major leap forward that the Government is committed to. I believe that if we did not face major challenges from e-government, we would have set our sights too low.

During the last six months I have been delighted to see so many agencies working with the E-government Unit of the State Services Commission. Together you have been building the foundation of e-government in a spirit of collaboration that points to a future way of working. By continuing along this path I know that our e-government goals will be met, and exceeded.

I commend this spirit of collaboration above all else as the key to success in e-government.



Hon Trevor Mallard
Minister of State Services



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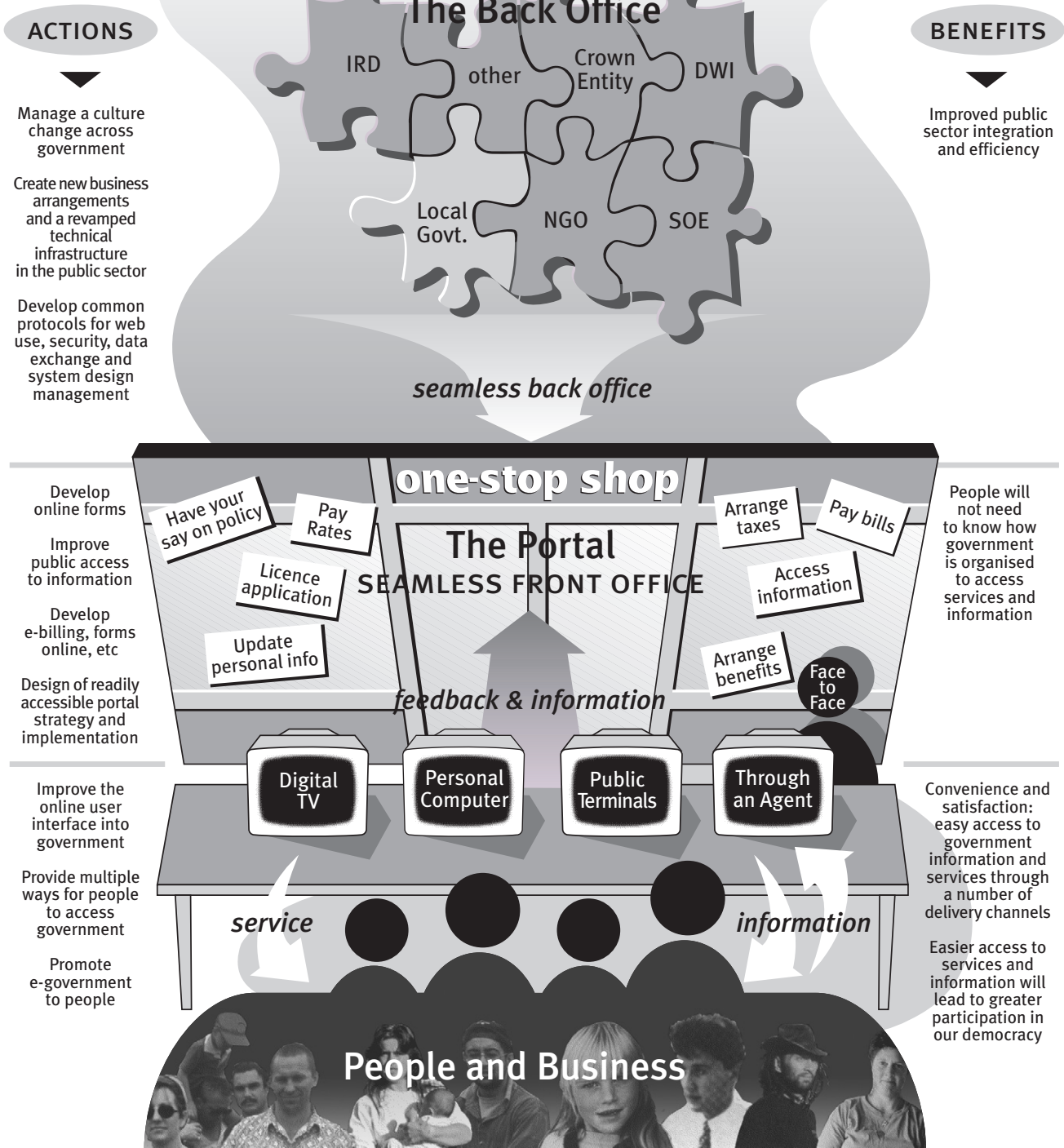
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New Zealand's e-government strategy

"We live in a fast-paced world and New Zealand is getting on with turning its small size and flexibility to great advantage. This means being as nimble and high-tech as the yachts that have brought us America's Cup glory" *Prime Minister Rt. Hon Helen Clark*



Objectives of e-government

- Better service** – more convenient, lower cost, more reliable
- Cost effectiveness and efficiency** – lower transaction costs in delivery
- Leadership** – support the knowledge society through public sector innovation
- Improved reputation for New Zealand** as an information age society
- Greater participation by people** in government.

KEY MESSAGES ABOUT E-GOVERNMENT

E-government is changing the way government works, and is doing so now. It enables delivery of government information and services in ways that better reflect what people need or want from government, rather than simply what agencies want or are prepared to provide to them.

One of the first expressions of this will be the new all-of-government web portal which will make government much easier to access.

But this is only the first step toward a major transformation of government. Meeting people's needs online will mean integrating processes and services across the traditional boundaries between government agencies. To achieve this, the public sector will adopt a wide range of common information and technology standards; develop shared data resources, software applications and technology infrastructure; and find innovative ways of managing business processes across multiple agencies.

E-government will be a major challenge for all agencies. The key challenges include:

- Authentication, privacy and security
- Governance
- Data quality
- Measuring the uptake and effectiveness of e-government.



Funding will also be a major issue, as the transformation involved in e-government is potentially very wide ranging.

To enable agencies to participate in this transformation process and help them through it, the E-government Unit of the State Services Commission provides leadership and develops the supporting foundations of the e-government environment (e.g. policies, standards, some shared infrastructure, etc), so that agencies will be able to align more easily with the overall objectives of this change process, and create e-government in the way that the Government expects they will.

The E-government Strategy has been in place for about a year now. There has been good progress to date, but a lot more is needed. To help agencies play their part in making e-government happen, the strategy will be reviewed and updated at least every 12 months. This revision does that, preparing the public sector for the e-government work needed in 2002/03 and beyond.

“We have accepted that globalisation is an inexorable process and we either get wired up and innovative, or our living standards slide. We live in a fast-paced world and New Zealand is getting on with turning its small size and flexibility to great advantage. This means being as nimble and high-tech as the yachts that have brought us America’s Cup glory.”

Prime Minister Rt. Hon Helen Clark, quoted in the Sydney Morning Herald, 26 November 2000



“As you should all know, the Government is very committed to its e-government strategy. It presents the clearest opportunity for improving capability and performance across the public sector that you are ever likely to see and be involved in ... Looking forward, over the next year the Government will expect you all to be putting your best efforts into using these foundations, building e-government into your own strategies and looking for opportunities to collaborate with others ... A revised version of the e-government strategy will be produced by the end of this year. It places the onus for results on your shoulders. I know that you are up to the challenge and expect no agency to shrink from the task.”

Hon Trevor Mallard, Minister of State Services. Keynote address to Public Service Senior Managers Conference, 18 October 2001

“At a third of GDP, government activity is a huge part of the economy. It is therefore essential that government walk the talk. Government will lead by example through e-government ... In this context the government is committed to using online technologies to deliver better quality, cheaper and faster services to its citizens, as well as providing opportunities for New Zealand businesses ...”

Hon Paul Swain, Minister for Information Technology. Keynote address at e-commerce summit, Auckland, November 2000

INTRODUCTION

Major forces of change – globalisation, the rise of knowledge economies and new technologies – are transforming the relationship between government, business and society. Public attitudes and people's expectations of government are changing rapidly around the world, and here in New Zealand. They are changing what we mean by an efficient, effective and valued public sector. It is clear that government must change the way it works and relates to people. This is the purpose of e-government.

This strategy makes clear the collective responsibility of all government agencies to find new, more networked ways of working and to harness e-technologies so that New Zealanders are better served by government, and can have a better relationship with it.

The Government knows that achieving what is set out in this strategy will require a sustained and collaborative effort across the public sector and expects that all government organisations will rise to the challenge. This expectation sat at the heart of the first version of this strategy and remains central to this, its first revision.

Progress to date

Since the strategy was first released in April 2001, organisations across the public sector have been working with the E-government Unit of the State Services Commission to build the foundations of e-government. A lot has been achieved and learned, making the production of this new version of the strategy relevant and timely.



Goal	Results so far
'Front-office' initiatives	
Web portal standards and strategy	<ul style="list-style-type: none">Produced a strategy to develop a new citizen-focused government Internet portal by July 2002.
Improve design of government websites	<ul style="list-style-type: none">Developed and published guidelines for the design and management of government websites to ensure they can be used easily, even for people with disabilities or poor Internet connections - the Government Web Guidelines.
E-billing strategy	<ul style="list-style-type: none">Initial analysis identified lack of e-billing market. Initial strategy is to wait for market to emerge. To be reviewed before June 2002.
Government metadata framework	<ul style="list-style-type: none">Established an agreed way to describe information and services so that they can be found easily through the portal - the New Zealand Government Locator Service (NZGLS) Metadata Standard.
Framework for publishing government forms online	<ul style="list-style-type: none">Carried out online forms inventory and used the information to inform the development of the portal strategy, e-services list and metadata collection work.
Authentication policy	<ul style="list-style-type: none">Worked with a range of stakeholders to establish proposed policy and implementation principles to ensure information and services are delivered to the right person.

Goal**Results so far*****'Back-office' initiatives***

E-procurement strategy and pilot

Publish a framework for common data policies and standards

Develop strategy and plan for leveraging IT investment

Secure Electronic Environment (S.E.E.) and PKI policy

Infrastructure Protection (NIIPS) strategy and implementation plan

- Set out what is required of an online government procurement system and started negotiations with vendors. Pilot system to June 2002.
- Completed the initial design of a New Zealand E-government Interoperability Framework (NZ e-GIF) to support the sharing of information and applications by government agencies.
- Analysis concluded that this goal is best achieved through use of common standards across the public sector. Goal will be achieved through uptake of NZ e-GIF.
- Made a secure e-mail system available for all government agencies to use – S.E.E. Mail;
- Published a draft high-level e-government directory policy and schema – the S.E.E. Directory; and
- Published a policy framework for the adoption of Public Key Technology in government – S.E.E. PKI.
- Delivered the National Information Infrastructure Protection Strategy and established the Centre for Critical Infrastructure Protection at the Government Communications Security Bureau.

Other initiatives

Government services audit

Develop common standard for geospatial data

Build cross-agency e-government networks

Develop shared electronic policy development system

- Government services listing project commenced – completion by January 2002.
- Geospatial metadata standard developed under the leadership of Land Information New Zealand.
- Established regular meetings and communications bringing together the people leading e-government change within agencies through the E-government Agency Leader network and the Chief Information Officer (CIO) network.
- Established the functional requirements for a system enabling agencies to collaborate easily in policy development.

All of these achievements have involved major contributions of time and effort from many agencies. In addition, agencies have individually or collaboratively progressed numerous e-government initiatives that are contributing to the achievement of our e-government vision.



What is different about this version of the strategy?

The first version of the strategy articulated the Government's goals for e-government, prepared agencies for their participation, and set out some major foundation-building projects for agencies and the E-government Unit to get the programme underway.

The E-government Unit of the State Services Commission was given a central coordinating role in developing these foundations so that other agencies are supported and enabled to deliver e-government in a coherent, cost-effective and rapid fashion, using a set of common tools and standards, and sector-wide infrastructures.

Much of this foundational work will be completed by June 2002. Building e-government on these foundations in the next stage of the programme is the collective responsibility of all government agencies. Many agencies have already seen the opportunities this presents to change and enhance the way they deliver value to their stakeholders, made important steps forward, and shown leadership to their peers.

To further enable delivery of the objectives of e-government by 2004, there are four main additions in this version of the strategy. They have been included so that agencies can understand more about the opportunities and requirements of e-government, and incorporate e-government into their planning for the 2002/03 and beyond. They are:

- 1 a long-range view of the process of change that e-government will bring about in the public sector (up to, and beyond, 2004);
- 2 a first look at how e-government will operate by 2004;
- 3 a discussion of the key challenges ahead; and
- 4 more detail about the major projects in the e-government programme and a clear picture of the steps agencies need to be taking to 2004.



What remains the same?

The vision, mission and goals of the strategy remain the same; so do the timelines for their achievement.



VISION, MISSION AND GOALS FOR E-GOVERNMENT

Vision

New Zealand is a world leader in e-government.

Mission

By 2004 the Internet will be the dominant means of enabling ready access to government information, services and processes.

Goals

- **Better services** – more convenient and reliable, with lower compliance costs, higher quality and value;
- **Cost effectiveness and efficiency** – cheaper, better information and services for customers, and better value for taxpayers;
- **Improved reputation** – building an image of New Zealand as a modern nation, an attractive location for people and business;
- **Greater participation by people in government** – making it easier for those who wish to contribute; and
- **Leadership** – supporting the knowledge society through public sector innovation.



Outcomes

How will New Zealanders know that e-government in 2004 is delivering the right results for them? The Government has identified three broad characteristics that mark out successful e-government:

Convenience and Satisfaction

Services provided anytime, anyhow, anywhere

People will have a choice of channels to government information and services that are convenient, easy to use and deliver what is wanted.

Integration and Efficiency

Services that are integrated, customer-centric and efficient

Information and services will be integrated, packaged and presented to minimise cost for people, businesses and departments.

Participation

Participation in government

People will be better informed and better able to participate by having easier access to government information and processes.

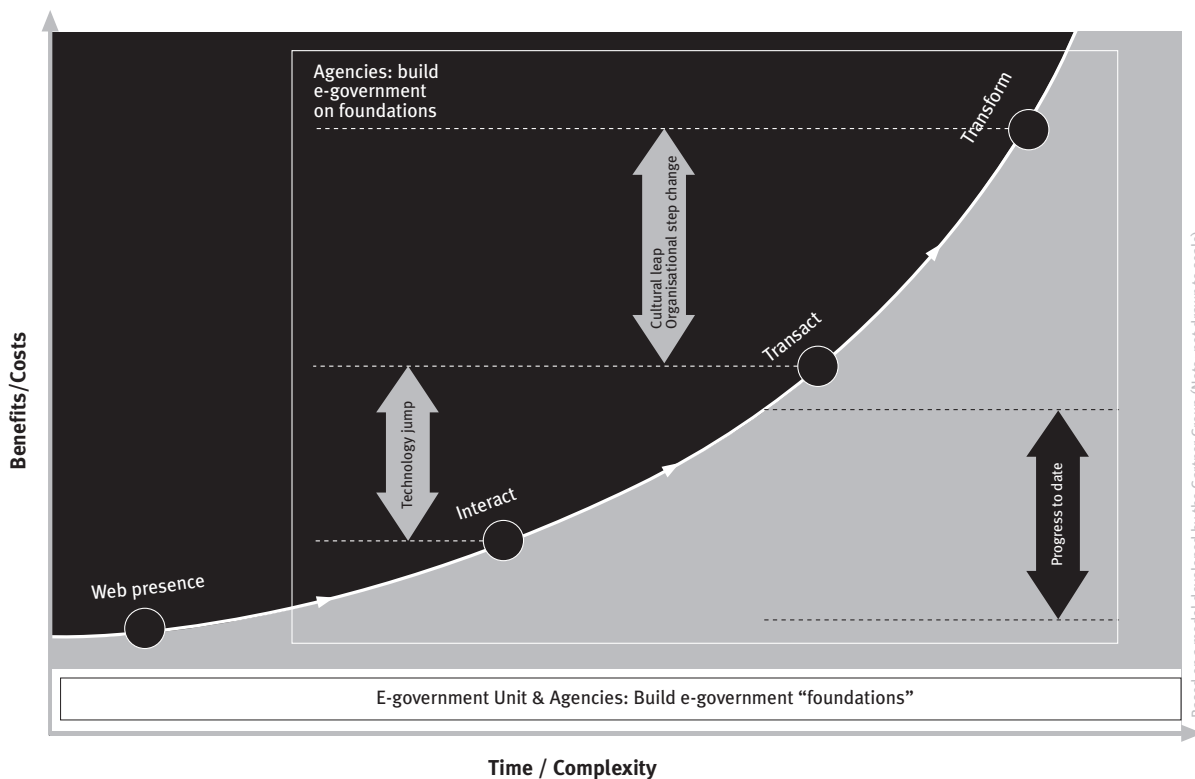


THE BIG PICTURE – WHERE IS E-GOVERNMENT TAKING US?

This strategy recognises that the Internet, and the emergence of new technologies in general, are having a profound effect on the way government, business and people interact. The e-government programme is about managing the process of change within the public sector, as we move towards becoming a ‘knowledge society’.

The change will not happen overnight. Indeed the goals the Government has set for achievement by 2004 are only a waypoint in a longer-term transformation of the public sector. This transformation is a widespread feature of e-government strategies around the world. It is often described as a shift from a ‘silo’ model of government to a networked one.

Many countries including New Zealand are using a four-phase model of the development of e-government to inform their long-range planning.



Phase 1 – Web presence: agencies provide a website to deliver basic information to the public.

Most public sector organisations in New Zealand moved beyond this phase some time ago. Many have moved on from publishing their information in a way that reflects their organisation view. They are now publishing it with a person or business as an audience in mind.

Phase 2 — Interaction: agencies extend the capability of their website so people who used to visit a government office now have online access to critical information, forms to download and can contact the agency by e-mail.

Again, many government sites in New Zealand already have this capability.

Phase 3 — Transaction: agencies add self-service applications to their websites so that people can complete entire transactions or processes online. The web begins to complement other service delivery channels, providing round the clock access and opportunities to develop cross-agency common, shared services. In this phase agencies also move towards e-procurement, by putting requests for proposals and bidding regulations online.

Some New Zealand agencies are currently in this phase with some of their services. Many of the foundation projects in the e-government programme are designed to help agencies move into this phase.

Phase 4 — Transformation: the delivery of government services and potentially the operation of government itself is redefined. Information, service delivery and government processes are increasingly integrated across traditional boundary lines between agencies; between central and local government; and between government, the private sector, non-government organisations and individuals. Information and services are increasingly tailored to the particular needs of individuals and businesses. The identity of individual agencies matters less to people as information and services are accessed through a single point of contact on the web. E-government reshapes the relationships between agencies, government and individuals, and government and business¹.

This is the long-term goal of New Zealand's e-government strategy – to bring about not only technological change but also widespread changes to the design, operation and culture of the public sector so that it better reflects the demands and direction of the information society. Projects already underway in the e-government programme, such as the web portal that will be in service by July 2002, are a starting point and others will be developed in due course.



“For years now we have seen the debate between centralisation and decentralisation as the best approach to public management. A new approach suggests that neither is inherently superior, and that collaboration between agencies no matter how they are structured and governed will yield the best results. This is the philosophy behind e-government, which you are all going to have so much to do with over the next few years.”

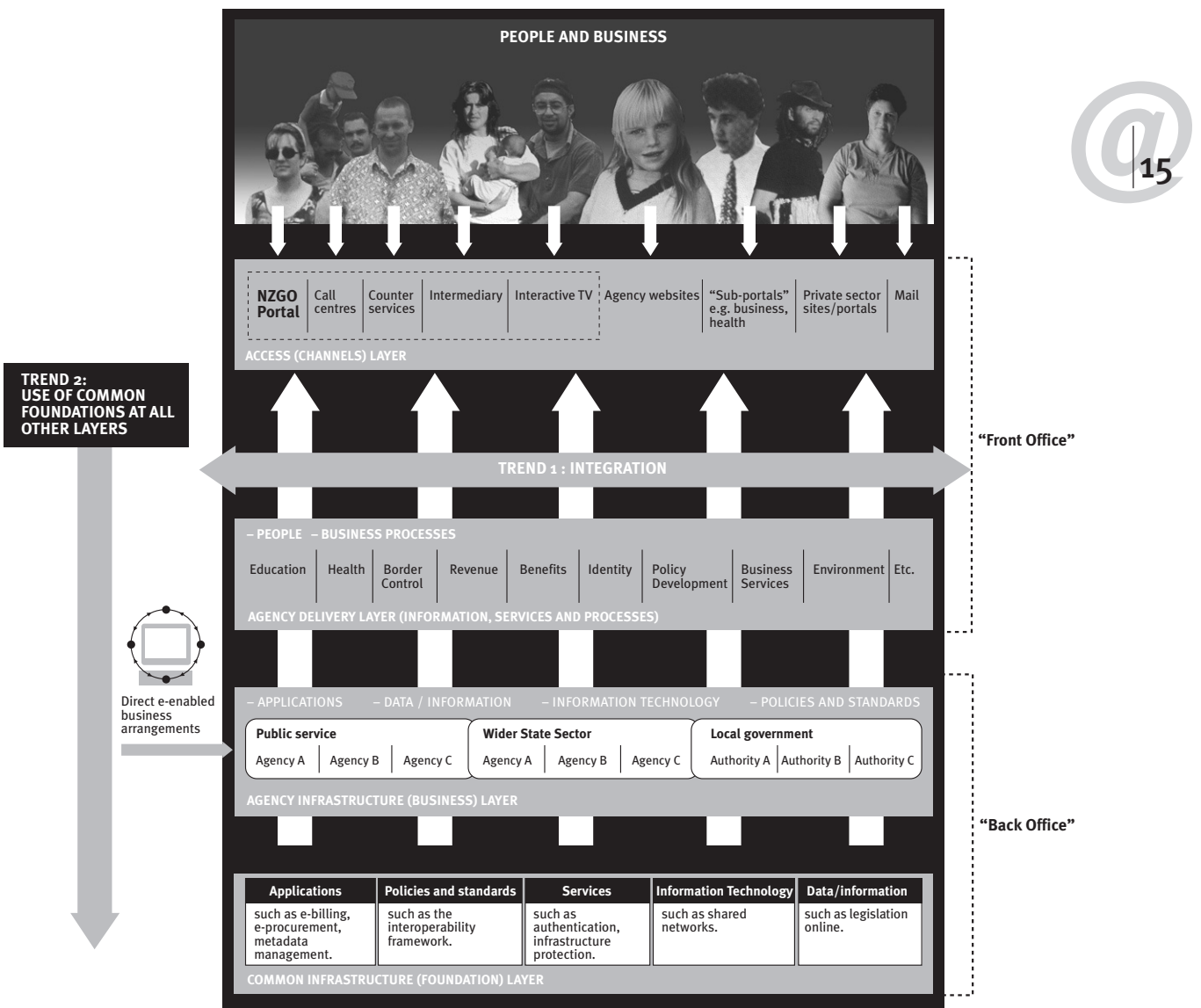
Hon Trevor Mallard, Minister of State Services. Keynote address to Public Service Senior Managers Conference, 18 October 2001

¹ Based on GartnerGroup Research Note: Gartner's Four Phases of E-government Model. © GartnerGroup, November 2000

A WHOLE-OF-GOVERNMENT APPROACH TO INFORMATION AND SERVICES

By 2004, the transformation of government will be taking shape. Reflecting the type of government people will want and demand, it is expected that the public sector will be working like a single, integrated organisation, rather than a collection of seemingly independent service providers.

The diagram below is a first attempt to show how this whole-of-government approach will translate into an operational environment supporting delivery of e-government goals.





Access (Channels) Layer

There will be a wider variety of online and offline channels open to people, including face-to-face services, call centres or online self-service applications. Some of these will be offered by agencies working in partnership if this better meets people's needs. The government portal will provide a common way of finding all government information and services, whether online or offline.

Agency Delivery (Information, Services and Processes) Layer

Where traditionally people have had to approach several agencies in turn to get what they need, agencies will increasingly integrate their information and services with those of other government organisations. This will improve people's experience of government, and enable administrative savings and reduced compliance costs.

Agency Infrastructure (Business) Layer

Behind the scenes, public sector organisations will continue to use their own in-house and outsourced resources to support the people and business processes underlying the delivery of information and services. However, agencies will increasingly collaborate in the development and use of their infrastructure, where appropriate.

Common Infrastructure (Foundation) Layer

A common infrastructure is being jointly developed by agencies under the leadership of the E-government Unit. This will help both central and local government agencies integrate information and services, and build or better use access channels to reach people. There will be common applications for e-billing, e-procurement and metadata management. All-of-government policies and standards will include the interoperability framework. There will be shared services for authentication and infrastructure protection. Common information technology will support the portal and the Secure Electronic Environment.

Why develop this view?

There are three good reasons to have this view of e-government.

First, for the strategy to succeed, e-government has to move from being a major strategic intervention led by a central agency to being part of the fabric of government. We have to create an integrated e-government operating environment encompassing all public sector organisations participating in e-government. This will require the use of common foundations in the design and delivery of information and services, and all the supporting business processes and technologies.

Second, having a shared view of how e-government will work by 2004 provides us with a common basis for making strategic decisions at both the individual organisation and all-of-government levels. Having this shared view means everyone can see opportunities and how they can best coordinate their efforts.

Third, this view provides a framework for us to address the governance issues that arise out of the new environment of e-government, and a context for understanding why a change of culture based on greater collaboration between agencies is essential to the success of the e-government programme.

This is the first, not the final, version of this view of e-government. Over the next 12 months, the E-government Unit will work with agencies to

- refine the view and develop consensus over it; and
- establish the roles and responsibilities that this view entails.

THE EXPERIENCE OF E-GOVERNMENT

Personal experience of e-government

E-government will change the way people experience the public sector. By 2004 people will be able to say:

I found what I wanted easily	People will be able to find information and services without knowing how government is organised or what any particular government organisation does.
I can get to information and services any way I choose	People will be able to contact government in a variety of ways, including both online and traditional channels, such as talking to someone on the telephone or face to face in an office.
I can use online services anywhere, any time	People will be able to use online services anywhere and any time.
I can easily comment on the service I am receiving	People will be able to provide feedback on services that are delivered electronically.
I can contribute to the way policies develop	New technologies will make policy development open and inclusive, involving consultation and discussion between government, people and business.
I know that my privacy is being maintained	People's privacy will be maintained and respected in their online dealings with government organisations.
I know that government is protecting my personal information and delivering services to the right people	People will be asked to prove who they are before they can use some services or gain access to information that only they should know.



Business' experience of e-government

Businesses will find that their experience of e-government mirrors the experience of the public. The streamlined and more integrated environment of e-government will make government much easier to work with than today. Businesses will especially notice the reduced compliance and transactions costs that e-government will bring about.

Public servants' experience of working in e-government

Public servants will notice changes in the way the public sector operates. In many ways it will be more like working in a single networked organisation. Here is a picture of what it will be like:

THE 'FRONT OFFICE'

We offer people more ways to contact us	People will reach your organisation through more communication channels (both online and offline) and demand more flexibility in the way that they use them. Some of these channels will be shared (e.g. the web portal, call centres).
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We provide integrated information, services and processes to meet people's needs

We tailor services to individual needs and provide them proactively

You will be working with your counterparts in other agencies to redesign information, services and processes so that they can be delivered in an integrated fashion.

Your front-line delivery staff will increasingly find themselves assisting customers by assembling packages of services from several agencies and delivering them proactively.

THE 'BACK OFFICE'

We have a culture that values collaboration with other agencies

Our back office is integrated with those of other agencies

We are moving towards the use of a common infrastructure

Our agency is building new capability

You will find collaborative efforts with your counterparts in other agencies increasingly valued over individual efforts.

Your back office staff will find that using the common elements of e-government infrastructure, such as the e-Government Interoperability Framework and the NZGLS Metadata Standard, will equate to working with a 'virtual' all-of-government back office.

Further out, you will be using common e-government applications, policies, standards, information technology, services and data and information resources that amount to a common platform.

Your agencies will have to build new capability through their people and business processes to work in the e-government environment.



THE CHALLENGES AHEAD

“Throughout history those who have the information have the power. I think the challenge for us in dealing with this suite of things called “e-government” is that there is no way of predicting the potential of the technology, the further demands that will be created when individuals and communities are empowered by technology, and the speed with which their ingenuity will create new pressures and challenges for us. This has the potential to make our views about structure outdated, (and even modes of government dated) and bring more crowding to a crowded age.”

Michael Wintringham, State Services Commissioner. Address to the Public Service Senior Managers Conference, 18 October 2001.

We have all learned a great deal about e-government since April 2001. The processes of building the common foundations of e-government, of working to engage a wide range of agencies in the development of e-government, and of identifying and working with key stakeholders have each highlighted major challenges ahead.

Over the next twelve to eighteen months, the five major challenges for e-government are:

- Authentication, privacy and security
- Governance
- Funding
- Data quality
- Measuring the uptake and effectiveness of e-government.



Authentication, privacy and security

The e-government strategy makes a major commitment to ensuring the personal privacy of people is not eroded by the changes ahead. It emphasises the need for strong security of government information systems and the national information infrastructure. It recognises the need to verify a person’s identity (authentication) before delivering certain information or services across the Internet.

If e-government is to move successfully to the online transaction phase, New Zealanders must have confidence that their personal privacy is not threatened, and agencies must have confidence that they are delivering information and services to the right person.

The main challenge here is not technological but one of ensuring that authentication is:

- culturally and politically acceptable to New Zealanders;
- subservient to the public interest in privacy and security;
- sufficiently flexible to cater for the wide variety of interactions people have with government;
- cognisant of changes in political, international, technological and legal environments; and
- used consistently across government.

A major project in this area is already underway, involving considerable dialogue with stakeholders in government, business, communities, advocacy groups and the Office of the Privacy Commissioner.

Governance

E-government represents a new way of doing business in the public sector. As agencies become part of a more integrated style of public sector there will be challenges for public sector governance.

The e-government challenge here is to ensure successful management of change. To be effective, e-government needs decision-making processes that support more integrated strategies and business processes. It will still depend, however, on important features of public sector governance such as responsibility and accountability, transparency, strategic alignment, and prudent financial and operational management.

Part of the challenge arises from the cross-government focus of this programme. Governance arrangements vary between the Public Service, the wider State sector and local government. All, however, will work together to create e-government. Another part arises from the need to provide opportunities for greater public participation in government, including a voice in the e-government development process.

The fact that an increasing number of e-government initiatives will be moving from their development phase to being operational over the next 6–18 months presents an immediate challenge. For example, the portal and e-procurement solution will be operational by 30 June 2002. Therefore, over the next six-month period, the E-government Unit will be working with agencies to determine both interim and longer-term operational arrangements for cross-agency e-government initiatives and infrastructures.

A more significant challenge is posed by the need to develop a complete governance model (including vision and strategy, leadership, decision-making models, allocation of responsibility and accountability, resource allocation, incentives and sanctions, monitoring and reporting, etc.) so that the integrated public sector can function effectively and with the confidence of the public. Meeting this challenge will require innovation coupled with an understanding of the strengths of current arrangements, and commitment to building on them. It will also require a clear understanding of how governance underpins, and reflects, the culture of the public sector. The E-government Unit will be leading work on this matter over the next 6–12 months.



Funding

While part of the overall governance environment, the question of funding is sufficiently important to be treated as a challenge in its own right over the next 6–12 months. E-government is imposing new requirements and costs on agencies on top of those they are currently funded to deliver.

In the short-term, while most of this cost revolves around the foundation-building work of the E-government Unit, this cost has been budgeted for. Now that the emphasis of the strategy is being placed on the work agencies will do to build e-government on these foundations, the cost of future development will have to be addressed.

Central government already spends a lot of money on information and technology, and is committed to achieving the best return on this investment possible. Local government faces the same imperative. At both levels of government, the e-government strategy offers ways to achieve this through greater collaboration in the development and use of these investments.

Change is never, however, free of cost. Especially in the early stages of e-government, the major goal is to improve quality of service and people's overall experience of government through increased use of the Internet as an additional channel into government. Proper development of this new channel requires investment across many agencies.

Financial savings due to e-government will only occur in the medium to long term and need to be actively managed, especially to maximise benefits *across* government. The initial costs of establishing e-government are high and will add to the costs of government administration in the short term, especially as we maintain parallel manual systems and channels. These costs will have to be balanced against the long-term reduction to the taxpayer of migrating the delivery of public services online.

Given the other pressures on government expenditure, creative approaches to funding e-government will be required. In the longer term, some of the cost of investing in e-government will be recouped in two main ways:

- improved efficiency in the use of taxpayer funds through increased sharing and rationalisation of data and information, technology, delivery channels, and integration of business processes across agencies and levels of government; and
- as people become more widely connected to the Internet, and confident in using it, changing demand may make it possible to realise savings through reducing the use of traditional channels that are less suitable to a wired society.

Again, over the next 6–12 months the E-government Unit will be leading work on developing responses to this challenge. The focus will be twofold. First, it will work to ensure that the costs and benefits of e-government are well understood, transparent, and adequately funded. Second, new arrangements will be designed to support the shift to a culture of collaboration that is critical to e-government.

Data quality

The quality of the data held by government agencies presents a major challenge for the e-government programme. E-government means that more data will be exchanged or shared between agencies, especially as they integrate services and deliver them to people and businesses. Inevitably, agencies will find that there will be issues around the variable quality of data that they will have to address if the required quality and level of service is to be provided.

This means that agencies will have to plan to make ongoing investments in the quality of their data, both individually, and in concert with other agencies. These costs will have to be incurred if the longer-run benefits of e-government are to be realised and sustained. They must not be underestimated, and should be treated as an investment in future capability and quality of performance.



Measuring the uptake and effectiveness of e-government

While we can paint a picture of what e-government will look like in 2004, it is important to measure progress towards achieving the mission regularly and consistently. The first version of the e-government strategy listed deliverables until June 2002. These are primarily the foundations for e-government, achievement being largely the responsibility of the E-government Unit working in conjunction with agencies. The ultimate success of e-government will be a reflection of agencies' ability to take information and service delivery online cost-effectively, without compromising quality of service or exacerbating the digital divide.

The E-government Unit will be developing a research and evaluation framework to monitor the success of the programme. Though still in the early stages of development, it is likely to include the following elements.

Measuring uptake of e-government by agencies (input focus):

- Adoption of policies, standards and solutions developed for common use (e.g. NZGLS Metadata Standard, S.E.E. Mail);
- The extent to which business plans or other accountability documents incorporate e-government (review process with the E-government Unit and State Services Commission Deputy Commissioner Teams where appropriate);
- The extent to which agencies deliver their identified e-government results, particularly those that relate to the all-of-government priorities for online service delivery (review process with the E-government Unit and State Services Commission Deputy Commissioner Teams where appropriate);
- Publication of all-of-government e-government uptake results by the E-government Unit.

Measuring the effectiveness of e-government (output focus):

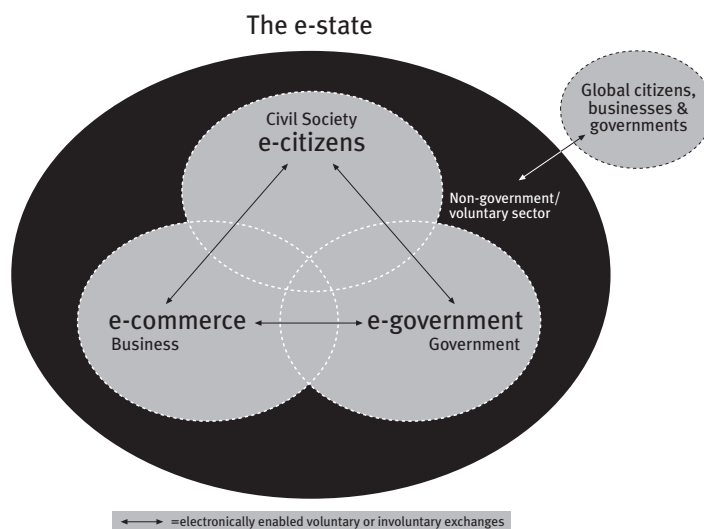
- Measurement framework for customer satisfaction with online services, including accessibility and uptake by people and businesses (agencies would be responsible for measuring this with customers using online and offline services);
- Initial substantial costs of e-government are balanced in the longer term by savings in agencies (agencies would be responsible, with E-government Unit support, for identifying the fiscal and economic benefits of their e-government application portfolios over time);
- Government internal process improvement to support higher volumes and better quality throughput of core work by staff (joint responsibility of the E-government Unit and agencies to determine the cost and benefits prior to and after changes).

By measuring a series of inputs and outputs, the research and evaluation framework will enable the tracking of uptake and effectiveness of e-government in several ways, providing a way to pick up early warnings and identify real progress. The E-government Unit and agencies have begun to discuss relevant measurement devices and will continue to work together to finalise these.



BUNDLING IT UP – LINKS TO OTHER INITIATIVES

The e-government strategy does not stand alone. The Government knows that a broad-based approach is needed to bring about a transition in New Zealand to an information society equipped with a knowledge-based economy. It has developed programmes for e-government, e-commerce, and what can best be described as e-citizens, together with a wide range of partnerships to achieve goals in these areas.



E-commerce

The e-commerce initiative is moving into its second year. Good progress in building the e-commerce capability of New Zealanders has been made. This is documented in the latest report on the strategy (*E-commerce: Building the Strategy for New Zealand: Progress Report One Year On* - available at www.e-commerce.govt.nz).

Bandwidth

A major challenge recognised by government, business and the public during 2001 is the need for constant development of broadband communications capabilities right across the country. The Government has set a goal of ensuring that all New Zealand communities have access to two-way high-speed Internet services by 2003. It is using a variety of approaches to achieve this, including funding regional pilot schemes to pool demand for broadband so that commercial investors can confidently invest in improving this vital infrastructure.

During 2001 a very wide range of government and non-government organisations worked with the E-government Unit to develop the Government Web Use Guidelines. These guidelines set out not only to ensure that government websites are accessible to people with disabilities, but also that they do not demand high bandwidth so they can be used by people living in areas with marginal communications infrastructure. The guidelines represent best practice in this area, and should be used by all public sector organisations. During 2002 it is probable that the Government will make their use mandatory in the Public Service.

Digital divide

During 2001 it has also been widely realised that New Zealand, like all other countries, faces the challenge of the digital divide. Over the last year the Government has established the following vision of how New Zealand should meet this challenge:

All New Zealanders, either as individuals or as members of communities, have the opportunity to access and effectively use current and emerging information and communications technologies.

It has been developing an approach called *Digital Opportunity*, the overall goal of which is to enable individuals and communities to participate fully in the economic, social, educational, cultural and democratic opportunities available in a knowledge society.

Under the leadership of the Department of Labour, three main goals have been reached so far:

- A stocktake of programmes and policies aimed at closing the digital divide.
- A programme of wide-ranging consultation with many stakeholders uncovering the key issues associated with closing the digital divide.
- Development of an initial Digital Opportunities plan for Ministers to consider.

Recognition by Ministers of the wide range of issues and opportunities arising from the digital divide, together with their concern that New Zealanders would be looking for a very action-orientated strategy, has led to focusing this work around improving community access to, and competence in, using information and communications technologies (ICT).

A whole-of-government approach is being taken to this work, with an interdepartmental project team being led by the Community Employment Group of the Department of Labour. The objectives of the project are to:

- stimulate development of community infrastructure/access to ICT;
- facilitate understanding of the benefits of ICT for individuals and communities and skills development through access to training, education and awareness building;
- provide co-ordination of information; and
- establish a platform for private sector engagement in community ICT development.

The work will be linked to the pilot programmes to aggregate regional demand for bandwidth and the Ministry of Education's e-learning initiatives. Through this work, and other initiatives, the Department of Labour is proceeding toward having a final *Digital Opportunity* plan in place by early 2002.

Non-government organisations and the voluntary sector

Finally, mention must be made of the work of non-government organisations that are part of creating and delivering e-government, and assisting New Zealanders across the digital divide. In a wired world these organisations will play an important role in New Zealand society, just as they have in the past and do today.

The E-government Unit has been working with these organisations in a variety of ways in the past year. What is clear is how central these organisations can be in the relationship between people and government. As government agencies move toward e-government it is essential that they not assume that voluntary organisations will form part of the delivery process for government – but instead take them into account as they develop their e-government capabilities.



CRITICAL SUCCESS FACTORS AND CORE COMPETENCIES FOR E-GOVERNMENT

Many factors will determine the success of the programme. The most critical of these are:

- Increasing numbers of people and businesses demand the all-of-government approach of e-government, and use the capability being built;
- Initial investment in an additional service delivery channel (online) is not at the expense of agency core business, though other channel costs in agencies can be reduced as online usage increases;
- Pricing and service quality for services delivered online can be managed to ensure continued demand for the channel;
- Agencies are able to accommodate the change from strong agency brands to strong service brands in preparation for the delivery of shared and integrated services;
- Agencies are able to identify compelling and practical life events or service needs that customers use as triggers to access government;
- Agencies are able to re-engineer processes to link life events or service needs at the front end with existing legacy processes and systems at the back end;
- Wider State sector organisations and local government are ready at all levels to embrace e-government policies, standards, solutions where possible;
- The E-government Unit can develop, and agencies adopt, acceptable privacy and security safeguards, including authentication;
- Agencies can ensure equality of access to information and services;
- The E-government Unit can ensure consistency, alignment and completeness with the e-citizen and e-commerce initiatives;
- The E-government Unit and agencies can anticipate change and refresh the strategy accordingly.



The core competencies agencies will need to deliver e-government successfully include the ability to:

- Identify service requirements in a way that is meaningful to customers;
- Negotiate (and monitor) agreements among managers of different agencies to fulfil these service requirements;
- Manage complex information systems environments and the suppliers of IS/IT and communications services;
- Lead change from an agency culture to a whole-of-government focus;
- Recruit and develop people with the skills to deliver e-government.

This change will affect almost every aspect of government. New structures, incentives, investment, performance metrics, customer service definitions, human resource policies and technology infrastructures will be required to support this.

DELIVERING E-GOVERNMENT – A COLLECTIVE RESPONSIBILITY

One of the central principles of e-government is that people looking for government information or services do not recognise the distinctions between the Public Service, the wider State sector and local government; and nor should they have to. This does not mean that e-government will completely erode the distinctions between levels of government or individual government organisations. Rather, to achieve the Government's goals for e-government, presenting a more integrated experience of government to people, requires the genuine and active commitment of *all* public sector organisations.

Recognising this, but also recognising the different governance arrangements that apply to different areas of government, the Government has taken the following approach to setting and communicating its expectations of involvement in e-government:

- **The Public Service** is required to participate fully in all aspects of the e-government programme.
- **The wider State sector** is encouraged to participate fully in the programme.
- **Local government** is invited to participate in the programme.



This approach means that, while all levels of the public sector have an implicit responsibility to deliver e-government, for the Public Service the following responsibilities have been made explicit.

Responsibilities of the Public Service

The Government expects that every Public Service department will own and deliver the e-government strategy, doing so in collaboration with others.

To meet this expectation, all departments should:

Plan	<ul style="list-style-type: none">• Work with Ministers to incorporate e-government into their agency objectives, strategies, business plans and purchase agreements from 2002 onwards in support of the Government's overall e-government strategy.
Prepare	<ul style="list-style-type: none">• Make delivering e-government a top-tier management responsibility.• Spread accountability for delivering e-government through all levels of the organisation.• Recruit and retain people with the skills to deliver e-government.• Prepare the organisation to operate in an integrated environment built on common foundations.• Prepare to eliminate or change activities and projects that are not aligned with, or superseded by, e-government initiatives.• Develop the capability to understand people's wants, needs and abilities to interact with the agency online.
Participate	<ul style="list-style-type: none">• Participate in e-government networks.• Align organisation strategy and activities with the e-government strategy.• Actively seek opportunities to deliver e-government in collaboration with other agencies.

- Work with customers to learn how they can benefit from e-government.
- Complete mandatory activities, such as authoring NZGLS metadata.
- Volunteer or ask for inclusion in e-government projects and activities that are congruent with the department's activities.
- Ensure business plans (outputs, services, budgets) cater for the required activities.
- Integrate the common foundation layer of e-government into the department's business environment.

While these responsibilities have been made explicit for the Public Service, they represent simple good practice for any organisation that will participate in e-government, and are equally relevant to the wider State sector and local government.

Responsibilities of the E-government Unit

In April 2000, Cabinet gave the E-government Unit the following responsibilities:

- **Strategy:** development of overarching e-government strategy, and common system and data management policies, standards and guidelines (e.g. Interoperability Framework).
- **Leadership:** facilitate the achievement of the e-government vision and strategy by the public sector.
- **Coordination and collaboration:** identify opportunities for beneficial collaboration across government agencies, leverage better returns from existing information management and technology investment, and provide coordination for multi-agency e-government projects.
- **Policy:** provide advice to the Minister of State Services in relation to e-government.
- **Monitoring:** monitor progress toward achieving the e-government vision and strategy, and in relation to IM & T investment.



In practice, these responsibilities amount to designing and building the foundations of e-government, encouraging the public sector to build e-government on them, and advising the Government of the progress being made towards its goals. Most important of all, however, is that the E-government Unit undertake its work in a way that supports and enables other agencies to each be an owner of, and sometimes a leader in, the e-government programme.

“People should be under no illusion as to the fact that e-government is going to mean dramatic and positive change for them in many ways, no matter which agency they work for, or how well they have done to date. The strategy that we will put in place will build upon the good examples we have of what can be achieved, and enable every agency in government to be up with the best in the world in terms of the results they deliver to the public using information and technology.”

Hon Trevor Mallard, Minister of State Services, Keynote Address to Govt.NZ Conference, 6 December 2000.



WORK PROGRAMME FOR AGENCIES AND THE E-GOVERNMENT UNIT

This section sets out the work programmes for agencies and the E-government Unit to December 2004. It should be read alongside the two charts at the back of the publication. Chart A provides an overview of the work streams and their relationship to one another. Chart B shows how agencies are expected to respond or contribute to the work streams. Each work stream is identified with a reference number in the tables below and on the charts.

The major work streams of the programme are described briefly below and in more detail on the e-government website (<http://www.e-government.govt.nz>).

	Work stream	Description
1	Strategy and Business Planning	Ongoing development of the e-government and portal strategies, and associated business planning.
2	Governance and Operational Arrangements	Determine interim and longer-term governance and operational arrangements for e-government initiatives – with an immediate focus on the portal development.
3	Interoperability Framework	Develop and introduce an agreed, standardised system of decision-making processes about investment, development and management of information technology resources. These standard processes will be used where agencies work together to provide information and services to the public.
4	Web Guidelines	Development and adoption by government agencies of the Web Guidelines to ensure government websites are well managed and accessible to the people using them.
5	Geospatial Metadata	Develop consistent ways of describing place information across New Zealand government agencies, making it easier to find location-related information through the portal.
6a	Portal: NZGLS and Thesaurus	Develop and maintain the NZGLS metadata standard and the thesauri, which together provide a common way for agencies across government to describe their information and services so that they can be found through the portal.
6b	Portal: Metadata	Describe and collect the descriptions of agency information and services using the NZGLS and thesauri.
6c	Portal: Delivery	Deliver the government portal to provide structured single-point access to information and services provided by government agencies through their websites.
7	E-services	Identify and prioritise how government services will be brought online and made available via the portal.
8	Authentication	Develop an all-of-government framework (and potentially a ‘solution’) for online authentication to ensure government services delivered over the Internet are going to the right person and their privacy is protected.
9	Change of Address	Develop a strategy (and potentially a ‘solution’) that will allow people to change their address with multiple agencies through a single transaction.



10	E-billing	Develop a strategy (and potentially a ‘solution’) for an all-of-government approach to electronic billing and payment.
11	Shared Policy Workspace	Investigate the viability of implementing a secure, electronic shared workspace for project and policy development across government agencies.
12	S.E.E. Mail	Implement S.E.E. Mail within agencies to allow agencies to exchange e-mail securely.
13	S.E.E. PKI	Develop recommendations for a management framework to guide the development and deployment of Public Key Infrastructures (PKIs) by agencies to enable secure inter-agency transactions.
14	S.E.E. Directory	Develop the infrastructure necessary to enable government agencies to work together electronically and securely.
15	Procurement	Provide ways for government agencies to collaborate in buying goods and services through syndicated procurement, adoption of best practice processes, and e-procurement initiatives.
16	Assessment and Monitoring	Monitor the progress of agency e-government projects and develop an online means for agencies to share information about their e-government activities.



Agency and E-government Unit (EGU) responsibilities in the work streams to December 2004 are set out below. The need for agencies to plan for this work and for the E-government Unit to consult with stakeholders is implied.

In some cases ongoing management and operation of relationships, service and infrastructure is currently identified as a responsibility of the E-government Unit to work in conjunction with lead agencies. The governance work to be carried out in the next 6–8 months will determine what organisational structures and ownership arrangements are required, as outlined in the governance part of the section on “The Challenges Ahead”.

1 Strategy and Business Planning

Agency Responsibilities

- Participate in consultation (as required)
- Endorse all-of-government strategies (as required)
- Incorporate e-government into agency business plans (annually, by November)
- Contribute to the development and common understanding of e-government (ongoing)
- Build capability by raising staff Internet skills (ongoing)

EGU Responsibilities

- Deliver revised all-of-government strategies, including appropriate consultation with Advisory Board and the Minister of State Services:
 - o E-government Strategy (at least annually)
 - o Portal Strategy (June 2003)
- Assist agencies with business planning and strategy development (as required).

2 Governance and Operational Arrangements

Agency Responsibilities

- Contribute to the development of *interim* arrangements, through participation in working groups of business and technical experts (and other mechanisms) (January – June 2002)
- Some agencies will become lead agencies for hosting specific elements of the *interim* governance or operations portfolio, including identifying funding requirements and sources (January – June 2002)
- Contribution to the development of *ongoing* arrangements through participation in working groups of business and technical experts (and other mechanisms) (starting from July 2002)
- Some agencies will become lead agencies for hosting specific elements of the *ongoing* governance or operations portfolio, including identifying funding requirements and sources (July 2002)

EGU Responsibilities

- Develop proposals for governance and *interim* operational arrangements, including identification of lead agencies and funding sources for specific roles (by June 2002)
- Implement *interim* arrangements where required (by June 2002)
- Develop proposals for *ongoing* governance and operational arrangements (from July 2002)
- Implement arrangements where required (from July 2002).



3 Interoperability Framework

Agency Responsibilities

- Develop the interoperability framework in conjunction with the EGU (by April 2002)
- Use the interoperability framework to guide the design and implementation of service delivery, business systems and information that crosses agency boundaries (ongoing)
- Contribute to the ongoing development of the interoperability framework as outlined in Governance and Operational Arrangements above (from May 2002)

EGU Responsibilities

- Lead the development of the interoperability framework (by April 2002)
- Gain Cabinet approval for agency adoption of the interoperability framework (April 2002)
- Ensure ongoing development and management of the interoperability framework (from May 2002)

4 Web Guidelines

Agency Responsibilities

- Adopt Web Guidelines for all current developments and ensure future plans also include Web Guideline adoption (from November 2001)
- Demonstrate adoption or planned adoption of Web Guidelines (by December 2002)
- Participate in the development and maintenance of the Web Guidelines in conjunction with the EGU (ongoing)

EGU Responsibilities

- Lead the development of Web Guidelines (ongoing)

5 Geospatial Metadata

Agency Responsibilities

- Use LINZ standards and reference datasets of addresses and place names. These are the Authoritative Streets and Places database and the Geographic Place Names Database (from December 2001)

EGU Responsibilities

- Promote the adoption of LINZ standards and reference datasets (from December 2001)

6a Portal: NZGLS and Thesaurus

Agency Responsibilities

- Adopt NZGLS metadata standard and thesauri to create any metadata for online and offline information and services (from November 2001)
- Contribute to the development and maintenance of the NZGLS metadata standard and thesauri (ongoing)

EGU Responsibilities

- Lead development and publish NZGLS metadata standard and subject and functions thesauri (by November 2001)
- Gain Cabinet approval for the requirement that agencies describe information and services using NZGLS metadata standard (February 2002)
- Ensure ongoing development and maintenance of the NZGLS metadata standard and thesauri (ongoing)



6b Portal: Metadata

Agency Responsibilities

- Use metadata system, NZGLS metadata standard and thesaurus terms to describe services and information resources to an agreed standard building on metadata already gathered in the e-services list (from March 2002)

EGU Responsibilities

- Provide system and processes for agencies to capture and manage NZGLS metadata centrally (by March 2002)
- Facilitate ongoing collection of metadata by agencies building on metadata already gathered in the e-services list (from April 2002)

6c Portal: Delivery

Agency Responsibilities

- Adopt Service Level Agreements (SLAs) with the EGU for portal operations (by June 2002)
- Adopt trust and privacy charters for the operation of the portal (by June 2002)

EGU Responsibilities

- Develop portal prototype and Phase 1 portal (by June 2002)
- Develop and adopt SLAs for portal operations (by June 2002)
- Develop trust and privacy charters with respect to the operation of the portal (by June 2002)
- Enhance portal (August – October 2002)

7 E-services

Agency Responsibilities

- Use the e-services listing framework and methodology to describe online and offline services and related information resources, including the first collection of metadata (by January 2002)
- Contribute to the development of the e-services strategy (March – June 2002)
- Identify and prioritise services for delivery online and incorporate in business plans (ongoing)
- Incorporate e-services migration plan into business plans or other relevant accountability documents (annually by November, commencing 2002)
- Online implementation of identified services (information, forms and services) (from December 2002)

EGU Responsibilities

- Facilitate and coordinate the services listing exercise (by January 2002)
- Publish a prioritised list of opportunities for online service delivery across the Public Service and parts of the wider State sector (February 2002)
- Scope and develop e-services strategy including government front office strategy, framework and priorities for migrating services online to achieve 2004 vision (March to June 2002)
- Facilitate e-services migrating online (from July 2002)
- Provide support to agencies developing business plans (as required)
- Review e-services migration plans included in business plans (annually between December and January, starting December 2002)



8 Authentication

Agency Responsibilities

- Contribute to the development of the authentication policy framework (to March 2002)
- Contribute to the development of the implementation proposal, specifically the level of authentication needed to manage risks associated with particular online transactions (from April 2002)
- Adopt policy framework as required (from April 2002)
- Use technical solutions accredited or supplied by the EGU (contingent on Cabinet approval and business needs of agencies) (from April 2003)

EGU Responsibilities

- Lead the development of the policy framework (by March 2002)
- Seek Cabinet approval for policy framework (March 2002)
- Support agencies in the application of the authentication policy framework to meet one-off immediate needs where necessary
- Develop implementation proposal for all-of-government authentication solution (contingent on Cabinet approval) (from April 2002)
- Seek Cabinet approval of implementation proposal (March 2003)
- Implement agreed authentication solution (from April 2003)

9 Change of Address

Agency Responsibilities

- Contribute to scoping for a change of address strategy (as required) (from March – June 2002)
- Contribute to the development of the change of address strategy (as required) (June – December 2002)
- Adopt change of address solution (from January 2003) (contingent on previous analysis and decisions and business need)

EGU Responsibilities

- Analyse business requirement and scope for an all-of-government change of address strategy (by June 2002)
- Develop change of address strategy, including preferred implementation options (by November 2002) (contingent on results of scoping)
- Gain Cabinet approval for strategy (by December 2002) (contingent on results of scoping)
- Co-ordinate implementation of all-of-government change of address solution (from January 2003) (contingent on previous analysis and decisions)

10 E-billing

Agency Responsibilities

- Consider business requirement for e-billing with a view to being well prepared to assist in the design and later adoption of an all-of-government solution (by April 2002)
- Agency e-billing pilots in selected agencies (until March 2002)
- Adopt all-of-government e-billing solution (from December 2002) (contingent on pilots, strategy review and business need)

EGU Responsibilities

- Observe agency e-billing pilots (October 2001 – February 2002)
- Review e-billing strategy (March 2002)
- Co-ordinate implementation of all-of-government e-billing solution (from October 2002) (contingent on observation of pilots and review of strategy)



11 Shared Policy Workspace

Agency Responsibilities

- Participate in pilot studies as required (November 2001 – June 2002)
- Use shared policy workspace (from October 2003)

EGU Responsibilities

- Finalise business requirements and functional specification (by November 2001)
- Observe and evaluate agency pilots (November 2001 – June 2002)
- Ratify business case for shared policy workspace (July 2002) (contingent on pilot evaluations)
- Implement shared policy workspace application (by September 2003) (contingent on pilot evaluations and ratification of business case)

12 S.E.E. Mail

Agency Responsibilities

- Implement S.E.E. Mail (by June 2002)

EGU Responsibilities

- Provide support and advice to agencies implementing S.E.E. Mail (ongoing)
- Manage supplier accreditation (ongoing)

13 S.E.E. PKI

Agency Responsibilities

- Use S.E.E. PKI when deploying digital certificates to authenticate government employees using government business applications (from June 2002)

EGU Responsibilities

- Implement S.E.E. PKI policy framework (contingent on the needs of agencies to have such a solution in place for access to business applications and on the requirement for a shared policy workspace to use digital certificates) (by June 2002)
- Maintain S.E.E. PKI policy framework (ongoing from June 2002)



14 S.E.E. Directory

Agency Responsibilities

- Contribute to the development of the business case for an all-of-government directory service (October 2002 – February 2003)
- Scope linkages to all-of-government S.E.E. Directory (from June 2003)
- Integrate business applications and systems with S.E.E. Directory where applicable (from October 2003)

EGU Responsibilities

- Scope directory requirement (contingent on the e-services strategy indicating a need for all-of-government directory services) (June – October 2002)
- Develop business case for all-of-government directory (October 2002 – February 2003)
- Secure funding (contingent on business case) (March 2003)
- Build directory (contingent on funding) (April – December 2003)

15 Procurement

Agency Responsibilities

- Participate (pilot agencies) in evaluation panel to select vendor for e-procurement Phase 1 pilot (to December 2001)
- Participate (pilot agencies) in e-procurement pilot (January – June 2002)
- Assess procurement practices and future requirements, including participation in syndicated procurement, use of electronic tender systems, online catalogue access and fulfilment, full integration of e-procurement systems with corporate financial and logistics systems (ongoing)
- Adopt procurement best practices, identify opportunities for leading or using syndicated procurement (ongoing)
- Adopt the all-of-government e-procurement solution (from July 2002) (contingent on pilot results and agency business needs for limited e-procurement or full integration)

EGU Responsibilities

- Co-ordinate cross-agency evaluation panel to select vendor for e-procurement Phase 1 pilot (to December 2001)
- Provide overall project management and support to pilot agencies during Phase 1 pilot (January – June 2002)
- Seek Cabinet approval for implementation of an all-of-government e-procurement solution (July 2002)
- Facilitate uptake of best practice procurement and syndicated procurement (ongoing)
- Provide overall project management and support for agencies adopting the government e-procurement solution (from July 2002) (contingent on pilot results and Cabinet approval)



16 Assessment and Monitoring

Agency Responsibilities

- Participate in the development of an assessment framework by ensuring it is expressed in terms that are relevant to agencies (January to March 2002)
- Develop business plans (or use an alternative “accountability” document) to demonstrate milestones and measurements for the achievement of e-government (annually, starting October/November)
- Self-assessment or QA (where appropriate) of achievement and participation in EGU review (bi-annually in January/February and July/August starting from July 2002)

EGU Responsibilities

- Develop framework for assessing e-government uptake by agencies (by March 2002)
- Review with agencies their business plans and progress towards achieving milestones in the plan (annually between December and January, starting December 2002)
- Report on e-government uptake to Ministers (ongoing)