



Northern Ireland Audit Office

Electronic Service Delivery within NI Government Departments





Northern Ireland Audit Office

Report by the Comptroller and Auditor General for Northern Ireland

Ordered by the Northern Ireland Assembly to be printed and published under the authority of the Assembly, in accordance with its resolution of 27 November 2007

Electronic Service Delivery within NI Government Departments

This report has been prepared under Article 8 of the Audit (Northern Ireland) Order 1987 for presentation to the Northern Ireland Assembly in accordance with Article 11 of that Order.

J M Dowdall CB
Comptroller and Auditor General

Northern Ireland Audit Office
5 March 2008

The Comptroller and Auditor General is the head of the Northern Ireland Audit Office employing some 145 staff. He, and the Northern Ireland Audit Office are totally independent of Government. He certifies the accounts of all Government Departments and a wide range of other public sector bodies; and he has statutory authority to report to the Assembly on the economy, efficiency and effectiveness with which departments and other bodies have used their resources.

For further information about the Northern Ireland Audit Office please contact:

Northern Ireland Audit Office
106 University Street
BELFAST
BT7 1EU

Tel: 028 9025 1100
email: info@niauditoffice.gov.uk
website: [**www.niauditoffice.gov.uk**](http://www.niauditoffice.gov.uk)

© Northern Ireland Audit Office 2008

List of Abbreviations

BT	British Telecom	NDPB	Non-Departmental Public Body
C&AG	Comptroller and Auditor General	NI	Northern Ireland
cd-Rom	Compact Disc Read Only Memory	NIAO	Northern Ireland Audit Office
CV	Curriculum Vitae	NICS	Northern Ireland Civil Service
DARD	Department of Agriculture and Rural Development	NISRA	Northern Ireland Statistics and Research Agency
DCAL	Department of Culture, Arts and Leisure	NISRANS	Northern Ireland Streetworks Register and Notification System
DE	Department of Education	OFMDFM	Office of the First Minister and Deputy First Minister
DEL	Department for Education and Learning	PAC	Public Accounts Committee
DETI	Department of Enterprise, Trade and Investment	PSA	Public Service Agreement
DFP	Department of Finance and Personnel	QCA	Qualification and Curriculum Authority Northern Ireland
DHSSPS	Department of Health, Social Services and Public Safety	RSS	RDF Site Summary or Rich Site Summary
DID	Delivery and Innovation Division	SDA	Service Delivery Agreement
DOE	Department of the Environment	SMS	Short Message Service
DRD	Department for Regional Development	UK	United Kingdom
DSD	Department for Social Development	VLA	Valuation and Lands Agency
DVD	Digital Versatile Disk		
DVTA	Driver and Vehicle Testing Agency		
DVLNI	Driver and Vehicle Licensing Northern Ireland		
e-mail	Electronic Mail		
ELFNI	Electronic Libraries for Northern Ireland		
ePIC	ePlanning Information for Citizens System		
EROS	Electronic Records in Office Systems		
ESD	Electronic Service Delivery		
GB	Great Britain		
HPSS	Health and Personal Social Services		
ICT	Information and Communication Technology		
IT	Information Technology		
LRNI	Land Registers of Northern Ireland		
MOT	Vehicle Test for a Private Car		
NAO	National Audit Office		

Contents

	Page
Executive Summary and Recommendations	1
Part 1: Introduction and Background	
Electronic service delivery can contribute to the broader modernising and reform agenda.	6
The NI Executive set a target for 100 per cent of key services to be capable of electronic delivery by the end of 2005.	6
There are a number of benefits from electronic service delivery (ESD).	7
There are also risks involved and the Committee of Public Accounts at Westminster has identified a number of lessons to be learned.	7
This study examines the achievement to date of ESD in NI and how well its delivery has been controlled and managed.	8
Part 2: Planning, Control and Management of the ESD Programme	
The basis on which key services were identified and selected for electronic delivery was not always clear.	12
Most departments developed their key services without sufficient customer engagement and therefore risk not meeting the citizen's needs.	14
The costs and benefits were not fully appraised for a significant number of the key services.	17
Insufficient performance measures were established to gauge the effectiveness of electronic service delivery.	18
Central management and oversight by the NI e-Government Unit was limited in scope.	20
Part 3: The Effectiveness of the ESD Programme	
At December 2005, NI Departments reported that 93 per cent of key services were e-enabled. A number of these have achieved external recognition.	24
The reported performance target is limited in scope and provides little information on the success of service delivery.	26
There is limited evidence of new electronic services being developed or of joined-up service delivery.	27
Most services are at an early stage of electronic delivery, with fewer transactional or integrated services.	27
There have been a number of recent initiatives which should contribute to improved electronic service delivery in the future.	29
Departments face future challenges to the successful delivery of electronic services and there are lessons to be learned from the experience to date.	30
Appendix 1: NIAO Sample of Key Services	34
Appendix 2: Summaries of guidance issued to the Departments on the content of e-Business Strategies and Key Service definition	35
NIAO Reports	37

Executive Summary and Recommendations

Background

1. Electronic service delivery is a key aspect of the wider e-Government agenda. It is about Government using new technologies, particularly the internet, to improve the way it delivers services and to transform internal efficiency. In July 2001, the Northern Ireland Executive established a target of having 100 per cent of key services capable of being delivered electronically by the end of 2005.
2. There are a number of potential benefits from electronic service delivery. For citizens, it can offer them greater choice in how they conduct business with Government; improve accessibility to public services; offer more convenience as to when and where they interact and transact with Government; be more inclusive by delivering services to a wider range of citizens; and can speed up dealings with public sector service providers. For Government, particularly following the Gershon report, electronic service delivery offers the scope to generate efficiency gains, especially in the area of high volume transactional services where significant cost savings are feasible.
3. Experience from Great Britain indicates that there are also risks involved with the move towards electronic service delivery. The Committee of Public Accounts (PAC) at Westminster has held a number of hearings on this and related matters. Among the key lessons identified by PAC is the need, centrally, for pro-active monitoring and reporting of performance and the dissemination of good practice guidance. The Committee also noted that the public are unlikely to use electronic services unless they see real benefits from doing so. Consequently, services need to be designed around the needs of users and departments need to monitor take-up, usage and the impact on the quality of service that users receive.
4. In Northern Ireland, the NI e-Government Unit promoted, monitored and reported on electronic service delivery. Following the setting of the 100 per cent target, the Unit provided advice and guidance to departments to help them prepare e-Business Strategies and to select the key services for inclusion in the electronic delivery target. We found, however, that departments generally complied poorly with the guidance. For example, they did not carry out a baseline audit of all the services provided; did not prioritise these services by volume, frequency, cost and value of transactions; and did not consult with customers/service users before key services were identified for inclusion in the target.
5. The NI e-Government Unit had established three broad criteria to determine which key services should be e-enabled. In the majority (58 per cent) of the services we reviewed, we were unable to find documented evidence that departments had assessed whether the service was highly valued by the citizen, involved a high number of transactions or was a requirement in law. There was no independent challenge of the services selected for inclusion in the target. In our view, this created the risk that services may have been defined as 'key' and electronically enabled, even though there is no evidence of customer demand; or that important services may have been excluded from the target because they were not appropriately assessed.
6. A key aspect of electronic service delivery is that the selected services are meant to be designed around the needs of service users, rather than for the convenience of existing Government structures and organisations. This requires service providers to consult their customers. We found little evidence that departments had engaged with service users to identify their needs. Some groups in society, such as the elderly, the unemployed, those on low incomes or with learning difficulties, may not have easy access to the internet or may be less able to use it effectively. However, there was no evidence that, for the key services included in the target, departments had undertaken research to identify barriers to take-up of their electronic services or to develop actions to remove barriers for these groups.
7. The decision to deliver a service electronically should be subject to the standard public sector test of value for money. It is therefore important that services selected for electronic delivery are appraised to ensure that the best option is chosen, there is a clear

The Planning, Control and Management of the Electronic Service Delivery Programme

Executive Summary and Recommendations

demand from service users and the benefits can be shown to exceed the costs. Nearly half (45 per cent) of key services which we reviewed were not subject to this discipline.

8. Electronic service delivery offers potential benefits to service users in terms of choice, accessibility, convenience, inclusiveness and faster delivery. It also offers potential efficiency gains for the public sector. However, if appropriate performance measures are not established, it will not be possible to determine whether these benefits are being achieved. We found that the majority of key services (74 per cent) in our sample did not measure performance along these lines. It is therefore not clear if there is a high degree of take-up of e-services, whether customers are satisfied with the services or if departments are making cost savings or efficiency gains. In the absence of such measures, there is no basis for assessing, in aggregate terms, the overall value for money of electronic service delivery.
9. A critical success factor in other administrations has been the utilisation of a strong central body to drive through change. The NI e-Government Unit has certainly contributed positively to NI's electronic service delivery, but its role has been limited in scope. It is important that its successor, the Delivery and Innovation Division, should work pro-actively with departments to develop rigorous central monitoring and evaluation policies, to disseminate good practice and to publicise progress in this area.

Measuring the Effectiveness of the Electronic Service Delivery Programme

10. Overall, the Northern Ireland departments reported that 93 per cent of their key services were now capable of being delivered electronically, a figure slightly lower than the level of electronic delivery for England and Scotland. Several of the Northern Ireland e-services have received external recognition for high standards.
11. However, even full achievement of the target would provide little information on the effectiveness of electronic service delivery. The target is essentially supply-side in nature and does not consider the take-

up and usage of the services. The limitations associated with it are such that it is possible to achieve the target in full without necessarily delivering any of the benefits of e-Government.

12. Electronic services can potentially range from simply providing a one-way flow of information on-line to more sophisticated interactions between service users and the public sector (for example paying car tax, obtaining a benefit payment electronically). Around a half of the services we reviewed are essentially informational in nature and there may be greater scope to add value for users by providing more transactional and integrated services.
13. A key theme of electronic service delivery is to provide new, often joined-up, services which meet the needs of customers rather than reflecting the way in which Government is currently structured. We did not find any services which crossed departmental boundaries.
14. DFP emphasised to us that Northern Ireland departments have delivered and continue to deliver significant benefits to Northern Ireland citizens through a range of e-enabled services. They highlighted a number of e-Government projects such as Jobcentreonline, Landweb and Companies Registry as services which they considered to be particularly innovative and also highlighted the high levels of customer satisfaction achieved by DVTA's call centre for MOT testing.
15. In addition, although separate from the electronic service delivery target, there have been a number of wider e-Government developments in NI which should contribute to improved electronic services in the future. This includes a review of public sector websites, the establishment of the OnlineNI website (www.onlineni.net) as a public sector portal and work being undertaken by the Digital Inclusion Unit.
16. The target date, 31 December 2005, for the e-enabling of 100 per cent of key services has now passed. However, it is clear that electronic delivery will remain a significant element of the continuing drive to modernise and reform public services. There are a number of lessons to be learned from the experiences gained in delivering the NI Executive's

100 per cent target. It is important that, in future, service providers consult with users, including vulnerable groups, develop services which meet the requirements of users and generate the efficiencies and service improvements which are possible through e-enablement.

Recommendations

Planning, Control and Management of an Electronic Service Delivery Programme

- In selecting services for electronic delivery, it is important that departments follow good practice guidance and the selection should be evidence based. It is not enough simply to put existing services on-line. Departments should review the totality of their customer-facing services and focus in particular on those areas where there are high numbers or value of transactions or where there are likely to be clear benefits for service users. (Paragraph 2.16)
- In our view, it is important that Government strategy for the implementation of electronic delivery of services is not restricted to departments and agencies but also engages NDPBs and other arm's length bodies. Government strategy for the development and implementation of electronic service delivery needs to encompass the wider public sector. This will be important to ensure that all key services can be identified and prioritised; joined up services which cross departmental and organisational boundaries can be developed; and that the aim of designing services around the needs of the citizen can be achieved. (Paragraph 2.17)
- The importance of understanding citizen's needs cannot be over-emphasised and departments should make concerted efforts to determine those needs. In assessing services for electronic delivery, departments therefore need to:
 - undertake appropriate research on the importance of services to the citizen and business users;
 - consult with service users to establish how the service should be e-enabled to meet users' needs; and
- clearly identify any barriers to take-up of the service by potentially vulnerable groups and develop appropriate action plans to address those barriers. (Paragraph 2.23)
- While electronic service is at the heart of the Reform Agenda, it is important that departments appropriately appraise those services identified for electronic delivery. Decisions to e-enable services should only be taken where the business case is proven - where there is clear demand from service users and where the benefits (for example in terms of improved service delivery or the attainment of efficiency gains) can be shown to exceed the costs. (Paragraphs 2.31 – 2.32)
- The success of the electronic service delivery programme will rely on the establishment and monitoring of appropriate performance measures. Departments therefore need to review their current electronic services and establish performance measures to gauge the effectiveness of electronic service delivery. These measures should be developed around the perceived benefits of the specific service (for example, cost savings, efficiency gains, customer choice or convenience). As a minimum, departments should regularly monitor take-up of services, how often they are used and the impact on the quality of service users receive. This information should be analysed to assess progress against targets but also to establish patterns and inform future developments, promotional campaigns, take-up strategies and action plans. (Paragraphs 2.37 – 2.38)
- It is important that a post completion evaluation is carried out for each key service to assess if the benefits projected in the business case are being achieved. The evaluation will also help to identify and disseminate lessons learned to assist in future projects. Where performance measures and an evaluation

Executive Summary and Recommendations

framework are not available, departments should review these key services to construct a baseline and develop appropriate performance measures. (Paragraph 2.43)

- The Delivery and Innovation Division (the successor to the NI e-Government Unit) can play a more active role with departments to develop rigorous central monitoring and evaluation strategies for electronic service delivery. It should also offer a challenge function when services are selected for electronic delivery and ensure that good practice is disseminated and adopted by departments in the planning and implementation of electronic service delivery. The Unit can also play a key role in providing advice and guidance to departments and should ensure that electronic service delivery targets and performance information are regularly reported to the Assembly and the public. (Paragraphs 2.51 – 2.55)

The Effectiveness of the Electronic Service Delivery Programme

- It is important that targets provide a robust and meaningful measure of the success of the electronic service delivery programme. Targets should be clearly defined and transparent and their scope clearly linked to the achievement of the objectives of the programme. While the main overarching target is key to measuring overall progress of the implementation of electronic service delivery, appropriate supporting

targets should also be set which complement the main target and which provide a basis for assessing achievement of the associated benefits (choice, accessibility, convenience, inclusiveness, faster delivery and improved efficiency). (Paragraph 3.15)

- The vision of electronic service delivery emphasises the development of new, often joined-up, services which are tailored to meet the expressed needs of service users. Departments and other public bodies need to work together more closely to develop more joined-up, integrated services of this nature which cross departmental boundaries. The Delivery and Innovation Division should be best placed to help departments identify and develop joined-up services. (Paragraph 3.18 – 3.19)
- To date, Northern Ireland departments have delivered large numbers of informational services. In our view, a small number of transactional and integrated services has the potential to better realise the benefits of electronic service delivery and yield greater value added for departments and service users. To ensure electronic service delivery meets its full potential, departments should determine the stage each key service is expected to reach and establish an implementation plan to achieve the target stage of delivery. Progress against targets should be monitored and reported to assess the extent to which electronic service delivery is being implemented. (Paragraphs 3.25 – 3.26)

Part One: Introduction and Background



This part of the report outlines the establishment of targets for, and the potential benefits and risks associated with, electronic service delivery

Part One: Introduction and Background

Electronic service delivery can contribute to the broader modernising and reform agenda

- 1.1 Electronic service delivery is part of a wider agenda which aims to modernise and reform the way that public services are developed. It is about using new technologies, in particular the internet, to improve the way Government performs its business by transforming internal efficiency and the methods by which it delivers services. There is a particular focus on joining-up public services and reducing silo-based approaches to delivery.
- 1.2 Electronic service delivery enables the public to access information about the services offered by Government departments and their agencies and to conduct transactions electronically (for example paying tax, claiming and receiving benefits, booking and paying for vehicle tests). Online electronic services can be broken into 4 distinct stages of development (**Figure 1.1**).

The NI Executive set a target for 100 per cent of key services to be capable of electronic delivery by the end of 2005

- 1.3 In Great Britain, targets for electronic service delivery (ESD) were set by the Prime Minister in October 1997. The original target was that, by 2002, 25 per cent of all dealings with Government would be able to be conducted electronically. This target was later extended and, in March 2000, the Prime Minister announced that 100 per cent of all Government services were to be capable of being delivered electronically by 2005. The 2005 target was subsequently revised to focus on 'key services achieving high levels of use'.
- 1.4 In September 2000, it was announced that Northern Ireland would also set robust targets for the electronic delivery of Government services. In July 2001, the Northern Ireland Executive committed Departments to have 25 per cent of all key services capable of

Figure 1.1: Stages of Electronic Service Delivery

- **Stage 1 (Publish)** – establish a web site and provide access to information about the organisation and its services. Government makes available information which is easy to find, consistent, accurate and current (for example, publication of annual reports, consultation documents, statistical information). This represents a one-way flow of information from Government to the citizen.
- **Stage 2 (Interact)** – Government departments and their agencies allow a return channel from service users so that there is two-way flow of information (for example a citizen or business can submit an application form or respond to a consultation document online). Interactions of this nature do not normally require any specific identification or security checks.
- **Stage 3 (Transact)** – service users can interact with Government on an issue which is personal and unique to that person or business (for example, payment of VAT, receipt of a grant). This requires a secure facility to enable customers to identify themselves to the online service.
- **Stage 4 (Integrate)** – Government delivers integrated services which cross organisational boundaries. At this stage, a Government department or agency shares, with the user's permission, relevant information provided by the user with a view to providing a whole-of-government integrated service (for example, where a citizen informs a department/agency of a change of address or other personal circumstances and this is automatically updated across all relevant departments/agencies).

Source: NIAO and Corporate Strategic Framework for Delivering Government Services Electronically in Northern Ireland (OFMDFM), January 2002

electronic delivery by 31 December 2002 and 100 per cent by 31 December 2005.

There are a number of benefits from electronic service delivery

- 1.5 There are a number of potential benefits, both for citizens and for Government, from the provision of electronic services. These include:
- **Greater choice.** Citizens already have some choice in how they conduct business with Government – for example, by telephone or post or in person. The developments in electronic service delivery channels (such as the internet) provide opportunities to offer new services to citizens and for services to be available at any time without the physical constraints of other methods of service delivery.
 - **Better accessibility and more convenience.** IT systems can provide easy access to numerous databases, making it possible for citizens to access a range of services from one location or access point, when they want to and in ways that best meet their needs. IT systems can also provide information in simpler, accessible formats which better meet citizens' needs.
 - **Inclusiveness.** Well designed systems can help to improve delivery of services to a wider range of citizens, for example minority language groups and people with disabilities or limited mobility.
 - **Faster delivery.** The speed of service delivery can be improved through the use of appropriate IT solutions. For example, where applications are transmitted electronically their accuracy can be validated on-line, reducing the need for time-consuming manual checking and costly re-working.
 - **Improved efficiency.** Electronic delivery of services could lead to more efficient use of resources. Private sector companies using significant electronic delivery of services consider that value for money improvements in the region of 10 per cent of total operating costs can be realised¹.

Figure 1.2: The e-Government Possibilities

Julie receives an SMS text (short message service) on her mobile phone confirming an appointment with the Social Security Agency tomorrow morning about her application for Income Support. This appointment was made on-line some weeks ago via the internet to suit her schedule. During the appointment booking process she requested a reminder text message to be sent the day before. Julie likes to receive information to her mobile phone as it is always with her and she always requests SMS reminders for important appointments like an MOT test to ensure she never forgets any.

Julie is near the top of the housing transfer list and receives SMS update messages of available properties in her areas of preference, keeping her informed of potential opportunities as they arise.

Three months later Julie moves into her Northern Ireland Housing Executive house, she automatically receives alerts and information about planning applications, school reports and roads issues in her local area. These updates, by e-mail or RSS (Rich Site Summary), were requested from the on-line Northern Ireland Government portal site.

Julie has also recently participated in an online consultation forum regarding the possible introduction of traffic calming measures in the local area. Following participation in this forum she now reads and responds to consultation papers in relation to issues that concern her, as she feels her voice can make a difference to the development of her local community and beyond.

Source: Dr A.J. Masson in conjunction with NIAO

There are also risks involved and the Committee of Public Accounts at Westminster has identified a number of lessons to be learned

- 1.6 The National Audit Office (NAO) has produced a number of reports on ESD in GB and related issues, several of which have been the subject of hearings by the Committee of Public Accounts (PAC)². Among the key lessons identified by PAC were:

- The Office of the e-Envoy, a part of the Cabinet Office, is responsible for formulating common

¹ *Better Public Services Through E-Government*, HC 704-1, Session 2001-2002, 4 April 2002.

² *Government on the Web*, Committee of Public Accounts, Twenty First Report, Session 1999-2000. *Improving Public Services Through E-Government*, Committee of Public Accounts, Fifty Fourth Report, Session 2001-2002. *Progress in Achieving Government on the Web*, Committee of Public Accounts, Sixty Sixth Report, Session 2001-2002.

Part One: Introduction and Background

policies and guidelines to underpin and monitor departments' implementation of e-government. It needs to be more pro-active in monitoring and reporting departments' progress on putting services online, the take-up of online services by the public and the quality and use made of departments' web sites. It should also identify and promote the widespread adoption of good practice.

- More web sites need to be designed around specific services that cut across organisational boundaries so that the citizen can access all the information they need on services from a single source.
- Departments have made services available online only to find that the public are reluctant to use them. People are only likely to use online services if they are easier and more cost effective to use, more accessible and more convenient.
- Departments need to consider how new technologies can be used to streamline current ways of working and improve productivity. Simply replacing conventional processes with internet-based applications will not in itself realise the significant improvements in efficiency which IT can make possible.
- Departments need to monitor the take-up of online services, how often they are used by the public and their impact on the quality of service which users receive.
- The public are unlikely to use electronic services unless they see real benefits from doing so. Departments need to concentrate their efforts on identifying and making fully available online those services which citizens are most likely to find useful.
- Certain groups in society, such as the elderly, unemployed, those on low incomes and those with learning difficulties, may not have easy access to the internet, with the risk that they are excluded from the benefits of e-Government.

- 1.7 More recently, the C&AG in Ireland produced a report on e-Government³. This confirmed that the risks and lessons to be learned are relatively common. For example, it highlighted a number of planned on-line transaction projects had not been implemented; the claims of benefits achieved were relatively non-specific; and stronger cost, performance measurement and reporting systems were required.

This study examines the achievement to date of ESD in NI and how well its delivery has been controlled and managed

- 1.8 In the context of the Government's reform and modernisation agenda the ESD target is only one strand of the much broader e-Government agenda. These include involvement in the UK Online initiative, the development of the Public Sector Network, NICS involvement with the Government Gateway programme, the Digital Inclusion programme, Electronic Document Management, Human Resource Management and other back office IT. This study focuses exclusively on the performance of Government departments against the targets for electronic service delivery as established by the Northern Ireland Executive in July 2001 (paragraph 1.4) - that is, public-facing services where departments deal directly with customers.

- 1.9 The study examines:

- the extent to which departments have followed good practice in planning, controlling and managing the ESD programme; and
- the effectiveness of the ESD programme in delivering 100 per cent of key services electronically by 31 December 2005.

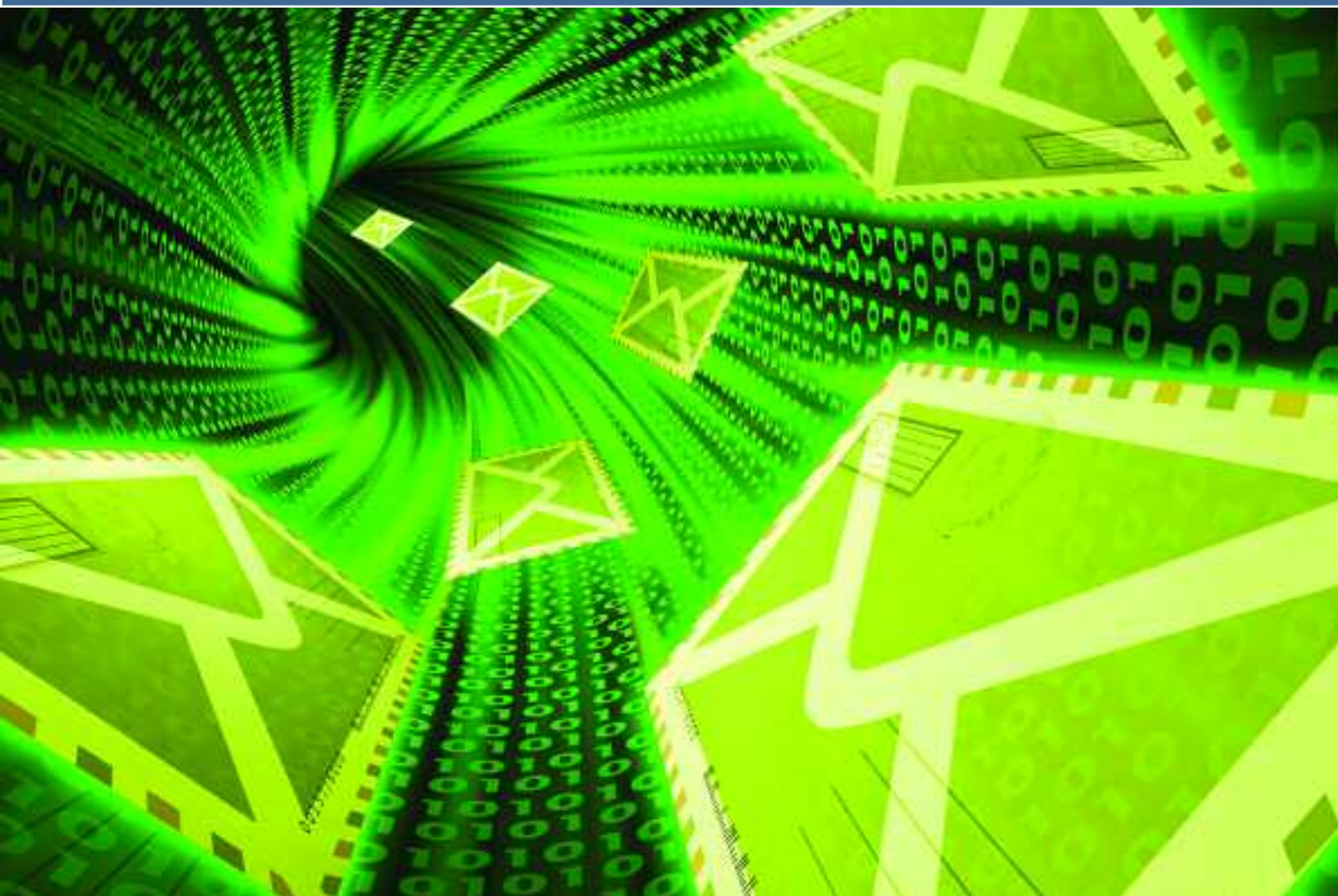
- 1.10 In undertaking this study, we

- liaised with the NI e-Government Unit of the Department of Finance and Personnel (DFP);
- undertook a high level review of the e-Government strategies and ESD targets of the 11 NI Departments and their Agencies;

- reviewed a sample of 31 key service areas out of a total of 94 (**Appendix 1**);
- considered the findings of previous NAO and PAC reports in this area; and
- commissioned Dr A.J. Masson, from the University of Ulster, to advise on and provide quality assurance on this report.

1.11 This report includes a number of case examples, identified during the study, which illustrate good practice in specific aspects of the development of electronic delivery of services. However, these cases are at an early stage in their project life and we are not, at this time, able to gauge the overall value for money of the projects.

Part Two: Planning, Control and Management of the ESD Programme



This part of the report reviews departments' selection, appraisal, monitoring and evaluation of the key services included within the 100 per cent delivery target and the central role of the NI e-Government Unit

Part Two: Planning, Control and Management of the ESD Programme

The basis on which key services were identified and selected for electronic delivery was not always clear

- 2.1 The NI e-Government Unit⁴ promoted, monitored and reported on electronic service delivery in NI. Following the setting of the ESD targets (paragraph 1.4), the Unit provided advice and guidance to help departments develop e-Business Strategies and identify which services should be counted towards their ESD targets (**Appendix 2**). On 1 April 2006, the NI e-Government Unit was brought into the Delivery and Innovation Division within the Department of Finance and Personnel (DFP).
- 2.2 Given the complexity of Government service delivery, the Unit did not consider it practical to provide an all-encompassing definition of a key service. It advised that these could only be determined in the business context of each department. In deciding which services to provide electronically, departments were advised to consider:
- the public expectation and desire for such services;
 - the overall benefits for the citizen in terms of the convenience and responsiveness of Government services;
 - the potential for improving the quality and efficiency of service delivery; and
 - the resource implications of providing such services (costs and benefits).
- 2.3 As many Government services in NI are provided by agencies, these were included within the scope of the ESD targets. The NI e-Government Unit also advised departments to encourage their Non-Departmental Public Bodies (NDPBs) and other related bodies to set similar targets for ESD. This approach recognised that the concept of e-government does not stop at departmental boundaries, as potential 'joined-up' services may cross existing organisational boundaries.
- 2.4 Each NI department was required to prepare an e-Business Strategy by June 2001 and subsequently the NI e-Government Unit advised departments, when identifying key services for inclusion in the ESD target, to:
- identify and list all services provided;
 - assess services against the key service criteria (see paragraph 2.5);
 - consult with stakeholders to determine their needs and requirements;
 - consider the potential for creating new services through the electronic integration of existing services; and
 - clearly define and obtain Ministerial approval for the key service.
- 2.5 In selecting key services (those falling within the ESD targets) departments were advised by the NI e-Government Unit that these should be services which:
- result in a high number of transactions with citizens;
 - provide services which are highly valued by the citizen; and/or
 - require the citizen by law to transact business with the public sector, for example vehicle licensing.
- 2.6 In response to NI e-Government Unit guidance, NI departments selected 94 key services all of which were to be capable of being delivered electronically by December 2005. The key services identified by the NICS Departments ranged in complexity. Some involved solely the provision of information on a departmental website (for example, provision of information about DCAL). Others involved financial transactions with service users (for example the Driver and Vehicle Testing Agency's booking of and payment for a vehicle test).
- 2.7 In our review of the 11 Departments' selection of key services, we found that none had complied in full with all aspects of the relevant guidance. Only three departments (Department of Enterprise, Trade and Investment, Office of First Minister and Deputy First

⁴ Formerly the Central Information Technology Unit (Northern Ireland) (CITU(NI)). The NI e-Government Unit was part of the Office of the First Minister and Deputy First Minister (OFMDFM), until 31 December 2005 when it transferred to the Department of Finance and Personnel (DFP).

Minister and Department for Regional Development) undertook a baseline audit of all their services and only one (Department of Agriculture and Rural Development) undertook a consultation with customers before identifying key services. There was no evidence that departments had prioritised their services by volume, frequency, cost and value of transactions; nor was there documented evidence of Ministerial approval for the key services.

2.8 In response to these findings departments offered a number of explanatory comments, including:

- they considered there was evidence of the intention to obtain Ministerial approval or that subsequent papers implied approval had been given by Ministers, even though no formal document with a Ministerial approval was available;
- the lack of documented evidence was a record management issue rather than any failure on behalf of departments to obtain the necessary Ministerial approval;
- they considered the guidance was not always clear and was not viewed as prescriptive;
- with regard to customer engagement, they drew on existing knowledge rather than consulting with stakeholders; and
- consultation on the selection of key services was unnecessary in view of consultation undertaken on other services or could have been wasteful of resources where the department considered its key services were readily determined.

2.9 The Department of Finance and Personnel (DFP) has commented that Ministers were regularly apprised of progress by departments against the electronic service delivery target and were fully engaged with this programme of work.

2.10 DFP has also commented that an over-simplistic presentation of departmental compliance with NI e-Government Unit guidance could suggest a total

absence of management of the projects which, in its view, is at variance with the successful delivery of innovative e-Government projects such as JobCentreOnline (DEL), Landweb (DFP), Companies' Registry (DETI) and Vehicle Test Booking Service (DVTA). DFP has stated that other projects, such as the ePIC planning system (DOE), online Insolvency Service (DETI) and interactive careers information (DEL) demonstrate a strong approach to early delivery of e-enabled public services. NIAO is currently examining the Landweb project and will report on this in 2008.

2.11 In our view, where guidance is issued to departments the status of the guidance and the need for compliance needs to be clearly and unambiguously defined. We are particularly concerned that documented evidence of Ministerial approval for the key services to be included in the ESD target was not available. Departments must ensure that, where Ministerial approvals are required, these are fully documented and this documentation is retained to ensure a clear and verifiable audit trail.

2.12 In our sample of 31 individual key services included within the ESD target, we found that 18 of them had no documented evidence that the key service was assessed to determine whether it met the relevant criteria of being highly valued by the citizen, involved a high number of transactions or was a requirement in law.

2.13 We also found limited documented evidence that departments with NDPBs and other related bodies had followed the advice to encourage those bodies to adopt similar targets for electronic service delivery.

2.14 In our view, the failure to comply with the NI e-Government Unit's guidance has created a number of risks for the electronic service delivery programme. Without a comprehensive baseline assessment of all services it is not possible to be certain whether the correct services have been included or important ones excluded. This creates the risk either that services will be defined as 'key' and electronically-enabled, even though there is no evidence of customer demand; or that important services will be excluded from the ESD targets because they are not appropriately assessed.

Part Two: Planning, Control and Management of the ESD Programme

2.15 We also believe the failure to encompass NDPBs and related bodies within the electronic service delivery targets, risks causing some key services to be overlooked and may undermine opportunities to deliver joined-up services across operational boundaries.

2.16 In selecting services for electronic delivery, it is important that departments follow good practice guidance. It is not enough simply to put existing services on-line. Departments should review the totality of their customer-facing services and focus in particular on those areas where there are high numbers or value of transactions or where there are likely to be clear benefits for service users. The selection of services for electronic delivery should be evidence-based.

2.17 In our view, it is important that Government strategy for the implementation of electronic delivery of services is not restricted to departments and agencies but also engages NDPBs and other arm's length bodies. This will be important to ensure that all key services can be identified and prioritised; joined up services which cross departmental and organisational boundaries can be developed; and that the aim of designing services around the needs of the citizen can be achieved.

Most departments developed their key services without sufficient customer engagement and therefore risk not meeting the citizen's needs

2.18 ESD is meant to be designed around service users' needs rather than for the convenience of existing Government organisations. The views of the customer should be canvassed to determine these needs. Without consultation, there is a risk that services may be developed and implemented which do not meet citizens' needs. Such services may need to be redesigned or replaced in the future, at additional cost, by new services which better meet the needs of users.

2.19 However, we found little evidence that departments had formally engaged with customers or other departments during the selection and implementation

of their individual key services or that they had specifically identified and addressed barriers to customer participation. For example, in reviewing departments' selection of key services (paragraph 2.6), we found that:

- 10 of the 11 departments had no documented evidence of citizens being consulted or surveyed on the proposed delivery of key services; and
- 10 of the 11 departments had no evidence of undertaking market segmentation to identify the needs of different types of customers.

2.20 Nonetheless, we identified some services where there had been engagement with the customer and where this consultation helped to inform the process of e-enabling the key service (**Figure 2.1**).

**Figure 2.1: Case Study
ePlanning Information for Citizens (ePIC)**

The ePIC system is a replacement back office system for processing planning applications. It requires funding of £17.9m over five years, increasing to £21.6m if the project is extended for a further two years. The comparative costs for the 'do nothing' option, that is no change to existing service provision, were £12.9 million and £17 million respectively. ePIC provides an Internet portal enabling customers to submit, pay for and track the progress of planning applications on-line in a secure environment. It enables e-consultation with statutory consultees, amenity groups, neighbours and local District Councils while allowing the public to search for applications and to comment electronically on proposed developments.

In developing the system, the Department's Planning Service Agency made substantial efforts to involve stakeholders, including representatives from central and local government, Confederation of British Industry, the Construction Industry Group and Community Technical Aid in the project by including them within the Project Board and the Project Assurance Team. In addition, the Agency held meetings with each stakeholder group during the development of the system's inputs and outputs to meet the needs of customers.

2.21 A specific aspect of ESD relates to the principle of inclusiveness, the potential benefit being that well-designed systems can help improve delivery of services to a wider range of citizens. However, it is recognised that certain groups in society such as the elderly, the unemployed, those on low incomes, those

with learning difficulties and ethnic minorities may not have easy access to the internet, or may be less able to use it effectively, with the risk that they are excluded from the benefits of ESD (**Figure 2.2**). We note that providing access to such groups was one of the key strategic objectives of the Electronic Libraries for Northern Ireland (ELFNI) project⁵.

Figure 2.2: The Digital Divide

In recognition of the fact that certain groups within society are likely to have less access to the internet, or be less able to use such technology, in 2003 the NI e-Government Unit commissioned research to establish the extent to which such factors may impact on take-up of electronic services. This social imbalance has become known as the 'Digital Divide'.

The research undertaken in 2003 and annual NI omnibus surveys (undertaken by Northern Ireland Statistics and Research Agency) confirmed that there were differential rates of access to and usage of the internet by age, gender, location and socio-economic group. This indicated, in particular, that older people and those in lower socio-economic groups had significantly less access to the internet.

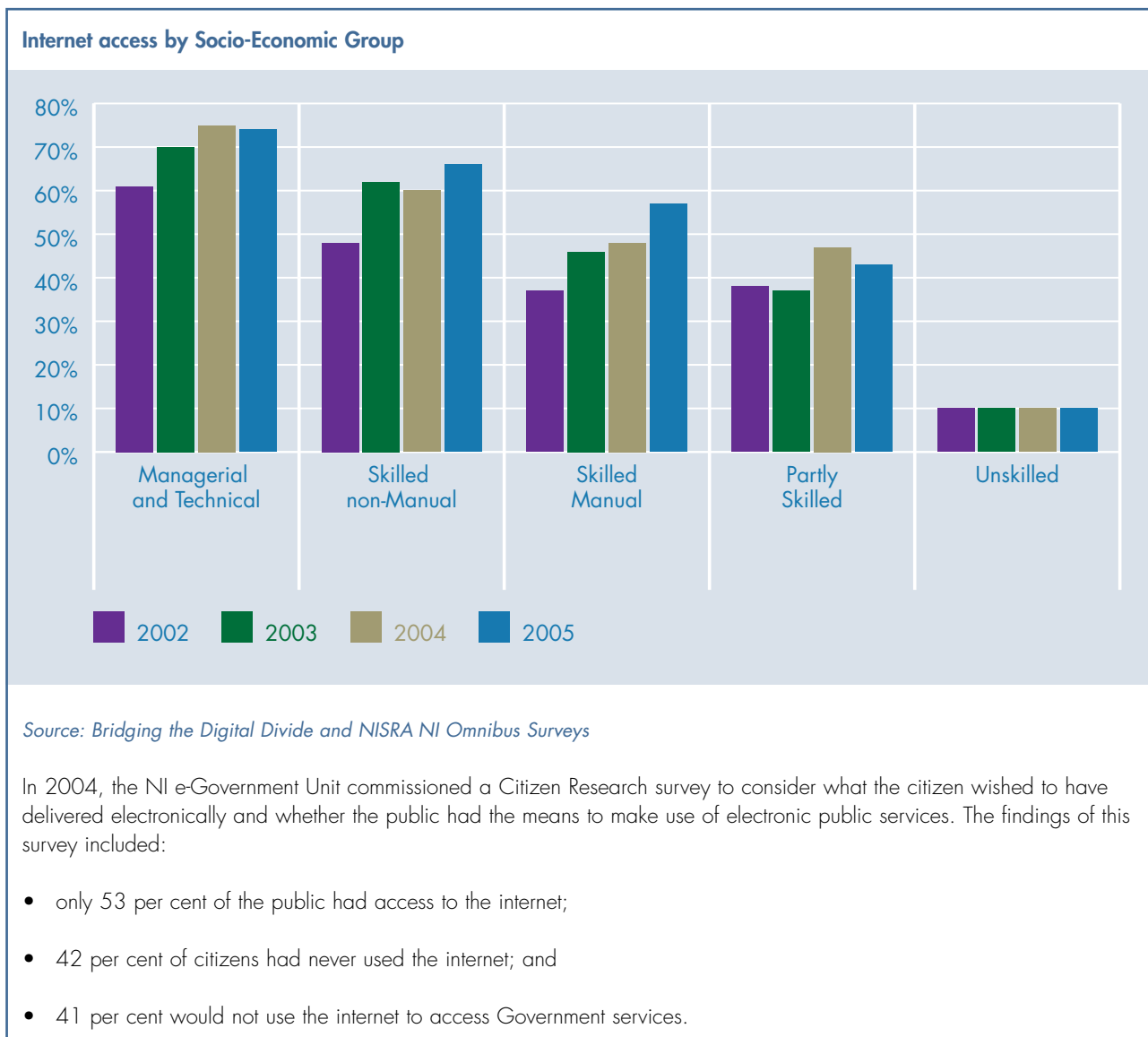
Internet access by Age



Source: Bridging the Digital Divide and NISRA NI Omnibus Surveys

⁵ The Private Finance Initiative: Electronic Libraries for Northern Ireland (HC 523, November 2005)

Part Two: Planning, Control and Management of the ESD Programme



2.22 Despite the evidence that take up of electronic services by sections of the public could be limited, we found that departments had not pro-actively addressed the issues of targeting hard-to-reach groups, identifying barriers to take-up and establishing remedial actions. Our review of departments' selection of key services, indicated that 10 of the 11 departments did not:

- identify specific groups as being vulnerable or less likely or able to access the key service electronically; or
- undertake any research on the extent of take-up of electronic services by such groups; or
- identify actual or potential barriers to take up by such groups.

2.23 The importance of understanding citizen's needs cannot be over-emphasised and departments should make concerted efforts to determine those needs⁶. We recommend that departments follow this guidance. In particular, when assessing services for electronic delivery, it is vital if citizens' needs are to be met, that departments:

- undertake appropriate research on the importance of services to the citizen and business users;
- consult with service users to establish how the service should be e-enabled to meet users' needs; and
- clearly identify any barriers to take-up of the service by potentially vulnerable groups and develop appropriate action plans to address those barriers.

The costs and benefits were not fully appraised for a significant number of the key services

2.24 In GB, each electronic service included within its 100 per cent target had to be supported by a business case. Although NI departments were not instructed to complete a business case, they were expected to follow the requirements of the Green Book⁷ which indicates that *"the principles of economic appraisal are expected to be applied to all decisions and proposals for spending or saving public money and any other decisions or proposals that involve changes in the use of public services"*.

2.25 The NI e-Government Unit did not hold detailed costs for the electronic service delivery programme. Delivery and Innovation Division (DID) subsequently told us that it was content that normal project management practices would be followed by departments as each project moved to implementation. In December 2001, based on estimates provided by departments, the Unit estimated that the cost of implementing the departmental e-Business Strategies ranged from £3 million over three to four years for small departments to over £14 million over the same period for larger

departments. At that time, the Unit indicated that detailed costs would emerge as business cases were brought forward for individual projects. However, the overall cost of the ESD programme has not been estimated and is not available to us.

2.26 From our review of 31 key services we found that in 14 (45 per cent), departments had not produced a business case or were unable to provide business case documentation. However, for the 17 key services supported by a business case we established that the projected costs totalled over £200 million.

2.27 Even in the 17 key services which had been subjected to a business case, we found limitations with the appraisal process. For example, two had not identified alternative options for delivering the key service, while another two had identified only limited options; and seven had not identified the non-monetary costs and benefits associated with the various options.

2.28 Among the reasons put forward by departments for not having business cases were:

- the project was too small to justify the resources required to produce a business case;
- the project was a small element of a bigger project which was the subject of an economic appraisal or business case;
- the project was completed before the NI e-Government Unit issued its request in March 2002 for departments to identify their key services;
- the service was mandatory (for example provision of a website) or a legal requirement and therefore did not require a business case; and
- business case papers had been destroyed in accordance with the department's document retention policy.

2.29 The ESD targets were to include only services with a high volume of transactions, high value to the citizen or underpinned by a legal requirement for the citizen to transact with Government. The guidance issued by

⁶ OnlineNI, A Vision for 21st Century Government for Northern Ireland

⁷ Appraisal and Evaluation in Central Government, HM Treasury

Part Two: Planning, Control and Management of the ESD Programme

the NI e-Government Unit also indicated that there was an opportunity to develop new, joined-up services.

- 2.30 In our view, the decision to define a service as key, include it within the ESD target and deliver it electronically represents a change in the use of public resources as defined in the Northern Ireland Practical Guide to the Green Book (paragraph 2.24). On this basis, we would have expected each key service to be subjected to this standard public sector test of value for money. Therefore, all key services should have been appropriately appraised to ensure user needs were identified, a range of delivery options was assessed and the associated monetary and non-monetary costs and benefits were measured.

- 2.31 Electronic service delivery is at the heart of the Reform Agenda. However, this does not obviate the need for departments to construct the business case for electronic delivery of services. In the absence of business cases, it is not possible to establish for the majority of key services included in the ESD targets whether they represent the best option for service delivery, meet the needs of citizens and the departments and provide value for money.

- 2.32 For the future, we recommend that departments appropriately appraise services identified for electronic delivery. This will ensure that decisions are made to e-enable only those services where there is a clear demand from service users and where the benefits (for example, in terms of service delivery or improved efficiency) can be shown to exceed the costs.

Insufficient performance measures were established to gauge the effectiveness of electronic service delivery

- 2.33 Without systematic performance measurement, it is not possible to assess the benefits from ESD and whether the key services are delivering value for money. It is therefore important that key services falling within the ESD target are monitored and evaluated.
- 2.34 The aims of electronic service delivery include providing service users with greater choice, better accessibility, more convenience, inclusiveness and

faster delivery. It also opens opportunities for improving Government efficiency (paragraph 1.5). Departments can therefore only gauge the effectiveness of their electronic services if they develop performance measures for these factors.

- 2.35 In our review of 31 key services, we found some examples of good practice (**Figures 2.3 and 2.4**) where appropriate targets had been set and where uptake and customer satisfaction were monitored.

Figure 2.3: Case Study
E-planning Information for Citizens (ePIC) System

The Department for the Environment's business case for the ePIC system set targets for uptake of the service. These included targets for the proportion of planning applications and on-line property certificates from architects, builders, public and Local District Councils, which would be submitted electronically:

Proportion of applications submitted electronically	by
10%	Dec 2005
20%	Dec 2006
40%	Dec 2007
60%	Dec 2008
70%	Dec 2009
80%	Dec 2010

Figure 2.4: Case Study
DVTA – MOT Booking Service

DVTA's call centre provides a telephone booking service for driving and vehicle tests. The Agency's booking and payment system generates data on the number of bookings made through all booking channels. These are reported monthly to the Agency's Management Board.

The centre also carries out a monthly survey to assess levels of customer satisfaction with the call centre booking service. Over the period February 2005 to June 2006, the surveys indicated a very high level of customer satisfaction, with an average of 96 per cent of customers saying they were totally satisfied with the overall service and 96 per cent totally satisfied with the call centre service.

2.36 However, in most cases, departments had not set performance measures or targets to complement the overarching goal of 100 per cent delivery of ESD. From our sample of 31 key services, we found that:

- take-up of the electronic services was not being monitored for 17 of the 27 services which have been implemented;
- 23 (74 per cent) of the key services had not established take-up targets or quality of service delivery targets;
- 22 (71 per cent) had not requested feedback from the public on satisfaction with, and accessibility and quality of, the electronic service; and
- 22 (71 per cent) had not established targets for cost savings or efficiency gains.

2.37 We recommend that NI Departments review their current electronic services and establish performance targets to gauge the effectiveness of electronic service delivery. These measures should be developed around the perceived benefits of the specific service (for example, cost savings, efficiency gains, customer choice and convenience). Departments should regularly monitor take-up of services, how often they are used and the impact on the quality of service users receive. This information should be analysed to assess progress against targets but also to establish patterns and to inform future developments, promotional campaigns and take-up strategies and action plans.

2.38 Where necessary, targets should be supported by relevant take-up action plans. In our view, such targets and plans will help to focus departments on encouraging service users to access electronic services.

2.39 The NI e-Government Unit's guidance requires that key electronic services be subject to post-completion evaluation to identify the benefits realised against those projected in business cases and to promulgate the lessons learned. The purpose of such evaluations is to measure the success of the service delivered to the citizen and to inform future development.

2.40 Our review of key services identified examples where objectives had been set within the business case for the service and where post-implementation evaluation had been carried out (Figure 2.5).

Figure 2.5: Case Study
Redundancy Payments Service Computer Project

The Redundancy Payments Service Computer Project is the upgrading of back office systems to process claims for redundancy payments. The project aimed to speed up data analysis and increase reliability of processing.

The economic appraisal completed in June 2002 for the project clearly defined the expected outputs and outcomes. The Project Management Evaluation, which was carried out in November 2003 following implementation of the project, compared actual performance against these targets. For example:

Expected Output/Outcome	Actual
Decrease in time taken to process application for payment from the National Insurance Fund (10-15%)	A saving of between 65% and 80%
Reduced DEL staff time spent manually processing payments (50-80%)	Staff savings of at least 85% achieved
Reduced DETI accounts staff time spent setting up vendor details and manually keying and processing payments (85%)	It is estimated that 85% to 90% of staff time saved
Abolition of representatives fees (£9,000 per annum)	To the date of the evaluation, a saving of £8,826 achieved

Part Two: Planning, Control and Management of the ESD Programme

2.41 Nevertheless, a significant number of the key services in our sample did not have an evaluation framework in place:

- 13 (42 per cent) had not undertaken, or had no documented plans to undertake, an evaluation of the key service;
- in 7 (23 per cent) of the cases, the service has been implemented but the planned evaluation is still to be undertaken; and
- 4 (13 per cent) of the key services are still being implemented and the Business Units are planning to conduct a post completion evaluation of these services.

2.42 In the absence of post-completion evaluations departments will be unable to assess the benefits to the citizen; establish the lessons to be learned to inform future projects; confirm if services delivered are achieving the expected monetary and non-monetary benefits; and demonstrate that electronic delivery of services represent value for money and meet the needs of citizens.

2.43 It is important that a post completion evaluation is carried out for each key service to assess if the benefits projected in the business case are being achieved. The evaluation will also help to identify and disseminate lessons learned to assist in future projects. Where performance measures and an evaluation framework are not available, departments should review these key services to construct a baseline and develop appropriate performance measures.

Central management and oversight by the NI e-Government Unit was limited in scope

2.44 The NI e-Government Unit aimed to transform public services to meet the needs of citizens and businesses and had central responsibility to promote, monitor and report on ESD in NI. The Unit generally adapted guidance developed by its GB counterpart (based in the Cabinet Office), to reflect the NI position before issuing it to NI departments.

2.45 The NI e-Government Unit made a number of positive contributions to support electronic service delivery, including:

- issuing guidance, providing advice and organising seminars/workshops to help departments identify their key services and develop their e-Business Strategies;
- reviewing the departmental Information Systems strategies and ensuring that departments produced e-Business Strategies, including the identification of key services for electronic delivery;
- setting targets for ESD and monitoring progress towards the overall ESD target;
- commissioning consultants to review 'NICS on the Web', conducting research and reporting on the inability of certain groups in Northern Ireland to fully access electronic services and producing a toolkit for departments to engage with their customers on ESD;
- publishing the Online NI e-Government Strategy and Digital Inclusion Strategy; and
- working with departments and the Cabinet Office in securing access to the Government Gateway.

2.46 The Unit also lent support to the e-Government Board (an inter-departmental group of senior civil servants). The Board's original aim was to oversee development of an overarching Corporate Strategic Framework and to agree and oversee implementation of the associated Information and Communications Technology (ICT) developments to deliver public services in NI. From June 2005, the Board's focus includes:

- to lead Government reforms and modernisation by transformation of service delivery through ICT;
- to collectively implement common information and technology solutions across departments;
- to champion, advise and report on standardisation, compliance and consistent

implementation of agreed solutions within each department;

- to ensure delivery of high quality and efficient services that meet the needs of citizens and businesses in NI; and
- to optimise use of resources by acting collectively in the interests of departments.

2.47 Despite the positive aspects of the Unit's work to support departments in the development of electronic delivery of key services, in our view there were a number of limitations in the role of the NI e-Government Unit. For example:

- The Unit provided advice to departments on how to select their key services (paragraphs 2.1 to 2.5). However, it did not exercise any challenge function to ensure that key services selected met these criteria or, conversely, whether services excluded from the ESD target were assessed appropriately by departments;
- Although the Unit was responsible for conducting the annual monitoring exercise on departments' progress towards achieving the 100 per cent ESD target, it played no role in ensuring that systems were in place to validate the accuracy of the reported achievement, nor did it put the figures into the public domain. In England and Scotland, progress reports are published quarterly and annually. A survey into public understanding and expectation of e-government in NI, commissioned by the Unit in 2004, indicated that only 18 per cent of the public were aware of the ESD target;
- The lack of performance measures suggests that there is a need for central guidance and support to help departments develop appropriate measures; and
- In line with PAC recommendations in GB (paragraph 1.6), there would appear to be scope for the Unit to operate more pro-actively with departments and agencies – for example, by disseminating and promoting the adoption of good practice examples to departments on how to

encourage citizens to take up on-line services and by developing more rigorous central monitoring and evaluation strategies for ESD.

2.48 In response the Delivery and Innovation Division told us that it considered the NI e-Government Unit had no authority to question the decisions of Northern Ireland Ministers and it wanted to avoid the pitfalls of over-concentration on targets which could have unintentionally skewed behaviour. DID expected departments to establish robust monitoring procedures and that all information regarding Ministerial commitments to be rigorously checked before being returned to it.

2.49 DFP has stated that the primary responsibility for accurate reporting of project progress rested with departments in response to the priorities set by their own Ministers; the role of the NI e-Government Unit was to collate individual reports to provide an overall view for the Minister with responsibility for e-Government and the Secretary of State and to submit regular progress reports to the e-Government Board on the completion of targets. In its view, it was neither desirable nor practical for the NI e-Government Unit to conduct separate validation work.

2.50 However, Government has recognised that a critical success factor in other administrations has been the utilisation of a strong central body to drive through change⁸. The successful implementation of ESD requires new innovative approaches and changes to the way Government operates. It depends on strong leadership and guidance to departments on how to identify and assess key services and implement electronic delivery.

2.51 We recommend the Delivery and Innovation Division, as the successor to the NI e-Government Unit, continues to work proactively with departments to develop rigorous central monitoring and evaluation strategies for ESD.

2.52 DFP has commented that it was entirely proper for each department and each Minister to consider the guidance issued by the NI e-Government Unit within the context of their respective business environments and priorities and to make their decisions accordingly.

Part Two: Planning, Control and Management of the ESD Programme

In DFP's view, it was not the NI e-Government Unit's role to ensure its advice was adopted by departments nor to challenge Ministers' decisions on the programme.

- 2.53 We accept that departments are responsible for the selection of services which are to be delivered electronically. However, we believe the Delivery and Innovation Division should offer a constructive challenge function when services are selected for electronic delivery to ensure that departments have followed relevant guidance and good practice. It should also ensure that good practice is disseminated and adopted by departments in the planning and implementation of ESD. This will include, for example, developing action plans to determine the needs of the citizen, determining the services which are most valued by the citizen and the preferred method of delivery, encouraging customer take-up and addressing the digital divide.
- 2.54 DID should continue to play a key role in providing advice and guidance to departments. It can advise on business cases; provide assurance that departments are complying with good practice; and, with departments, develop methodologies for assessing the costs and benefits of ESD so that informed investment decisions are taken.
- 2.55 It is also important that, where targets are set for new modernisation initiatives, there should be open and transparent reporting on progress. Targets should be published and progress towards targets regularly reported through appropriate channels to the Assembly and the public.
-

Part Three: The Effectiveness of the ESD Programme



This part of the report reviews the extent to which the electronic service delivery targets have been achieved, recent developments in this area and the lessons for the future

Part Three: The Effectiveness of the ESD Programme

At December 2005, NI Departments reported that 93 per cent of key services were e-enabled. A number of these have received external recognition.

3.1 NI Departments selected 94 key services all of which were to be capable of being delivered electronically by December 2005.

3.2 The NI e-Government Unit monitored departments' progress towards the target. At December 2005 departments reported that 93 per cent of key services were capable of being delivered electronically (**Figure 3.1**). Six of the 11 departments reported full achievement of the target and only one department (DOE) reported an achievement lower than 80 per cent.

Figure 3.1: Reported Progress of ESD by NI Departments

Dept	Key Services at December 2002	Key Services at December 2005	Percent Complete at December 2005
DARD	10	11	100%
DCAL	16	6	100%
DE	6	2	100%
DEL	9	10	100%
DETI	4	4	80%
DFP	10	8	89%
DHSSPS	4	4	100%
DOE	14	12	72%
DRD	8	6	90%
DSD	10	15	99%
OFMDFM	3	3	100%
TOTAL	94	81	93%

Note: The NI e-Government Unit's final report on ESD targets noted that performance figures provided a simplistic and broad indicator of ongoing progress in a complex area of work.

Source: NIAO, based on information from NI e-Government Unit reports.

Figure 3.2: Reported Progress of ESD in NI, England and Scotland

	NI	England	Scotland
31 December 2002	56%	63%	79%
31 December 2003	70%	71%	82%
31 December 2004	89%	74%	87%
31 December 2005	93%	96%	Stage 1: 95% ¹
			Stage 2: 89%
			Stage 3: 77%
			Stage 4: 52%

Note 1: In Scotland, at December 2005 progress on implementation of service delivery was reported by the percentage of services delivered at each of 4 stages - Stage 1, provision of on-line information; Stage 2, one-way interaction; Stage 3, two-way interaction; and Stage 4, full online transaction.

Source: NIAO based on information from NI e-Government Unit reports, Cabinet Office and Scottish Executive websites.

- 3.3 The Northern Ireland achievement of 93 per cent of key services was slightly lower than that reported in England and in Scotland (**Figure 3.2**). In England, government departments reported 664 services as being e-enabled by December 2005 (an overall rate of 96 per cent); in Scotland, 589 services (representing 95 per cent achievement). Nevertheless, the NI e-Government Unit told us that it believes the NI level represents a positive achievement by departments.
- 3.4 Evidence on the quality of service delivery is reflected by the fact that some key services have received external recognition (**Figure 3.3**).

Figure 3.3: Examples of NI electronic services receiving external recognition

At the e-Government National Awards in January 2006, the **Land Registry of Northern Ireland's** Land web Programme was highly commended in the 'Central e-Government excellence: take-up category'. The online access service for searching the registry records now accounts for 95% of all transactions, 600 external organisations use Landweb and Landweb Direct regularly receives over 500,000 hits per month. (www.lrni.gov.uk)

DEL Job Brokering service was awarded the BT Northern Ireland / Belfast Telegraph e-Xcellence Award in January 2003 for the jobcentreonline.com facility, in its application of technology and user-friendly set-up. In 2006-07, the service appeared twice in the Hitwise top 10 Awards for UK local government websites, ranked fifth by the number of hits for websites in this category. The service allows users to search for a job online. The website also offers help on writing a CV, how to handle an interview and advice on employment rights and legislation. (www.JobCentreOnline.com and www.EmployersOnline.com)

DARD eLearning service was recognised by the Qualification and Curriculum Authority Northern Ireland (QCA) in their 'Improving Skills and Qualifications – New thinking for reform' information pack, published in 2005. The pack and accompanying DVD showcases the DARD elearning service as good practice and highlights the advantages of online learning. (www.dardni.gov.uk)

Part Three:

The Effectiveness of the ESD Programme

The reported performance target is limited in scope and provides little information on the success of service delivery

- 3.5 While we welcome the reported achievement to date, there are a number of limitations associated with the ESD target of 100 per cent of key services capable of being delivered electronically. The target is essentially supply-side in nature and does not consider the demand for, or take-up of, electronic services. Nor does it inform about the achievement of the associated benefits (accessibility, convenience, choice, faster delivery and improved efficiency). It is therefore possible for departments to achieve the target without necessarily delivering any of the benefits of e-Government.
- 3.6 Our review of the figures reported by departments to the NI e-Government Unit highlighted a number of other limitations with the target.
- 3.7 **A large tranche of customer-facing services are not included** in the target. Many government services are delivered to the citizen by NDPBs, other arm's length bodies and District Councils. Although departments were advised to encourage NDPBs and other related agencies to adopt targets similar to those for Government departments, DID commented that departments were reluctant to impose such targets in the absence of supporting resources. Among those bodies not included in the target are Invest NI, Education and Library Boards, Museums, HPSS Boards and NI Housing Executive. These bodies all have large numbers of customers but their development of electronic service delivery does not fall within the target. The target is therefore significantly restricted in scope.
- 3.8 **There is no independent validation of the figures** reported to the NI e-Government Unit. For example, we noted that in a monitoring return one department reported 8 separate key services as being 87 per cent completed but was unable to provide any objective basis for how this figure was derived.
- 3.9 **A key service can be counted as being fully delivered as soon as one element of it is e-enabled.** The target relates to capability of being delivered electronically which does not necessarily equate to

comprehensive provision. For example, the NI e-Government Unit advised departments that *"if one of the key services is to publish all departmental legislation electronically, the fact that some but not all legislation has been published electronically by the target date would count towards the achievement of the target because the capability has been clearly demonstrated"*.

- 3.10 In some cases, **departments counted internal, government to government services in the target (Figure 3.4)**, thereby inflating the number of key services. The ESD target is meant to count only those customer-facing services provided to the citizen, businesses or the voluntary and community sector.

Figure 3.4: Example of a Government to Government Service Included in the Target

The Department for Social Development (DSD) identified 15 key services to be delivered by December 2005. These services included **Corporate Services to DSD and Liaison with other NI Departments**. However, as government to government services, and not citizen-facing, these services do not meet the NI e-Government Unit's criteria for a key service for the ESD targets.

- 3.11 DSD told us that applying ESD principles to internal government to government services can create efficiencies which can be redirected to frontline services. It argued that it is appropriate to consider these services as key services as, in most cases, ESD services could only be justified if they are considered as part of a broader service improvement programme. We note, however, that this runs counter to the Guidance from the NI e-Government Unit which clearly states that government to government services should be regarded as support services and, in the context of the ESD targets, only citizen facing or business facing services should be included.
- 3.12 **The number of key services included within the target has reduced over time.** In July 2003 the NI e-Government Unit held a workshop to review overall progress on the e-Government agenda and discuss any changes in approach regarding targets for service

uptake or channel migration⁹. Prior to the 2003 year end monitoring exercise some departments reviewed their key services list and, in some cases, internal back office systems were removed. Following these reviews, 8 of the 11 departments amended their key services and the number of key services was reduced from 94 to 81. We found that 6 of the 8 departments had not obtained Ministerial approval for the changes to their key services list and the basis for the changes was not clearly and fully documented.

3.13 DID has stated that ESD targets were about kick-starting the thinking about e-Government and the full potential and benefits of multi-channel joined up services are still some time away. It notes that the Online NI Strategy (2003) set out a vision looking 10 years ahead and while progress has been made to date there is still some way to go to deliver the vision.

3.14 DFP has stated electronic service delivery continues to be an evolving concept and that making good progress was the priority rather than achieving a blanket target policed by the NI e-Government Unit.

3.15 It is important that clearly defined and transparent targets provide a robust and meaningful measure of the success of the electronic service delivery programme. While the main overarching target is key to measuring overall progress of the implementation of electronic service delivery, we recommend that appropriate performance measurement processes are implemented which complement the main target and which provide a basis for assessing achievement of the associated benefits (choice, accessibility, convenience, inclusiveness, faster delivery and improved efficiency).

There is limited evidence of new electronic services being developed or of joined-up service delivery

3.16 A key theme of the Modernising Government Agenda is the need for Government departments to identify the potential for joined-up services to minimise duplication and to simplify the citizen's interaction with Government. NI e-Government Unit Guidance on the

selection of key services to be included in ESD targets, indicated that there was an opportunity to develop new, joined-up services, designed to fit citizens' needs and expectations rather than the way in which Government is structured.

3.17 However, in our review of key services we did not identify evidence that departments were systematically reviewing services to achieve such outcomes. We did not find any cross-departmental, joined-up services within our sample of 31 key services. DID has commented that as the joining up of services involves joining up policy development and business processes and raises issues of governance and accountability it was unrealistic to expect the ESD targets to lead directly to joined up services by 2005.

3.18 Simply putting existing services on-line does not fulfil the vision of electronic service delivery which emphasises the development of new, often joined-up, services which are tailored to meet the expressed needs of users. We recommend that departments and other public bodies work together more closely to develop more joined up, integrated services of this nature which cross departmental boundaries.

3.19 DID should be best placed to help departments with the challenges of identifying, adopting and implementing more joined-up and integrated services. Electronic service delivery cannot be reviewed simply in the context of the organisation alone but should be seen from the wider view of the citizen.

Most services are at an early stage of electronic delivery, with fewer transactional or integrated services

3.20 There are 4 key stages of online ESD (paragraph 1.2). It is not expected that all, or even most, services would necessarily proceed past the early stages, as this will depend on the nature of the service provided. For example, where a service area has no public databases but simply provides information and publications to the public, Stage 1 may be appropriate.

⁹ Channel migration is the change in method of communication, for example from telephone to the internet, through which the customer transacts with the service provider.

Part Three:

The Effectiveness of the ESD Programme

3.21 From our review of the 31 key services, we found that:

- 13 (42 per cent) are at Stage 1 (Publish) - one-way flow of information from Government to the citizen, for example providing information about a service;
- 4 (13 per cent) are at Stage 2 (Interact) – two-way flow of information is taking place between Government and the citizen, for example DEL's Interactive careers information and assistance;
- 8 (26 per cent) are at Stage 3 (Transact) – where actual transactions can take place between Government and the citizen, for example DARD elearning allows students to transact with lecturers and interact with other students; and
- 2 (6 per cent) are at Stage 4 (Integrate) - a position of fully integrated on-line service provision, for example Land Registry sharing information with the NI Pointer System, Rates Collection Agency, Assets Recovery Agency and the Valuation and Lands Agency; and

Three (10 per cent) of the 31 key services included in our sample, are not being delivered online but by telephone. One project reviewed was the completion of a scoping study, assessing the potential of a co-ordinated e-consultation website, and not the delivery of the service.

3.22 It is important for the successful development of ESD that services are delivered at the stage which is most appropriate. It is not clear from the reported NI figures either what stage of ESD has been attained or what the potential stage of ESD is for the service area **(Figure 3.5)**.

Figure 3.5: Case Study
Driver and Vehicle Licensing Northern Ireland (DVLNI)

Driver and Vehicle Licensing Northern Ireland (DVLNI) included **telephone re-licensing and data sharing** as a key service. This service enables customers to phone a dedicated telephone number, quote their vehicle registration number and insurance certificate number to the operator who conducts the required validation checks. When the payment is verified the vehicle licence is issued.

In 2004, DVLA(GB) introduced both internet and interactive voice recognition telephone re-licensing services for vehicles less than three years old. This service has now been extended to all vehicles, facilitated by links with the MoT database, the Department for Work and Pensions and the Veterans' Agency.

DVLA(GB) fund all developments in the provision of the vehicle register in Northern Ireland. In 2003, it suspended any further development in DVLNI pending the outcome of work on the integration of the DVLNI and DVLA(GB) vehicle registers.

3.23 We note that Scotland reports progress of electronic service delivery against each of four key stages **(Figure 3.2)**.

3.24 DID recognises the benefits to be gained from enabling the citizen to transact with Government using online services and has said that this is a key theme of the Online NI e-Government Strategy. However, it notes that online delivery is only one dimension of the multi-channel approach needed to ensure that all citizens can benefit from reform in service delivery.

3.25 In our view, large numbers of electronic services at Stages 1 and 2 do not necessarily reflect value added service delivery. We believe the areas where there is greatest scope to generate benefits for service users lies at Stages 3 and 4 of the ESD spectrum. A small number of transactional and integrated services (delivery at Stages 3 and 4) has the potential to better realise the benefits of ESD.

3.26 We recommend that departments should determine the stage each key service is expected to reach. This should encompass all electronic service delivery channels including online and telephone channels. Plans for the implementation of the electronic delivery should aim to achieve the target stage of delivery. Progress against targets should be monitored and reported to assess the extent to which ESD is being implemented.

There have been a number of recent initiatives which should contribute to improved electronic service delivery in the future

(a) Review of public sector websites

3.27 Central government departments, agencies, NDPBs and other sponsored bodies have developed their own websites. This large number of public sector websites has created the risk of:

- duplication of information;
- lack of standardisation;
- a different look and structure to public sector websites;
- some websites not reflecting best practice; and
- additional cost in providing information to the citizen.

3.28 DID has commissioned a review of these websites. We welcome this review which aims to address these issues and make it easier for the citizen to access information and to transact business with Government.

(b) Online NI portal

3.29 DID is responsible for the development of the OnlineNI website (www.onlineni.net), which is the public sector portal for Northern Ireland. The website was launched in March 2003, and was extensively re-designed in January 2005. To March 2006, the website has cost nearly £1 million to develop, launch,

maintain and advertise. The website currently receives 32,000 page views each week and this is continuing to rise.

3.30 It is expected that the OnlineNI portal will be the first contact point for the public to access government electronic services and will provide a direct route to the particular services required. The website has been designed primarily around general topics with links to relevant departmental websites. The Corporate Strategic Framework for delivering government services¹⁰ identified a number of important principles which should be reflected in the design of the website, including:

- simple to use, with plain language and clear navigation options, and not requiring users to understand how Government is organised, which department or agency does what or whether a function is exercised by central or local government;
- based around life episodes, for example moving house, leaving school, travelling abroad or having a baby;
- transactional in nature to encourage the public to use government services; and
- secure in order to promote public confidence in using government services.

3.31 It will be important for the portal to keep pace with developing technologies to ensure service users can avail of new opportunities to access information and services (for example facilitating self-registered alert and notification services using an appropriate mix of RSS, e-mail and SMS technologies).

3.32 There are examples of good practice and innovative approaches in the design of public sector portals in other regions which demonstrate how a wide range of Government services can be provided. We found the Singapore government portal (www.ecitizen.gov.sg) to be a good example of the way in which government can provide electronic delivery of services and transact business with its citizens. The portal offers access to a range of services, including the payment

¹⁰ The Corporate Strategic Framework for delivering government services electronically in Northern Ireland was published by the Central IT Unit (NI) in March 2001

Part Three: The Effectiveness of the ESD Programme

of fees and fines, applying for licences and certificates, registering for email or SMS alerts from departments and agencies. The website is ordered by general themes and facilitates easy navigation between service areas.

(c) Digital Inclusion Unit

3.33 In November 2003, following research into factors which may impact on the take-up of electronic services (Figure 2.2), the NI e-Government Unit established the Digital Inclusion Unit to address the digital divide and to encourage citizen take-up of electronic government services. The Digital Inclusion Unit's main aim is to ensure every NI citizen has the opportunity to maximise the use of computing and internet technologies to enhance their quality of life. For this purpose it has:

- By June 2006, provided 2,500 websites for NI voluntary and community sector organisations;
- In May 2006, provided every household in NI with a CD-Rom entitled 'The internet made easy', instructing people how to book flights, make purchases and transact with Government using the internet. This is supported by a digital mapping database of public internet access points across NI, which is accessible over the internet and telephone. In 2005-06, 53 per cent of households in Northern Ireland had a home computer but only 43 per cent had internet access; and
- In May 2007, with the support of businesses, offered internet training for over 50s which was taken up by 1,000 participants.

Departments face future challenges to the successful delivery of electronic services and there are lessons to be learned from the experience to date

3.34 We welcome the developments noted above which are relevant to the wider modernisation and reform agenda. DFP has commented that e-Government concepts have been subsumed into business transformation projects, recognising that technology is one aspect of business change and that the public

sector reform and modernisation agenda has matured beyond the early days of e-Government.

3.35 Although the target date for the e-enabling of 100 per cent of key services has now passed, it is clear that electronic service delivery remains a significant element of the drive to improve the delivery of government services. Departments face significant challenges to their future programme of electronic service delivery, including:

- developing and adopting new, innovative and joined-up methods of service delivery;
- meeting the rising expectations and demands of the public who experience high standards of service from the private and public sector;
- addressing new types of risk, for example threats to electronic information and services from hackers and criminals, identity theft and theft of personal or business data;
- adapting service delivery methods as new technologies are developed; and
- building the capability of staff to deliver services by providing the necessary technology and training.

3.36 Strong leadership and direction will be critical factors for the successful transformation of the way departments deliver services and achieving the benefits for citizens and improved efficiency which electronic services can provide.

3.37 The Delivery and Innovation Division, departments and the e-Government Board have key roles in building on the work done to date. DID has responsibility for developing e-Government strategic policy for ESD and aims to improve citizens' access to ICT and e-Government services. OnlineNI indicates that departments, their agencies and sponsored bodies are the major customer-facing and service delivery organisations and the e-Government initiative impacts directly on their activities. Electronic delivery of Government services in Northern Ireland is also supported by the new focus of the e-Government

Board, to ensure that Northern Ireland departments increasingly deliver high quality and efficient services that meet the needs of citizens and businesses.

- 3.38 In our view, there are lessons to be learned from the experience to date and it is important that future delivery of electronic services recognises these. While our review of the ESD target has found that progress has been made and a range of services has been e-enabled, there is scope to improve the management and implementation of future electronic delivery of services. Among the key lessons that we would highlight are (Figure 3.6):

- 3.39 Our recommendations set out in this report are aimed at helping departments to progress the development of ESD and ensure that the potential for improved services to the citizen and improved efficiency can be achieved. The Delivery and Innovation Division, departments and the e-Government Board should also draw on relevant good practice and guidance, for example from the Cabinet Office, the Office of the e-Envoy, the Office of Government Commerce and the Public Accounts Committee in GB.

Fig 3.6 Lessons for Future Electronic Service Delivery

Engagement with key stakeholders

- Engage with key user groups at an early juncture to ensure that their needs and requirements are met - this is fundamental to improved ESD.
- Consult with vulnerable service users to identify potential barriers to take-up and to develop actions to remove those barriers.

Planning, implementation and evaluation of electronic service delivery

- Ensure the business case for electronic service provision is justified.
- Measure the costs and benefits of alternative service delivery options fully and transparently.
- Establish monitoring and evaluation frameworks to ensure the value for money of ESD can be assessed.
- Develop performance measures to capture the potential benefits from electronic service delivery (choice, convenience, accessibility, inclusiveness, service quality and efficiency).

Innovation

- Be more ambitious - offer new services across departmental boundaries if this is what service users require. Don't merely provide existing services with an on-line presence.
- Include services outside central government departments in any new electronic delivery initiatives.
- Move beyond providing large numbers of information-based electronic services. A smaller number of more advanced (transactional and integrated) services may offer greater potential for value added.

Appendices



Appendix 1 (paragraph 1.10)

NIAO Sample of Key Services

The NI e-Government Unit maintained a master list and database of the key services identified by each department, for monitoring and reporting on the progress achieved.

To ensure that our findings were balanced and representative, we selected a sample of 31 key services from the 94 available. The sample was selected to include, where possible, 3 key services from each department. We asked the departments to identify one key service for review and we selected the other two services in each department. Cases were chosen to ensure each of the four stages of development (publish, interact, transact and integrate) were included.

DARD

- Animal identification & data transfer
- E Learning
- Cattle movement recording

DCAL

- E Consultation
- E Libraries management system
- Information on DCAL

DE*

- E Consultation
- E Publication

DEL

- Interactive careers info & assistance
- Personalised job brokering for individuals
- Applying for redundancy payments

DETI

- Provision of statistics
- Insolvency
- Website

DFF

- Provision of Disabled Persons Allowance
- VLA, Provision of Valuation List Entry Information
- LRNI, Provision of Land Registration Information

DHSSPS

- Pension Entitlement
- E Consultation
- Public Appointments

DOE

- DVTA, Electronic booking of and payment for MOT tests
- DVLNI, Telephone re-licensing & data sharing
- Planning Service, ePIC

DRD**

- E Consultation
- NISRANS

DSD

- Provision of advice and information about Social Security Benefits
- Recovery of Benefits paid in compensation cases
- Administration of funding for Urban Regeneration & Community Development

OFMDFM

- Provision of information (websites)
- E Legislation
- E Consultation

* Only 2 key services were available for the Department of Education.

** Only 2 key services were reviewed; a third (e-Procurement) was removed from the DRD key service sample list as DFF was responsible for the planning and implementation of the service across the NI Civil Service.

Appendix 2 (paragraphs 2.1)

Summaries of guidance issued to the Departments on the content of e-Business Strategies and Key Service definition

1. Between January 2001 and May 2001 the NI e-Government Unit issued 3 sets of guidance to help Departments complete their Departmental e-Business Strategies.

E-Business Strategies

2. The key areas contained in the January 2001 guidance, which departments were expected to follow, required the Departmental e-Business Strategy to include were:
 - plans to converge with corporate standards and frameworks;
 - plans to make services accessible through government portals for citizens and businesses;
 - plans for monitoring and reporting on achievement of the NI targets for ESD;
 - plans to deliver internal processes electronically;
 - plans for meeting information skill needs;
 - an analysis of business requirements and benefits of applying e-business methods;
 - an examination of existing information flows and transactions between:
 - The department and the citizen
 - The department and business
 - The department and suppliers
 - The department and other public sector bodies
 - proposals for the application of customer relationship techniques in transacting with citizens and businesses;
 - identification of opportunities for working with partners in delivering services; and
 - identification of opportunities to deliver early results.

3. The March 2001 guidance required departments to prepare:
 - a Strategy Statement;
 - Business Options and Tactics;
 - a Programme Plan;
 - an investment case (including an outline cost / benefit analysis for each project);
 - a risk assessment; and
 - an Institutional Framework.

4. The May 2001 guidance advised departments that an effective strategy will demonstrate:

- a co-ordinated, cross-cutting and innovative programme that clearly supports the strategy vision;
- services are customer focused and not process led, driven by customer consultation and a customer segmentation strategy;
- an outline of how services will be joined up through effective links with other organisations delivering related services to similar customers including:
 - Other central government departments
 - Local government and devolved administrations
 - Private and voluntary sector services providers
- an approach to integration with the UK online Citizen Portal and other portals;
- an approach to enabling transactional services through the Government Gateway;
- an approach to the information management implications of each aspect of the strategy, including an outline of how to or plans to capture, manage and maintain corporate records electronically;
- what is being done to address the barriers to change, including an outline of the management direction and control of the change process and internal review mechanisms; and
- the timescales, resources, milestones, deliverables and risk registers associated with the delivery of the service.

Electronic Service Delivery Programme

5. Also the Electronic Service Delivery programme should:
 - be clearly linked to PSAs, SDAs and spending reviews;
 - include the ESD return (to include measures of customer satisfaction, measurements of take-up of electronic services);
 - have clear Ministerial and senior management buy-in, with named Senior Responsible Owners as appropriate, as well as clear roots in the departmental planning process;
 - have defined performance targets (eg measurement of take-up rates for transactions by delivery channel, customer satisfaction rates,

Appendix 2 (paragraphs 2.1)

Summaries of guidance issued to the Departments on the content of e-Business Strategies and Key Service definition

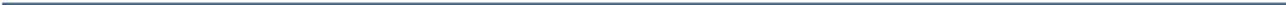
- transaction costs), with associated measurement system and reporting timetables;
- include (at least) three mile stones / time periods, ie:
 - current position 1.7.2001
 - end 2002
 - end 2005
- include the justification for any exclusions; and
- include the measurement of customer take-up.

Identifying Key Services for Electronic Delivery

6. The NI e-Government Unit issued a memorandum on March 2001, to the NI Executive to endorse the NI targets. The memorandum defined a 'key service' as one which:
 - has a high number of transactions with citizens; or
 - is highly valued by the citizen; or
 - the citizen is required by law to transact with government (eg payment of rates).
7. The March 2001 memorandum was subsequently issued as guidance to the departmental representatives on the NI e-Government Board in March 2002, advising departments when identifying key services to:
 - identify and list all services provided;
 - assess services against the key service criteria;
 - consult with stakeholders to determine their needs and requirements;
 - consider the potential for creating new services through the electronic integration of existing services; and
 - clearly define and obtain Ministerial approval for the key services.

NIAO Reports

Title	HC/NIA No.	Date Published
2007		
Internal Fraud in Ordnance Survey of Northern Ireland	HC 187	15 March 2007
The Upgrade of the Belfast to Bangor Railway Line	HC 343	22 March 2007
Outpatients: Missed Appointments and Cancelled Clinics	HC 404	19 April 2007
Absenteeism in Northern Ireland Councils 2005-06	-	30 March 2007
Good Governance – Effective Relationships between Departments and their Arms Length Bodies	HC 469	4 May 2007
Job Evaluation in the Education and Library Boards	NIA 60	29 June 2007
The Exercise by Local Government Auditors of their Functions	-	29 June 2007
Financial Auditing and Reporting: 2003-04 and 2004-05	NIA 66	6 July 2007
Financial Auditing and Reporting: 2005-06	NIA 65	6 July 2007
Northern Ireland's Road Safety Strategy	NIA 1	4 September 2007
Transfer of Surplus Land in the PFI Education Pathfinder Projects	NIA 21/07-08	11 September 2007
Older People and Domiciliary Care	NIA 45/07-08	31 October 2007
2008		
Social Security Benefit Fraud and Error	NIA 73/07-08	23 January 2008
Absenteeism in Northern Ireland Councils 2006-07		30 January 2008





information & publishing solutions

Published by TSO (The Stationery Office) and available from:

Online

www.tso.co.uk/bookshop

Mail, Telephone, Fax & E-mail

TSO

PO Box 29, Norwich, NR3 1GN

Telephone orders/General enquiries: 0870 600 5522

Fax orders: 0870 600 5533

Order through the Parliamentary Hotline Lo-Call 0845 7 023474

E-mail book.orders@tso.co.uk

Textphone 0870 240 3701

TSO Shops

16 Arthur Street, Belfast BT1 4GD

028 9023 8451 Fax 028 9023 5401

71 Lothian Road, Edinburgh EH3 9AZ

0870 606 5566 Fax 0870 606 5588

The Parliamentary Bookshop

12 Bridge Street, Parliament Square

London SW1A 2JX

Telephone orders/General enquiries 020 7219 3890

Fax orders 020 7219 3866

Email bookshop@parliament.uk

Internet bookshop.parliament.uk

TSO@Blackwell and other Accredited Agents

ISBN 978-0-337-08960-2

