

New and Enhanced Client Services

Queensland Government Multimedia Strategy (QGMS)

Discussion Paper

Information Planning Branch
Department of Premier and Cabinet

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INVITATION TO PROVIDE FEEDBACK

The purpose of this document is to stimulate thinking and discussions about what might be included in the Queensland Government Multimedia Strategy (QGMS).

In order to enhance the relevance of the developed strategy and chances of success, feedback is requested from as broad a group of people as possible. To facilitate this, a fax-back questionnaire is included at the end of this document. Feedback will also be welcomed via internet email.

Please take the time to consider this discussion paper and provide your feedback as soon as possible.

BACKGROUND & CONTEXT

Converging technologies, skills and capabilities across information technology, media and communications have led to the development of interactive multimedia. This convergence allows users to find, manipulate and interpret information using more than one medium, eg. text, graphics, still pictures, moving pictures and sound.

Together with advanced information and telecommunications technology, this can result in sophisticated products which can be communicated world-wide. The notion of client services being provided around the clock, at a time chosen by the client, and from a choice of locations (including their home) is realisable with well planned and carefully designed multimedia-based initiatives.

The Government Information Infrastructure Strategy (GIIS) provides the strategic context for the government's direction in information management and the related processes and technologies that support the business of government. Multimedia is identified in GIIS as a technology option that is ideally suited to supporting new and enhanced methods of delivering government services, while also having the potential to improve the operation of government departments and agencies.

A small number of Queensland government agencies are currently benefiting from the introduction of new or enhanced services that utilise multimedia. These have occurred through the efforts of innovative people and with the support of programs such as the IPB's Cross-Agency Multimedia Advisory Committee (CAMSAC) trial.

The challenge now exists to extend these benefits as widely as possible throughout the government. This will require moving the use of multimedia in government to the next evolutionary stage, ie. from early adopters to a wider take-up.

In the broader context, multimedia is a global phenomenon that cannot be ignored. It is not a technological fad which might go away or be leap-frogged overnight, and should no longer be thought of as an emerging technology to be experimented with. It is now evolving as a main-stream option.

This global technological development and direction, on its own, supports the need for a considered and proactive response by government. In addition, drivers for improved client services in an environment of continually having to do more with less provides a significant justification for the government to seriously investigate the use of multimedia.

It is within this context that the need for a QGMS exists. The primary focus of the QGMS is to be on the business of government, and in determining the most effective role for multimedia and methods for its introduction.

RELATED INITIATIVES

The Information Industries Board (IIB) convened a Multimedia Task Force (MTF) in mid-1996 and commissioned an independent consultant to develop, with input from the MTF, a report outlining the potential of the Multimedia Industry in Queensland. The resultant report is titled *Emerging Technologies, Future Industries*.

The Queensland Cabinet, responding to a recent submission from the MTF, has directed the IIB to coordinate the development of an overall Queensland Multimedia Strategy (QMS), which is to be presented to the Boards of the IIB and the IPB for input in March 1997, prior to being presented to Cabinet for endorsement. The QMS is to consist of:

- Queensland Multimedia Industry Development Strategy (QMIDS); and
- Queensland Government Multimedia Strategy (QGMS)

As part of the Cabinet decision, the IPB has the responsibility for developing QGMS, with input from a wide range of stakeholders, and in close consultation with the IIB. The strategies are to be developed in parallel and overlay sufficiently to provide a consistent overall QMS.

The IPB recently commissioned a consultancy to develop submission review guidelines for new or enhanced services involving multimedia for Treasury and agency officers. This consultancy also collected information that will be useful input to the development of this particular strategy (ie. the QGMS).

SITUATION ASSESSMENT

Within the context of the Queensland Government, the following represents an assessment of the current situation relating to multimedia. The development of the QGMS will need to take account of the current situation and articulate ways of:

- exploiting the opportunities and dealing with the external threats;
- building on the strengths and addressing internal weaknesses; and
- overcoming real and perceived constraints.

The table on the following page provides information describing the current situation relating to multimedia and the Queensland Government. This data has been developed from extensive consultation with government officers and executives, as well as the multimedia industry via the IIB and the developing QMIDS.

	Internal	External
B u i l d i n g	<i>Strengths</i> <ul style="list-style-type: none"> • Ownership and access to large amounts of potential multimedia content • Public sector reform agenda (eg. focus on client services, budget cuts, etc.) • In-place State-wide telecommunications infrastructure, including intra/internet • Areas of high competence with the technology and its application to government business • The projects of the CAMSAC trial • Arts and cultural industries have made a strong start with an advanced client base; similarly in education • Whole-of-government coordination of information management (GIIS) • The new Ministerial Advisory Council 	<i>Opportunities</i> <ul style="list-style-type: none"> • Growing local industry capability, supported by QMIDS, CMCs, etc. • Improvements to the technology • It's a digital world - growing use and expectation by government clients, who are also demanding "ease-of-use" • "Move the service counter" - multimedia provides increased opportunity for on-line access and client interaction • Other governments (in Australia and overseas) are making inroads • Commercialisation of government IP
	<i>Weaknesses</i> <ul style="list-style-type: none"> • Low level of awareness of potential of multimedia and related trends within government and public service • Capacity of State-wide telecommunications infrastructure, particularly in rural and regional areas • No mechanisms to protect digital assets • Skills in innovation, commercialisation, business case development, contract and project management • General attitude of risk aversion • Stove-pipes within and across agencies hinder adoption of client service focus • No defined technology standards, or guidelines for development, and dealing with privacy, confidentiality, security, etc • Business practices that cannot operate in an on-line environment, eg. not accepting credit-card payments, or requiring paper-based forms or reports • Generally low level of involvement from arts, media, graphic designers, content experts, etc. - projects largely IT driven • Limited sectorial visions for use of multimedia 	<i>Threats</i> <ul style="list-style-type: none"> • Danger of the strategy being hijacked or objectives being misinterpreted, eg. multimedia considered as a cost-cutting tool, or overly focussed on industry development • Low acceptance by clients of services involving multimedia, and inability to use • Insufficient client commitment to new or enhanced services that use multimedia • The business case cannot be made • "Heard it all before" attitude • Accountability is not clear • "Location-less" online businesses may threaten local businesses in rural and regional areas • That the strategy is viewed as a "technology push" • Marginalisation of government clients without access to technology, eg. CD-ROM, internet, etc.
<i>Constraints</i> <ul style="list-style-type: none"> • Perception that the technology is complex for development and implementation; also that it is only good for games and entertainment • Complex approval processes, and availability of funds to support early initiatives • Some government regulations, eg. mandatory use of crest in all publications, including web-sites • Process of accounting for government investments inhibits innovation 		

In developing a strategy for multimedia for the Queensland government, it will be important to particularly address the weaknesses, threats and constraints. Building on strengths and opportunities is also important. However, these will come to nothing if potential show-stoppers (especially threats and constraints) are not adequately addressed.

The current situation can be described in summary then as:

- The government has had encouraging experiences with multimedia, particularly in areas such as staff education and web-site development.
- There is work needed to build on these experiences and to spread the benefits.
- Threats, weaknesses and constraints need to be specifically addressed as they will inhibit wider adoption.

GUIDING PRINCIPLES FOR THE QGMS

In the development of any strategy, the agreement of guiding principles is critical to the buy-in process and the establishment of a climate for change. Principles act as a code against which decisions are made and disagreements are settled. They should have the following characteristics:

- Articulate a basic philosophy
- Specific enough to encourage distinct behaviour
- Action orientated
- Are defensible
- Are agreed by all impacted people (especially senior management)
- Few in number
- Represent continuity and relative stability

In an overall sense, the government has established five key principles of the Queensland Public Sector, namely:

- Responsiveness
- Value for Money
- Continuous Improvement
- Impartiality, and
- Accountability

These create a frame within which principles for information management and, in this case specifically for multimedia need to exist. The above principles should be embodied in those developed for the QGMS and used as an overall reference for guiding behaviour and bringing about other desired changes.

For the QGMS, principles exist in the following three domains. Initial ideas about principles in each of these are included below for comment. The intention is to refine these for the final strategy.

Client Service Delivery

- The government interacts with clients and provides information and services in a manner that allows the highest possible quality and relevance of communication.
- Changes in service delivery methods, including those involving multimedia, are endorsed by government clients in the planning and implementation processes.
- New or enhanced services considering the use of multimedia only use technology that is acceptable and accessible to target clients across the state.
- Client and business needs drive multimedia initiatives.

Business Change in Government

- Multimedia is recognised as a vehicle for implementing business change.
- A process exists that ensures accountability for the results of multimedia-based initiatives.
- Consideration of multimedia is integrated in the planning processes for client services.
- The local multimedia industry is to be supported in its growth.

Technology and Development Process

- The government uses approaches and technologies that are contemporary.
- Substantial global technology trends and developments are monitored and adopted as early as possible.
- Standards are identified for multimedia in government and are applied in all cases.
- Guidelines exist that help agencies plan for the use of multimedia in their business.
- Multimedia is a main-stream technology option and is embodied in agency IM plans.

When these principles are combined with those overarching principles previously discussed, an environment can exist that is conducive to the effective use of multimedia in the government.

OBJECTIVES AND POTENTIAL BENEFITS

Given that the QGMS is to represent an approach to multimedia for the government, it is important to identify those government objectives for which multimedia would have some relevance. These include:

- Improved client services (including service integration)
- Improved internal operations (including staff development)
- Industry development (eg. creation of jobs, increased options for supply, etc.)

While industry development is an important goal for the government, it is critical that a government multimedia strategy articulate a use that is core to its business, ie. it needs to position the use of multimedia as a means of addressing the broader range of government objectives.

This is a key issue, as it relates directly to identifying the change that the QGMS seeks to cause. The QGMS will not be successful if it cannot articulate an intended change, nor will it

be successful if it attempts to change many things, or the wrong things for the wrong reasons. The intended change and the associated reasons must be clearly described.

In accepting that change is required, there is a need for a proactive approach so that benefits can be purposefully achieved as early as possible. It is likely that this will require that the government bear some of the early risks, especially in terms of funding.

Client Services

It is suggested that multimedia has the greatest potential benefit in the area of government services, and therefore that the primary objectives should relate to this. Multimedia has the following potential for government services:

- an opportunity to transform the ways that services are provided to clients
- the integration of cross-agency services at the point of client interaction
- support of the introduction of a client service culture
- creates an image of a "with-it" government that uses contemporary approaches and technologies

Multimedia creates a significant opportunity to rethink the ways that government services are delivered. The traditional notion of a service counter that is staffed, in limited locations, open only during particular hours, and requires clients to queue, can be extensively challenged with the possibilities that multimedia introduces.

It is not suggested that multimedia can completely substitute this type of client interaction. This is clearly not possible, or desirable. However, multimedia can create significant improvements in client services in target areas, particularly those related to providing information and involving simple transactions.

So some investment in bricks and mortar (ie. service counters) can instead be made in multimedia based client services that are available 24 hours a day, from the client premises and with no queuing. This is a change that is possible with the QGMS.

Service Integration

When client service needs are considered from the client's point of view, it can easily be seen that the current agency structures and geographic service boundaries limit the ability to integrate service offerings and create a seamless interface to government.

This idea of providing integrated service offerings is being successfully tried in some cases with traditional service counters. An example is the Queensland Government Agents Program (QGAP), which aims to increase access to government services for people living in rural and regional areas.

The primary inhibitors to the integration of client services are organisationally related, and not about technology. The organisational "will" across agencies to take a client centred approach is required before service integration can occur.

Multimedia on its own can't cause services to be integrated, however, it does make integration relatively easy to implement. In this regard, the QGMS can support the implementation of a client centred approach to the delivery of client services and enhance cross-agency initiatives.

STRATEGIC INITIATIVES

The specific initiatives that will be in the QGMS need to address issues that exist in the current situation (especially weaknesses, threats and constraints), comply with the guiding principles and support the objectives outlined earlier in this discussion paper.

This approach will lead to strategic initiatives that are practical and have immediate relevance to the current issues of multimedia in government. The QGMS also needs to indicate a future direction and include initiatives that work towards medium and long-term issues.

The following is a set of draft strategic initiatives for the QGMS that aim to comply with the above characteristics, and are outlined in more detail in the tables that follow. It should be noted that many of the initiatives are interdependent.

1. Awareness and Networking Program
2. Case Study Documentation
3. Best Practice Multimedia Guidelines for Agencies
4. Concept and Business Case Development Support
5. Queensland Multimedia Branding Program
6. Major Client Service Programs

1. Awareness and Networking Program

Develop and implement a program to raise the level of awareness of multimedia's potential role in the business of government. Particular target groups being key decision makers, including CEOs, Program Managers and Politicians.

Recognise those people in government who have been early adopters of multimedia and establish a means of supporting their good work and providing access to them for other government people.

Expected Outcomes and Benefits:

- Increased appreciation and understanding of submissions for new/enhanced services that include multimedia by decision makers
- Increase in innovation in design of government services
- People with ideas for government services utilising multimedia can develop these with input from people who have already done it
- The experience and expertise in multimedia of early adopters in government is shared

Constraints and Issues:

- Access to target groups of people
- Design of the program, ie. making it appropriate to the target groups

Major Activities:

- Develop awareness program material and processes; investigate utilising government investment in QANTM and also industry partnerships
- Conduct awareness program and follow-up with refresher sessions
- Establish and support a network of people who have experience in applying multimedia to the business of government
- Develop a Queensland Multimedia Web-site that supports the interaction of people involved in multimedia within government and industry

Stakeholders:

- IPB, IIB, and Information & Procurement Division of PW&H
- Government executives

2. Case Study Documentation

Document multimedia projects that can enhance the collective knowledge of approaches to multimedia development in Queensland. Cover successes and failures, in both the government and non-government areas. This initiative and the Awareness Program are integral to each other.

Expected Outcomes and Benefits:

- Capture the learnings from the experience of early adopters
- Increase awareness of possibilities and encourage innovative thinking
- Show-case Qld expertise, capabilities, etc.

Constraints and Issues:

- Extent of progress of some of the current major projects
- Reluctance of some groups to disclose information of failures, or aspects that are commercially sensitive

Major Activities:

- Identify ideal set of existing projects on a state, national and international basis
- Document each project as a case study, drawing out lessons, etc.; or access case study material already available
- Develop best practice approaches from the experiences of the selected projects
- Prepare case studies for publication
- Distribute them widely within government, and look to the local multimedia industry to assist with promoting selected best practice cases
- Launch a set of selected Queensland case studies as part of some significant event

Stakeholders:

- CAMSAC trial participants, and other government multimedia projects
- Local multimedia industry
- IPB and IIB

3. Best Practice Multimedia Guidelines for Agencies

Prepare a set of guidelines for agencies that encourage a best practice approach to the use of multimedia in government. These should cover the full-cycle from idea/concept development, through to ongoing support, and stress a business/client service focus.

Expected Outcomes and Benefits:

- High quality initiatives using multimedia
- Consistency in approaches and use of standards
- Multimedia integrated as an option in service delivery planning

Constraints and Issues:

- Achieving agreement amongst government agencies as to what constitutes best practice
- Acceptance of the guidelines by all agencies

Major Activities:

- Determine objectives of the guidelines and intended contents
- Review case studies for actual experience
- Develop guidelines and distribute widely; also launch them at some significant event
- Include service profiling method to identify services that may best benefit from multimedia

Stakeholders:

- IPB, IIB, and Information & Procurement Division of PW&H
- All agencies and local multimedia industry

4. Concept and Business Case Development Support

Establish a program that motivates agencies to utilise industry experts in the development of service ideas/concepts that may use multimedia, and in the development of business cases and project plans. The quality of these early activities is critical to the success of projects that include multimedia.

Expected Outcomes and Benefits:

- Higher hit-rate of project ideas going ahead
- Acceleration of the early developmental stages
- Access to industry expertise, to enhance skills in government

Constraints and Issues:

- Funding is required - potentially sourced from IT&T related savings programs, eg. in Telecommunications

Major Activities:

- Investigate options for supply arrangements for these services (eg. panel, etc.)
- Develop a funding model and secure necessary funds (eg. dollar-for-dollar with agencies)
- Prepare generic business case format as templates for agencies to use, which include consideration of outsourcing as an option
- Actively promote the program within government

Stakeholders:

- Information & Procurement Division of PW&H
- IPB and IIB

5. Queensland Multimedia Branding Program

Create a "Multimedia Made in Queensland" branding program that will be prominently displayed on all multimedia products created in Queensland. Methods of controlling use of the brand need to be developed to ensure the brand maintains some value.

Expected Outcomes and Benefits:

- Attraction to Queensland of industry skills and investment, creating more supplier options for government agencies
- Ready identification of Queensland made multimedia products
- Marketing of Queensland multimedia skills, etc. to the world
- Government client groups see that Queensland is benefiting from government investment in multimedia

Constraints and Issues:

- Willingness of industry to comply with brand use controls
- Funding is required

Major Activities:

- Determine brand use controls, eg. accreditation or certification process, placement/use, etc.
- Develop brand image - perhaps via a competition
- Work with local industry to encourage use on all multimedia products (including. web-sites, CD-ROMS, etc.)
- Create catalogue or brochure of products, etc. that use the brand

Stakeholders:

- IIB, IPB, ED&T, Treasury
- Communications Coordination Unit
- Local multimedia industry

6. Major Client Service Programs

Identify and develop major cross-agency client service programs that could utilise multimedia, and establish required partnerships for service and multimedia product development.

Expected Outcomes and Benefits:

- Cross-agency client service delivery and integration is promoted
- One or two major projects can be show-cased and promoted as best practice examples
- Government gains from commercialisation of identified IP

Constraints and Issues:

- Organisational "will" to cooperate
- Lack of clear sectoral visions

Major Activities:

- Proactively identify client service project opportunities and work with relevant agencies to develop
- Identify commercialisation opportunities
- Investigate usefulness of the AUSindustry Business Networks program as a means of establishing appropriate partnerships (potentially with industry)
- Identify related projects and ensure necessary links are established (eg. Project Lighthouse)
- Establish consultation processes to ensure client input and endorsement is obtained

Stakeholders:

- Information & Procurement Division of PW&H
- IPB, IIB and DTSBI
- OPS and Office of Rural Communities

These draft strategic initiatives are presented for your consideration, and feedback on them is especially sought so that the QGMS can reflect as wide a range of opinions as possible.

The objective in formulating these initiatives is to focus on action areas that are practical and address many of the currently understood weaknesses, threats and constraints. In this sense they present immediate opportunities and benefits, but equally with a view to the medium and longer term.

Strategy Coordination

The responsibility for overall coordination of the strategic initiatives for the QGMS needs to be determined. If this role is not performed, then the success of the strategy will be significantly impacted.

It would seem appropriate that the body with this responsibility be one that has service delivery responsibility from a whole of government perspective.

Fax to: **Information Planning Branch**
 Department of Premier & Cabinet

(07) 3224 6743

or alternatively, you can email your response to:

deborah.voght@ipb.qld.gov.au

From:

Subject: Feedback on Government Multimedia Strategy Discussion Paper

1. Situation Assessment (Do you agree? Any comments/suggestions?)

2. Guiding Principles (Do you agree? Any comments/suggestions?)

3. Objectives and Potential Benefits (Do you agree? Any comments/suggestions?)

4. Strategic Initiatives (Do you agree? Any comments/suggestions?)

5. Please write about what you believe the priority areas should be for the QGMS, and
 also what you believe the key results and related measures should be.
