

CAPE GATEWAY DEVELOPMENT PROJECT PHASE 2 IMPLEMENTATION STRATEGY



**CENTRE FOR
e-INNOVATION**

Provincial Government of the Western Cape

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1. DOCUMENT PURPOSE

This document lays out the objectives for Phase 2 of the Cape Gateway Development Project (CGDP), and strategies in order to implement them. Also covered are staffing, budget and time requirements.

The document gives Centre for e-Innovation (CEI) management the overall picture of what will be achieved, as well as what is required to achieve it. The document is mainly addressed to the CGDP Team to give them direction. It will also provide new team members an overview of what will be accomplished. Further the document gives anyone else interested in the CGDP the picture of the next steps.

This document covers the “what” of Phase 2. It is not part of its scope to cover the details of the “how”. This task needs to be given to the Team assembled for Phase 2, so that they become responsible for the Project, and can own its success.

Throughout this document high-level Project tasks are identified, and then cross referenced in *Appendix B*. The notation for these look like this: e.g. Task: **TECH 1**.

2. PHASE 2 OBJECTIVES

The aim of Cape Gateway continues to be giving citizens and businesses of the Western Cape easy access to government information and services. To do this Cape Gateway acts as a single access point to government (where *government* includes national, provincial and local governments). The Cape Gateway Development Project (CGDP) continues to be customer focused in all that it undertakes (hence an underlying user-centred design approach).

The portal, which the CGDP is responsible for, is the underlying information product that serves to answer the queries of customers who access the Cape Gateway service through the other two Cape Gateway channels - the Walk-In Centre and the Call Centre.

With the completion of Phase 1 of the Project, the overall aim for Phase 2 is to **increase the content on the portal, include more stakeholders in the project, to improve Bee and add functionality to the portal.**

In Phase 2 the CGDP will be both in operations (maintaining the current portal) and development (improving on the product) modes. The objectives for Phase 2 are:

OPERATIONS

1. Add, update and further improve the quality of content on the portal
2. Maintain portal live
3. Maintain Bee live
4. Support Bee users

DEVELOPMENT

5. Ensure optimal policy environment for flow of content onto portal
6. Tenders online
7. Jobs online
8. Improve usability of portal
9. Improve usability of Bee
10. Include Local Governments
11. Build relationships with national government bodies
12. Ensure a close relationship with other Cape Gateway channels
13. Champion common standards for government content
14. Create and promote PGWC Web publishing standards
15. Open source software development
16. Make NPOs aware of Cape Gateway

2.1. Add, Update and Further Improve the Quality of Content on the Portal

The Content Team (made up of the Core Content Team and the Transversal Content Team) will continue to add government content to the portal. This includes translations. Content gaps will be identified through direct requests from users (through questions@capegateway.gov.za, the Call Centre and the Walk-In Centre), and analysing portal usage and search statistics. The content targets listed in *10. MONITORING AND EVALUATION METHODS* need to be achieved.

Existing content needs to be updated as required.

Quality of content is measured according to the standards set in *The Cape Gateway Content Management Guidelines*. E.g. Is the content written in plain language (jargon-free)? Are images suitably compressed? Does the content adhere to the standards in the Writer's Guide? Etc. (Task: **CONT1**.)

Quality content also needs to be measured in terms of its usability. Some of the content entered onto the portal in Phase 1 was in image-PDF file format. This means the PDF is not text (ASCII characters), but a bitmap image (fairly meaningless pixels). This makes the content useless from a search point of view (the "words" in the content cannot be searched as they are images, not words). Besides lack of search ability, this kind of content does not perform well when magnified, or not at all for tasks such as copy-and-pasting. Image-PDFs are often the result of a paper document being scanned because the original digital file of the document is untraceable. Policy to ensure the archiving of a document's original digital file will help prevent this (see objective 2.5. *Ensure Optimal Policy Environment for Flow of Content onto Portal*).

The issue of linking to government content on other websites, as opposed to importing it onto the portal, must be coherently addressed (Task: **CONT2**). At times this practice makes good sense (e.g. the content is owned and updated by a national department, with whom the CGDP has as yet no relationship). But the drawback of linking to content like this is that it is not searchable from the portal, does not fall under the quality standards of *The Cape Gateway Content Management Guidelines*, which often makes government content more usable, and is not subject to CGDP standards for uptime (see objective 2.2 *Maintain Portal Live*)¹

The Cape Gateway Content Management Guidelines need to be kept up to date with decisions taken, and improved with new learning and the identification of gaps in the guidelines. Particularly critical is the maintenance of the Word Standards in the Writer's Guide, *in all three languages*, and guidelines on how to

¹ Throughout Phase 1 of the Project, it was noted that South African government websites were "down" (unavailable) an abnormal amount of time.

implement the portal visual style in HTML (e.g. headings and tables) (Task: **CONT3**).

2.2. Maintain Portal Live

The portal will be available to its users 24/7. As the portal is the information product that underlies the Call Centre and Walk-In Centre, if it fails, all the Cape Gateway channels are effected. The portal and all its functionality must be live 99.9% of the time. This is a technical architecture issue (e.g. put in place a fail-over portal server), but may also have implications on the choice of service provider for hosting. (Task: **TECH1**.)

Additionally general operational maintenance, such as backing-up, needs to be routinely performed (Task: **TECH2**).

2.3. Maintain Bee Live

Bee will be available to its users 24/7. Bee must be live 99.5% of the time (this includes a reliance on network uptime) (Task: **TECH3**).

Additionally general operational maintenance, such as backing-up, needs to be routinely performed (Task: **TECH4**).

2.4. Support Bee users

Bee users will require support with:

- how to use the software
- questions around content
- HTML
- image compression
- how to deal with software/technology failures

As part of Phase 1 the Bee Help Desk was set up, with phone and email access. This Help Desk needs to be operationally maintained (Task: **DES1**).

Training in how to use Bee needs to be provided to users as required (Task: **DES2**).

The Bee User Manual will be updated and improved for Bee v.2 (Task: **DES3**).

The Bee website (www.bee.gov.za) needs to be updated to reflect the divergence in the aims of Phase 1 for Bee, and what was achieved. The objective of creating a content management system (CMS) for use by all South African

governments, though, should still be stated. The site should also be utilised to put forward the project's position on common standards for government content (see 2.13. *Champion Common Standards for Government Content (to Enable Sharing)*). (Task: **DES4**.)

2.5. Ensure Optimal Policy Environment for Flow of Content onto Portal

The Project needs to ensure the optimal policy environment so its objectives can be achieved. This is primarily for PGWC policy and regulations, but influence and participation in national and local government policy formulation should be attempted as relationships are built, and the mutual benefit is understood by all parties (Task: **LEAD1**).

An awareness of what areas of government policy making will effect the flow of content onto the portal must be achieved, as well as creating a position of influence. The CGDP will hereby have the side effect of helping the organisation address knowledge management, to a degree.

Content is often lost, or degraded in quality, when its originating digital file is lost. This often results in low-fidelity photocopies being passed around the organisation, or content as an image, not text, being entered on the portal (see the issues with this in 2.1 *Add, Update and Further Improve the Quality of Content on the Portal*). With a transition to an Information Society knowledge is a resource that cannot be wasted.

The portal, being a repository of government content, requires high quality as well as comprehensive content. Having access to the original digital file of the content is crucial for this². As almost the complete majority of text-based documents these days do *originate* digitally, the loss of these originating files points to a non-understanding of their value. A PGWC policy/regulation will be created that lays out how every document is to be archived digitally. Additionally the organisation must ensure ownership of the originating digital file when outsourcing document creation to a third party. This includes all digital file types; for example not just MS Word files, but Freehand or Quark files (commonly used by graphic designers). Additionally it should be a condition when documents are outsourced, that as well as the original digital file (whatever its format), the document should be output in a standard cross-platform interoperable file format (in line with *The Cape Gateway Content Management Guidelines* and *The Handbook on Minimum Information Interoperability Standards*, this should be PDF). A possible exception to the PDF requirement would be stand alone

² There are multiple other benefits to the organisation in preserving the original digital file, including cost savings when changes or updates are carried out on the printed document, or when there is a need for similar documents to be produced.

images; these could be required to be in JPG/PNG/GIF/TIF format. (Task: **CONT4.**)

Further areas for policy/regulation to ensure the flow of content onto the portal is attaining a direct instruction from Provincial Cabinet or Provincial Top Management to departments that all public information must be published through the Cape Gateway publishing process, onto the portal, to make it available to the public, through the Cape Gateway channels, in alignment with the South African Constitution's obligation on organs of the state to disseminate information held by the state as widely as possible: "Transparency must be fostered by providing the public with timely, accessible and accurate information." - section 195(g); and the Batho Pele principle to improve the delivery of public services. (Task: **LEAD2.**)

The policy must also explicitly cover job advertisements (see objective 2.7. *Jobs Online*). Policy required to ensure the flow of tenders information onto the portal is dealt with separately under objective 2.6. *Tenders Online*.

It may become necessary to convert the status of *The Cape Gateway Content Management Guidelines* into Policy.

Meetings with heads of departments (HoDs) to review their department's contribution to Cape Gateway, and their compliance with policy, will be undertaken regularly. This also gives the CGDP an opportunity to build a relationship with the HoD, and educate/inform them on Information Society matters. (Task: **LEAD3.**)

2.6. Tenders Online

Tender advertisements are a popularly sought piece of government information. Section 217 of the South African Constitution requires an organ of state to contract for goods or services in accordance with a system which is fair, equitable, transparent, competitive and cost effective. Much debate is fuelled by the subject of government procurement (e.g. *The Black Economic Empowerment Commission Report*), Phase 2 addresses the issue within Cape Gateway's ambit of providing easy access to government information - tackling the requirements for fairness, transparency, competitiveness and cost effectiveness. This also sees the kick-off of the Cape Online E-Government Programme's Cape Procure project. This project is currently not established as a distinct project. It is recommended that it is incubated within CGDP Phase 2.

Putting tender information online will be Phase 2's most involved area, with success bringing about greater access to government procurement information and making internal PGWC business processes clearer.

Strategies for implementing these objectives are discussed in detail under 3.2. *Tenders Online Strategy*. The objectives are:

1. All tenders information on the portal is provided for free.
2. Provide tender advertisements for *all* PGWC tenders (both under R50,000 and more than R50,000).
3. Provide tender advertisements for as many national and local government tenders as possible³.
4. Provide the tender documents (specifications) online for *all* PGWC tenders. For national and local tenders provide as many as possible.
5. The tender information on the portal, must be easy to access. Access must be designed according to user needs. A consolidated view of all government tenders must be provided.
6. Provide an email-based tender information broadcast service. Users select tender categories they are interested in, and when tenders appear in those categories, an email is sent to them, with the tender advertisement(s) details.
7. All tender information (advertisements, awarded information, tender documents) is available to any organisation (government or business) to mass import into their database/systems. The data structure standards will be available, in order to enable them to do this. This is to put effect to objective 2.13. *Champion Common Standards for Government Content (to Enable Sharing)*. Additionally it allows for entrepreneurship in tender information, with the additional positive side effect of further dispersion of the information.
8. Departments to have the ability to draw information reports – e.g. to monitor PGWC departments' compliance with posting tender awarded information⁴, and reaching preferential procurement goals⁵.

³ Wide advertising is in line with the City of Cape Town's goals, and this should make them a willing information partner: "Preferential Procurement is further enhanced with policies aimed at *improved access to information*, simplification of documentation, reduced performance guarantee requirements and good governance." [italics added] - *Procurement Policy Initiative, City of Cape Town, September 2003*

⁴ In terms of *Regulations in Terms of the Public Finance Management Act, 1999: Framework for Supply Chain Management*.

⁵ Such a system is recommended in the *Black Economic Empowerment Commission Report*: "6.3 Current initiatives to reform public sector procurement need to take into consideration the following: The implementation of a central monitoring system which enables ongoing evaluation of procurement spend to ensure it meets national objectives, including BEE..."

9. The entering of tender information (advertisements, awarded information, tender documents) by departments needs to be a relatively easy process. The process must not require departments to duplicate the work of entering information for different outputs (e.g. *National Tender Bulletin*). User-centred design principles need to be implemented in the tools developed for this.
10. Archive all tender information (advertisements, awarded information, tender documents).
11. The information must be interoperable with other systems that may be in place, in the supply chain management process (where possible).
12. Inform Western Cape businesses and NPOs who work with SMMEs and BEEs that they can now access tender information for free.

(Task: **T&J1.**)

2.7. Jobs Online

Statistics from the previous westerncape.gov.za site, and from the three months (as of writing) that the portal has been live, indicate that job advertisements are the most popularly sought content.

Phase 2 will publish all of the PGWC departments' externally-intended job advertisements. Additionally as many as possible national and local government job advertisements will be published on the portal. (Task: **T&J2.**) This will be aided if those governments are encouraged to use the portal as a communications platform, or the adoption of common standards by governments allows for content sharing amongst various publishing projects.

2.8. Improve Usability of Portal

Lead by the results of the usability testing undertaken in Phase 1, the portal user experience will be improved. A good understanding of the users and their needs is required. Additionally the requirements of the content publishers - PGWC departments, local governments, and national departments – needs to be catered for; for example the Your Government section “mini-websites” will probably require improvements to meet the purpose of being a specific government body's website.

Discrete areas of the portal should be looked at for further usability testing and improvement, e.g.:

- search

- advanced search
- Home page
- Jobs section
- Tenders section
- Your Government section “mini-websites”
- Publications section
- government employee page
- glossary
- process for requests for information (questions@capegateway.gov.za)
- navigation
- statistics
- etc.

A complete list of areas is to be drawn up, and each usability tested, followed by the production of a design specification.

Included in this objective is any additional portal functionality, e.g. a What’s New subscription email.

(Task: **DES5**.)

This will culminate in a portal v.2. by the end of Phase 2 (although improvements may well be released in stages, see process under 3.3. *Portal V.2 Strategy*).

2.9. Improve Usability of Bee

Usability testing will be performed on Bee (Task: **DES6**). Bee’s user base is more narrow than the portal’s, which will produce more specific requirements for design improvements (Task: **DES7**).

Crucial to an improved Bee are:

- speedy performance;
- ability to support a large number of simultaneous users (with little or no performance loss);
- ability for a user to perform multiple concurrent tasks.

All of these are technology issues. The hardware infrastructure, software, and database design, will need to be improved in order to meet this.

The improvements will culminate in a Bee v.2. by the end of phase 2.

2.10. Include Local Governments

Local government content is a key area for content expansion – many government services are delivered through local governments. Local governments have expressed enthusiasm for achieving an online presence, but (excluding the City of Cape Town) the costs and skills requirements limit them. The portal can act as a communications platform for them. This is a win-win-win situation: Cape Gateway becomes more complete, local governments achieve an online presence (as well as a Call Centre and Walk-In Centre), and Western Cape citizens and businesses get the big picture of government information.

All Western Cape local governments will be individually marketed to, with the aim of them becoming involved by publishing their content and promoting Cape Gateway. From a timing point of view it is important that this is accomplished in Phase 2, whilst most local governments do not have websites. It would be more difficult to consolidate government information online (from a content standards and fragmented ownership point of view), if there were a plethora of websites already in existence. The advantage of this being in most cases the starting point, sets the opportunity for getting it right, with the success of Phase 1.

Phase 2 will convince as many local governments as possible to be actively involved (i.e. content published and maintained), but as a minimum at least two local governments need to be involved to a similar level of content richness as Phase 1 achieved with PGWC departments (Task: **CONT5**).

If some local governments do not achieve this level of involvement, then regular contact needs to be maintained with them, building a relationship with them in order to involve them in e-government issues, and prepare them for full involvement.

2.11. Build Relationships with National Government Bodies

National government departments and ministries' information is required on the portal in order for Cape Gateway to give its users the full picture of government information and services. Phase 1 addressed this in part by entering content for the most pertinent services and publications provided by national government.

Phase 2 will build a direct relationship with each national department and ministry, with the aim of them publishing their content on the portal, as well as raising awareness of Cape Gateway, e-government, and access to information issues (Task: **LEAD4**).

The objective is to build the relationship; the aim of getting them directly involved in content is seen as difficult to achieve – the lack of direct influence on national bodies leaves it up to like sympathies to achieve this. The National Gateway

project may also effect this, as government bodies see the efforts as duplication, but this needs to be overcome by explaining the principles of cooperation between the projects, and by using common standards for content (see 2.13. *Champion Common Standards for Government Content (to Enable Sharing)*).

2.12. Ensure a Close Relationship with Other Cape Gateway Channels

As the portal is the underlying information product for all the Cape Gateway channels, a check needs to be kept that it is serving the users who access its information through those channels⁶.

Regular reports from the Call Centre and Walk-In Centre, covering information requests, need to be delivered in order to fulfil the objective 2.1. *Add, Update and Further Improve the Quality of Content on the Portal*.

Such information requests to the Content Team will also be on an *ad hoc* basis as users need to be responded to as fast as possible.

The Phase 2 Team need to ensure that the Call Centre and Walk-In Centre staff are expert users of the portal (Task: **LEAD5**).

2.13. Champion Common Standards for Government Content (to Enable Sharing)

With various government information access projects underway (Cape Gateway, City of Cape Town's website, the National Gateway, besides smaller ones such as Witzenberg Municipality's website), and with the future likely to bring more, it is important at this stage to ensure the interoperability of content. Interoperability allows for content to be shared between various projects, by those projects collectively agreeing on sets of common standards. This sharing integrates the different efforts, stops unnecessary duplication, makes financial sense, and is probably the only content strategy that will produce a complete picture of government content for the public.

CGDP's interest in common standards is that it is highly unlikely that it can achieve its overall goal of providing all government information and services relevant to the Western Cape, without the integration of content efforts by other governments.

⁶ Note: the portal was not designed for the specific needs of the Call Centre agents or Walk-In Centre staff. It was decided (in Phase 1) to develop one product, whose information design would primarily serve citizens and businesses surfing the portal. But the needs of these two groups are not so vastly different, that the product does not serve them (i.e. a fast and quality search is of benefit to Call Centre agents as well as citizens).

It is critical that standards are commonly adopted early on, before too much content has been created in a plethora of varying standards. Otherwise a lot of work will be required to restructure old content according to the new standards. **The time to act is now.**

Government content requires sets of standards for:

- the structure of the meaningful elements in government content (i.e. a logical data model)
- content quality (e.g. as laid out in *The Cape Gateway Content Management Guidelines*)
- technical methods to wrap and swap the content

The DPSA has done some work in this area, publishing the *Handbook on Minimum Information Interoperability Standards (MIOS), A Blueprint to Guide Seamlessness and Interoperability in Public Service*⁷. The MIOS grasps the need for standards, sets out a framework for participation and a working group (the Interoperability Working Group⁸ of the GITO Council), charges SITA's e-Services component with the responsibility for implementation, makes the Office of Government Chief Information Officer "responsible to ensure agreed standards are effected through Cabinet and eventually made law", and wisely sets a six monthly update cycle for the MIOS. But, for whatever reason, no further work has been carried out in this area, or the MIOS updated.

Phase 2 will champion common standards for government content by:

- Championing the need for standards whenever meeting with any stakeholders of government content. This needs to be done to the degree where Cape Gateway becomes synonymous with the call for standards. This championing needs to underline that technical standards are just one of the requirements – structure and quality standards are required too (Task: **LEAD6, CONT6, DES8, TECH5, T&J3**).
- Meet with the National Gateway team to agree on the need for common standards, to agree to common standards in the absence of any, and to then share content between the two projects (Task: **LEAD7**).
- Meet with the City of Cape Town to agree on the need for common standards, to agree to common standards in the absence of any, and to then share content between the two projects (Task: **LEAD8**).
- Play a facilitation role in jump-starting the process, by meeting each of the parties mentioned in the MIOS (DPSA, SITA's e-Services, GITO Council, Office of Government Chief Information Officer) (Task: **LEAD9**).

⁷ This was originally mandated in the Public Service Regulations, 2001 - see Chapter 5, Part III B. MINIMUM INTEROPERABILITY STANDARDS. [Chapter 5 inserted by Government Notice R.1346 of 1 November 2002 with effect from 1 January 2003.]

⁸ "3.7 The primary role of the IWG must be to promote the production and management of the XML schemas necessary to support data interoperability requirements of the e-Government strategy." - *Handbook on Minimum Information Interoperability Standards*

- Participate in any working group that is the outcome of jump-starting the process.
- Offer Phase 1 standards as the *basis* for a proposal for common standards. (But this must be announced with the understanding that common standards need participation and agreement from all the stakeholders.)
- Improve and update the CGDP's standards (e.g. data model), until common standards emerge (Task: **CONT7**).

To demonstrate the effect of common standards, Phase 2 will make the complete dataset of publicly accessible content on the portal available for complete or partial download, by any organisation (government or other). The idea is to make Cape Gateway's content freely available for sharing, e.g. the National Gateway can import high quality content on PGWC services (instead of duplicating and writing it themselves). The data schemas will be published so that the content can be integrated by the organisation. Data access must facilitate the ability to download coherent sets of the data (e.g. only tenders), as well as only updates from the last download (in order to facilitate data synchronisation between databases) (Task: **TECH6**).

2.14. Create and Promote PGWC Web Publishing Standards

The portal will not be the be all and end all of PGWC Web publishing. Websites with a particular purpose, or aimed at a particular niche group, will be required. It is important that all PGWC Web publishing adhere to standards for quality and interoperability reasons.

PGWC Web Publishing Standards need to drawn up covering:

- Process principles (not an attempt to prescribe a single methodology, but principles that need to be applied, e.g. user needs analysis, design before development, prototyping, testing)
- Design & Usability (user centred design, separating style and content, information design, usability testing, etc.)
- Content standards (largely covered by *The Cape Gateway Content Management Guidelines*, but need to be extended for general use)
- Technology standards (HTML, interoperability, etc.)
- PGWC Website Register (all sites need to be registered in order to keep track of their existence, objectives, owners, budget, domain names, etc. and also have signed-off checklist of the principles and standards)

(Task: **DES9**.)

Once the standards have been documented they must be promoted to the PGWC departments, so that there is an awareness of the requirement to adhere to them (Task: **DES10**).

2.15. Open Source Software Development

Any software development in Phase 2 will be open source⁹, this is so that:

- The financial investment is extended – other governments can use the product.
- The product benefits from possible enhancements made by the open source community.
- Standards embedded in the software become common if everyone uses the same free software (see 2.13. *Champion Common Standards for Government Content (to Enable Sharing)*)

A rigorous OSS methodology needs to be followed, making sure the following areas are covered:

- Licensing
- Documentation (i.e. all software or systems development must have the requirement of thorough documentation)
- Registered as an open source project
- Information on the project is publicly maintained and updated (e.g. through the website where it is registered)

(Task: **TECH7.**)

2.16. Make NPOs Aware of Cape Gateway

Non-profit organisations (NPOs) are the unofficial fourth channel for Cape Gateway information. With their close involvement in communities they can provide bridged access to government information and services through the portal.

Phase 2 will make Western Cape NPOs aware of Cape Gateway's mine of information. This should use a targeted approach rather than a blanket approach – i.e. NPOs involved in SMME development need to be shown the business sections of the portal, whereas NPOs involved in poverty alleviation need to be shown the social grants sections. Being highly focused in these areas it is likely that the NPOs are already experts in this government information, therefore the exercise extends into a needs analysis – how can Cape Gateway better serve the NPOs and their user base with government information.

⁹ See the national government strategy document *Using Open Source Software in the South African Government, a Proposed Strategy Compiled by the Government Information Technology Officers' Council*

This relationship building exercise will need to be undertaken in person. As there are 2328 NPOs in the WC (at time of writing), a selection of the most appropriate needs to be made (e.g. NPO serves a wide community in their area of focus, and are effective in their area of focus).

(Task: **LEAD10.**)

3. STRATEGIES FOR IMPLEMENTATION

Implementation of the Project's objectives is covered under 2. *PHASE 2 OBJECTIVES*, here related areas that will need to be implemented are looked at, in addition to covering the objective 2.6. *Tenders Online* in detail.

All strategies can change as more knowledge about a subject becomes known. As the CGDP Team progress with the Project, and becomes uniquely knowledgeable in areas, or as circumstances in the wider environment change, strategy should be reconsidered. The Cape Gateway Portal Director is responsible for project strategy. Reviewing strategy is considered an essential strategy.

3.1. Content Entering/Updating Strategy

Phase 1's planned strategy for creating and updating content on the portal, was to create a CMS (Bee) to enable each PGWC component to publish their own content. The CGDP provided the tools, as well as coordination and quality control. This did not happen as the Bee system developed proved too unreliable a tool for a mass roll out, and there weren't large numbers of users to roll it out to (despite repeated attempts to get PGWC components to appoint Web Authors). The Core Content Team worked with a small set of content champions from each PGWC department, and developed and entered the content into Bee. The result: the publishing process is not as widely distributed as originally strategised, and the publishing process involves the department contacting the Core Content Team with their content, who then enters it into Bee.

With the redevelopment of Bee (Bee v.2) into a system that can be rolled out reliably to a high number of users, being 14.5 months away from the start of Phase 2, the current way of working with content stakeholders will continue. Bee will be rolled out to early adopters, who are suitably skilled to deal with the bugs in the system, and will work closely with the Core Content Team. This phased roll out of Bee also gives time to create positions in departments for full time Web Authors – people responsible for publishing their component's information, and working in coordination with the Core Content Team (Task: **CONT8**).

The content stream from local governments, which Phase 2 will include, will be processed similarly: the content being generated by the component (in all likelihood with the close participation of the Core Content Team's skills), and the Core Content Team (or suitable early adopters in the local government) entering it into Bee. It is after all the creation of the content that is the most important step, entering it into Bee can be done by any suitable party (although having a tool easily at hand to empower content stakeholders to enter/update their own content is still believed to make long term sense).

Phase 2's objectives for tenders information and job advertisements require entering this content into Bee. Again, any suitable early adopters will be trained to do it themselves, and the rest of the content can be emailed to the Core Content Team for them to enter into Bee.

The model for content entering/updating then for Phase 2 is one that is fairly centralised; therefore requiring a number of staff in this area. The long term goal of decentralising content entering/updating is still being pursued, hence the requirement for Bee v.2, and organisational capacity building. A centralised content team (the Core Content Team), will always be needed to drive the content component of the portal, along with an expert decentralised content team (the Transversal Content Team) who will supply content from their government components.

The long term organisational positioning of the institutionalisation of the Core Content Team (e.g. remains in CEI as a part of the CGDP or moves to the Communications component), will be examined in Phase 2 (Task: **LEAD11**).

3.2. Tenders Online Strategy

In this document the term "tenders" refers to both tenders for less than R50,000 and tenders for more than R50,000.

3.2.1. Access to Tender Information Status Quo

A PGWC tender for less than R50,000 goes through an electronic procurement system (EPS), which has been outsourced to the company TradeWorld. This is essentially a request for quotation (RFQ) to suppliers. Designated employees in PGWC departments use a software tool, known as SourceLink, to announce the RFQ. The tender advertisement has a defined structure. The tender advertisement information is then available to TradeWorld subscribers. At time of writing subscription costs are R734 p.m. for regional and national tenders, or R534 p.m. for regional tenders (if the company is an HDI equity owned SMME the rate is R250 p.m.). This subscription provides government tenders as well as other business tenders. The tender, on the request of the PGWC department, can also be sent to designated suppliers who are not subscribers (at no cost to the supplier). The tender advertisement information is also available to suppliers for free through Tender Advice Centres (TACs) and local business service centres. Once a tender is closed, the supplier-submitted quotes are collated by TradeWorld and sent to the department to adjudicate, the tender is awarded, and

this awarded information (winning company, price, etc.) is accessible to TradeWorld subscribers¹⁰.

The duration of the contract between PGWC and TradeWorld for TradeWorld to supply these services is two years from the date the tender was awarded (May 2003).

The outsourcing of the EPS for tenders for less than R50,000 costs¹¹ the PGWC:

INITIAL FEES

23 sessions of user training	R12,585.60
Conversion from distributed databases to a shared database	R32,946.00
TOTAL	R45,531.60

ONGOING SERVICE AND MAINTENANCE FEES (ANNUAL)

Service Fee – covers “the provision of data capture and distribution services and a maximum of 40 hours per department of customer service support per month including telephone, on site and backend support and a maximum of twenty visits to departmental sites from TradeWorld’s Cape Town office.” – <i>SourceLink Electronic Purchasing System Fee Structure</i>	R519,840.00
Hosting Fees	R195,624.00
TOTAL (annual)	R715,464.00

OPTIONAL COSTS*

Closed RFQ to fax number (distributes an RFQ to a select group of suppliers)	R1.37/Telkom unit
Additional support (over and above the maximum hours that form part of the Service Fee)	R136.80/hour
Additional training of users (maximum ten users per session)	R399.00/session

*These costs are invoiced to the department incurring them.

A PGWC tender for more than R50,000 is advertised in *The National Tender Bulletin* (published every Friday, available at no cost online, or R34.20 p.a. for a postal subscription), on the Cape Gateway portal, and often in local media as well. This too, is essentially an RFQ, and suppliers submit their quotes to a tender box. Once a tender is closed, the quotes are collected from the box, and the department adjudicates and awards it. The information on whom the tender

¹⁰ In practice Departments do not always provide this awarded information.

¹¹ The costs here are *inclusive* of VAT. The fee structure documents where these figures were taken from, describe figures exclusive of VAT.

was awarded to and the cost, is then advertised in *The National Tender Bulletin*¹².

Information on national government tenders is advertised in *The National Tender Bulletin*. Information on local government tenders is advertised in local newspapers and in public spaces (e.g. council notice boards and libraries). The City of Cape Town publish their tender advertisements online, as well as providing tender documents online¹³.

3.2.2. The Western Cape Supplier Database Status Quo

In order to adhere to legislation on preferential procurement¹⁴, a supplier database has been created to keep verified information about supplier HDI, SMME, etc. status. The population and maintenance of this database was outsourced to TradeWorld. The Western Cape Supplier Database (WCSDB) consolidates all existing supplier databases previously implemented by the PGWC, the City of Cape Town, Western Cape Provincial Parliament and Boland District Municipality, into one centralised supplier database. At time of writing almost 5000 suppliers were registered, with their records verified.

Suppliers need to register on the WCSDB in order to qualify for claimed preference points. Registration is free.

Registered suppliers are contacted every six months (as their tax clearance certificates expire) in order to verify that their records are still correct. If details change in the interim the onus is on the supplier to notify the Database. Suppliers sign a certificate of correctness that their information is current and accurate. Scanned copies of certified supporting documentation (such as income tax registrations, shareholding certificates, and banking details) are also stored in the Database.

The duration of the contract between PGWC and TradeWorld for TradeWorld to supply these services is 3 years from the signing of the contract (12 December 2003).

¹² In practice Departments usually do not provide this awarded information, as is required by the *Regulations In Terms Of The Public Finance Management Act, 1999: Framework For Supply Chain Management*: “6. (3) The accounting officer or accounting authority must ensure that - ... (d) awards are published in the Government Tender Bulletin and other media by means of which the bids were advertised”. In eight months of posting PGWC tenders on the portal, using the information in *The National Tender Bulletin*, the Content Team noted no instance of a previous PGWC tender subsequently advertising its awarded information.

¹³ www.capetown.gov.za/tenders

¹⁴ *Preferential Procurement Policy Framework Act (Act 5 of 2000)*, and the *Preferential Procurement Regulations, 2001 No. R.725 of 10 Aug 2001*

The costs¹⁵ of the WCSDB to PGWC are:

INITIAL FEES

License Fee (use of WCSDB for three years)	R 285,000.00
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ONGOING SERVICE AND MAINTENACE FEES (ANNUAL)

Service Fee – covers “the provision of maintaining information on the database and a maximum of 24 hours of on-site support per month and a maximum of ten visits to departmental sites from our [TradeWorld’s] Cape Town office.” – <i>TradeWorld Service and Maintenance Agreement</i>	R123,120.00
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DATABASE POPULATION COSTS

Population of WCSDB with supplier information	R14.25/supplier*
Faxing forms and documentation to suppliers	Telkom rates

OPTIONAL COSTS

Additional support (over and above the maximum hours that form part of the Service Fee)	R273.60/hour
Optional customisation and integration with other software products	R456.00/hour

*This is the cost share to PGWC, the full cost (shared with the City of Cape Town) is R28.50 per supplier.

At time of writing almost 5000 suppliers had been registered, i.e. the cost to the PGWC: R142,500.00.

Additionally the PGWC is responsible for providing at least one system support person whose role is to provide the first level of support to WCSDB users, as well working with TradeWorld on technical issues of the system.

3.2.3. Objections to the Status Quo on Accessing Tender Information

1. Suppliers who want a share of PGWC’s under R50,000 business have to pay in order to do so. This is considered a barrier for SMMEs, which is contrary to government’s stated aim of creating conditions conducive to the participation of SMMEs in government business, in order to grow this sector¹⁶.
2. The effect of limiting the number of potential suppliers who can bid on under R50,000 tenders is to decrease competition, thereby reducing cost

¹⁵ The costs here are *inclusive* of VAT. The fee structure documents where these figures were taken from, describe figures *exclusive* of VAT.

¹⁶ See *Preferential Procurement Policy for the Province Of The Western Cape*

- effectiveness. This is in contradiction to section 217 of the South African Constitution which requires an organ of state to contract for goods or services in accordance with a system which is fair, equitable, transparent, *competitive* and *cost effective*.
3. Limiting the advertisement of less than R50,000 tenders to a closed (by nature of paid access) group of suppliers, is contrary to section 195(g) of the South African Constitution which obligates organs of the state to disseminate information as widely as possible¹⁷.
 4. WC suppliers are required to navigate a maze of different sources, in order to get a complete view of current business opportunities with government (national, provincial or local). There is no comprehensive information on the current pool of opportunities.
 5. The medium of *The National Tender Bulletin* makes for poor information retrieval. The static document format, creates static information – the user needs to search through various Bulletins in order to find tenders that are *currently* open in a category they are interested in - a long and difficult search, all of which might return nothing. An even more difficult search would be to trawl through many Bulletins to find awarded information for a particular tender number. Computers are much quicker at this than humans.
 6. The current method of getting PGWC department's tender advertisements of more than R50,000 onto the portal, is to use *The National Tender Bulletin* and re-type them into Bee. This is an inefficient and duplicate process.

3.2.4. Effects of Meeting Tender Information Goals

In the light of the above objections, an improved scenario is described in Phase 2's objectives (see 2.6. *Tenders Online*). Achieving these tender information objectives will have some important effects, which need to be considered.

3.2.4.1. Relationship with TradeWorld

¹⁷ The argument that this tender information *is* widely available for free at (Ntsika Enterprise Promotion Agency accredited) Tender Advice Centres is a weak one: there are only four Ntsika accredited Tender Advice Centres in the Western Cape, they are not widely dispersed (two in Cape Town, one in George, and one in Saldanha), and their fulfilment of service is in question (*Black Economic Empowerment Commission Report: "6.3 Current initiatives to reform public sector procurement need to take into consideration the following:... Tender Advice Centres for potential suppliers should be improved."*).

One of the results of achieving the tender information objectives will be a change in TradeWorld's business model, as their monopoly on under R50,000 tender information will come to an end (the information will be provided for free on the portal). TradeWorld though, and any other entrepreneur, will be able to mass import all the tender information from Cape Gateway, as the complete dataset of publicly accessible content on the portal will be available for download to any organisation (see 2.13. *Champion Common Standards for Government Content (to Enable Sharing)*). They can then sell services that add value to this information.

TradeWorld should be seen as a partner in achieving the tender information objectives, and will need to be involved, to ensure a smooth transition from the status quo to the new scenario of freely and widely available tender information. The current contracts PGWC has with TradeWorld extend for the next couple of years, providing useful outsourced services (e.g. data capture) to the PGWC. Under the SLAs governing these contracts, these services could be adjusted to help meet Phase 2's tender information objectives.

3.2.4.2. Implications for the Western Cape Supplier Database

It is recommended that the Western Cape Supplier Database (WCSDB) function continue to be outsourced to TradeWorld, as bringing it in house would be counter to the idea of having one database serving many organisations, and result in registered suppliers having to re-register. Any interoperability requirements between entered tender information and the WCSDB must be considered by the Phase 2 Team. High usability for the supplier registration process (for the supplier) needs to be ensured, through an SLA, and checked with usability testing (Task: **DES11**).

3.2.4.3. Incurred Costs

The PGWC already pays TradeWorld a monthly service fee (R43,320 p.m.) for data capturing supplier quotes on tenders under R50,000. The contract for this extends until May 2005. Under the SLA that governs this process, the process can be adapted to suit Phase 2's objectives. Phase 2 will analyse the option of moving the data capturing in house or continuing to outsource it (Task: **T&J4**).

The other major costs are covered by Phase 2's budget, e.g. the Cape Procure and Jobs Online Manager who will be responsible for the Phase 2 tenders information objectives, any design and development costs (including interoperability) required for the tender section of the portal, and in Bee, etc.

Any training costs incurred are currently covered by the SLA in place, and are for the incurring department's cost.

Any assistance departments may require as a result of changes to the status quo in the tender information publishing process, will be handled by the Cape Procure and Jobs Online Manager, the Bee Help Desk, and the PGWC person made responsible, under the current SLA with TradeWorld, for the first level of user support.

Publishing tenders on the portal means that existing resources and committed expenditure are used more effectively: suppliers no longer have to pay to get tender information. Additionally, with tenders going to a wider group, competition is increased. This could lead to lower prices, saving government money.

3.2.4.4. Non-E-Enabled Suppliers

Cyril Ramaphosa makes the point for not discriminating against suppliers who aren't e-enabled:

If we are to grow our economy and provide a slice of the e-procurement billions to empower black business, we need to spread the information, whether it be through Tender Advice Centres and NGOs or directly communicating this information to the BEEs through a communication medium of their choice, via fax or email, thereby not discriminating against BEEs that are not [e-]enabled.

- Speech by Cyril Ramaphosa (as Chairman, Johnnic Holdings, South Africa) – *Procurement as a Powerful Tool for Black Economic Empowerment in Africa*

The status quo provides for non-e-enabled suppliers: TradeWorld supplies tender information to suppliers via fax and their walk-in centre. It is important to remember that suppliers pay for this. Non-e-enabled suppliers can opt to continue to pay TradeWorld for this service¹⁸.

As with all Cape Gateway information, tenders information will be accessible for free through the Walk-In Centre (as well as Cape Access points). The Call Centre can also provide information over the phone (although how practical this is for tenders is debatable).

The tender broadcasting service could be extended to broadcast via fax or an SMS alert. Non-e-enabled suppliers would need to get to the portal just once to subscribe to the service, and then the information would flow in via fax, or an SMS alerting them to get to an Internet café, a Cape Access point, the Walk-In Centre or a TAC, to get the full tender advertisement. The technology is relatively simple for this, but as a cost is involved for each fax and SMS, this extension is not recommended. Non-e-enabled suppliers who want such a service can pay entrepreneurs (like TradeWorld) to supply it to them, as is the current situation.

¹⁸ It is interesting to note that paying for Internet connectivity, in order to access the information via the portal, would be cheaper. (But this does not include the capital cost of the required hardware.)

3.2.5. Tender Information on the Portal

To get tender information (advertisements, documents and awarded information) onto the portal:

- Build relationships with departments (especially the departmental Accounting Officers), educating them of the benefit and legislative requirements of having tenders online (and archived) (Task: **T&J5**).
- Partner with Provincial Treasury, as many of Phase 2's tender information goals are in alignment with Treasury's goals (Task: **T&J6**).
- Ensure Treasury passes a regulation/instruction requiring departments to enter every tender onto the portal, with tender documentation (where there is documentation), and to follow up with awarded information (Task: **T&J7**).
- Report monthly to the department's Accounting Officer on their achievements (Task: **T&J8**).
- Build relationships with local governments and national departments, educating them of the value and legislative requirements of having tenders online (Task: **T&J9**).
- Agree on common standards between government bodies for the structure of tender information, to enable sharing (e.g. with the City of Cape Town) (Task: **T&J10**).

3.2.6. Legislative Framework

The solutions to achieving the tender information objectives must take into account the requirements of procurement legislation (e.g. *Regulations in Terms of the Public Finance Management Act, 1999: Framework for Supply Chain Management*). This body of legislation can also be used to enforce adherence. A thorough study of the legislative and policy context will be undertaken (Task: **T&J11**).

3.3. Portal V.2 Strategy

This covers the improvement of the usability of the portal, excluding content.

Usability testing was undertaken in Phase 1. The results of this will point to areas on the portal that require improvement. Additionally discrete areas need to be tested for possible improvement (e.g. the search, home page, your government "mini-websites", page load time, statistics, etc.). Together this and any new functionality that Phase 2 will add (most likely in the tenders section), will be drawn up as a list. A design specification can then be written for each one of these modules. The development work can also be outsourced in modules, looking to group modules involving similar areas of development (in order to save

costs, administrative-overheads, and start-up time). In other words there will be several steps to improvement instead of one single leap; releases of v.1.1, v.1.2, etc. The benefits of this are that Cape Gateway customers get to utilise improvements sooner, and the Team's learning from earlier modules can be worked into the process of subsequent modules.

This method of development will require a permanent development hardware environment (e.g. development servers, a staging server and of course the main server).

Portal improvements will also look at the requirements of the content publishers - PGWC departments, local governments, and national departments. For example the Your Government "mini-websites" will probably require improvements in order to meet the purpose of being a specific government body's website.

As with Phase 1, it is crucial that development is a partnership between Design & Usability and Technology. Development must be overseen from a usability point of view, to implement the project's user-centred design principle.

3.4. Bee V.2 Strategy

With the Project's aim of including an array of geographically disparate content suppliers, as well as the need to serve the Core Content Team's daily operational task of content entering/updating, the requirement for a speedily performing CMS, supporting a large number of simultaneous users, is urgent. The design and development of Bee v.2. will take 14.5 months. Hence the design needs to be kicked off at the very start of Phase 2, in order to deliver a result as soon as possible.

The ideal way to build Bee v.2 would be to design (development not necessary) the portal first. Then with a fixed understanding of each type of content, and its structure, that the portal will publish, build a CMS that allows for *that* content to be entered. In other words the portal design drives the requirements of the CMS. But this would slow down the time to delivery, because of the portal design step, and delivery of an improved Bee is required a.s.a.p. In any case: any early 'fixed' design of the portal would probably change as new understanding of government content and the organisation arise with time and experience; enough has been learnt from Phase 1 about government content to design a Bee v.2 to match; the data model has proven to be well modelled in the underlying structure of government content; and Bee v.2. should be designed to allow new 'forms' (for types of content) and their content structure, to be fairly easily added/altered.

The first step in creating an improved Bee v.2. will be usability testing (Task: **DES6**). This will point to areas requiring improvement. A Functional Design Specification (FDS) should then be written. During this period of crystallising Bee

v.2's functionality, research into other available CMSs (open source or off-the-shelf commercial products) should be undertaken to look for suitable matches (to the FDS), and also for inspiration. How the requirements of the FDS are translated into a user interface will be described in a User Interface Specification (UIS). Before the UIS is complete, the technical design team need to become involved (see 4.6. *Ensure a Rigorous Technical-Design Phase in Software Development*). This crucial interaction will result in the finalisation of the UIS (responsibility Design & Usability) and a Technical Design Specification (TDS) (responsibility Technology), that all parties agree to. The programming stage of the development can then begin.

Crucial to an improved Bee are:

- speedy performance;
- ability to support a large number of simultaneous users (with little or no performance loss);
- ability for a user to perform multiple concurrent tasks.

As well as the software redevelopment for Bee v.2, the hardware infrastructure (i.e. technical platform) will in all likelihood need upgrading, or a complete change. This will be made clear in the TDS. Additionally it is highly likely that the Bee database can be improved to meet performance requirements. Careful consideration needs to be given as to how the Bee database and the portal database interact. It is likely that as a result of developing Bee v.2, a new data feed between the two systems will need to be developed; and so the Bee developers will need a good understanding of the portal requirements too.

During the development of Bee v.2 the old Bee and portal need to continue to inter-operate. When testing of Bee v.2 is completed the swap over must be smooth, so that the live portal continues publishing uninterrupted. This points to the need for a permanent development hardware environment (e.g. development servers, a staging server and of course the main server).

3.5. Stakeholder Participation Strategy

Phase 1 embraced a principle of involving all relevant stakeholders. This was to ensure that the Project did not become viewed as an isolated responsibility of a particular component of the PGWC, but was owned by the content stakeholders (the PGWC departments for Phase 1). Unfortunately in practice it proved difficult to meaningfully achieve this principle.

In Phase 1 the Portal Task Team (PTT) was set up to include all PGWC departments in the decision making processes. With a few notable exceptions, the PTT members did not rise to a high level of involvement, and in the end the PTT was used as a token of the principle to involve all stakeholders.

IT Services were initially included in areas involving technology decision making, but a difference in views on process resulted in a separation.

Often repeated attempts to include stakeholders would result in the Project's delay, and in the end the Project had to move on.

Phase 2 needs to continue with the strategy of stakeholder participation, and make sure they are included from the start of Phase 2, in order to make more people feel that they are a part of the project. This will largely have to be done by managing relationships (Task: **LEAD12**). Identified stakeholders are:

- The content stakeholders (PGWC departments, local governments, and to a lesser degree national Departments)
- The components in the CEI responsible for the technology infrastructure that the Project may utilise
- SITA
- portal users

A possible vehicle for the involvement of PGWC departments is the emerging, at time of writing, Communicators Forum (name not finalised). This will be a transversal forum with communications representatives (e.g. Communications Officers) from each department. A regular meeting of this forum is envisioned, with a permanent item on the agenda being Cape Gateway (the PGWC's communications platform). This would replace the PTT as the method to involve departments.

3.6. Making PGWC Departments Accountable for their Content

The CGDP requires the participation of the content stakeholders, but it currently has no mechanism to hold the stakeholders accountable for non-participation.

Phase 1 attempted an approach of spreading the ownership of Cape Gateway to the entire PGWC. This was meant to be facilitated through the Portal Task Team (PTT). As stated above, with a few notable exceptions, this was not successful.

Direct involvement has been more successfully garnered through the Core Content Team building relations with content suppliers within departments. Whilst this is good for the flow of content, formal mechanisms of accountability need to be created.

Some of this is covered by the objective 2.5. *Ensure Optimal Policy Environment for Flow of Content onto Portal*, where an instruction from either Provincial Cabinet or Provincial Top Management will make it a requirement to publish content on the portal, for public access to information, as well as regular HoD meetings to ensure compliance.

Other ways to ensure formal accountability is to have content publishing on the Cape Gateway portal written into the job description of particular posts in departments. Additionally writing content publishing goals (or access to information goals) into the performance agreements of these posts *as well* as senior management (including HoDs), would allow for accountability.

4. LESSONS FROM PHASE 1

Phase 1 of the CGDP faced a number of issues, which impacted on it negatively. The aim here is to learn from these, and ensure that they are not re-encountered in Phase 2.

1. High bandwidth and reliable Internet connection an absolute requirement
2. Full staffing and staffing continuity required
3. Poor delivery of content by PGWC departments
4. Poor performance of Bee
5. Supplier contract management
6. Ensure a rigorous technical-design phase in any software development
7. Ensure onus of software testing is placed on developers
8. Allow reasonable time and cost for software development
9. Poor service delivery from SITA

4.1. High Bandwidth and Reliable Internet Connection an Absolute Requirement

ISSUE: The Team relies on Internet access for carrying out its day-to-day work. This includes research, communication with service providers/consultants (e.g. online posting of designs, project plan updates, bug tracking), and entering content into Bee. The Team is paralysed when they do not have access to the Internet. More insidiously Team morale is lowered as frustration is felt with the resulting inefficient work process.

Not only was connectivity unreliable and often unavailable, it was also often very slow. This had a *highly* negative impact on productivity and the ability to carry out fundamental content managing tasks. No exact figures are available for the amount of downtime during Phase 1, as no network notice board (recording downtime) was provided as part of the Internet connectivity service. An estimate of time lost by the Core Content Team between April and June 2004 (a period where it was felt the connectivity improved), made by the Production Manager, is two to three hours lost per day per person. With four people in the Core Content Team in Phase 1, that is between 40 and 60 hours lost per week; poor connectivity is expensive!

SOLUTION: The CGDP Team needs fast and reliable Internet connectivity. If there is to be a transversal, geographically distributed Content Team, their requirement is the same, meaning the whole of the PGWC's connectivity needs to be

improved¹⁹. As providing the latter will take longer than providing the former, a short term solution, and a long term solution are required.

The short term solution must be to immediately provide the core CGDP Team (all members will be in a single location), with fast (minimum 256 Kbps per user) and reliable (industry standard 99.5% uptime, 24/7) Internet connectivity. The various options (dedicated fixed line, ADSL, ISDN, etc.) must be analysed and costed. The solution must be implemented *within two months* of the start of Phase 2 (see Task: **TECH8**). This should be used as an example and a test-bed for the long term solution; in this light the possible exclusion of SITA as the service provider is not seen as problematic. Additionally it is viewed that to continue paying and using a sub-standard service which incurs such high negative-impact costs, when other options are readily available, is seen as wasteful expenditure.

The long term solution is to provide all those in the PGWC who have Internet access with fast (high bandwidth) and reliable (industry standard 99.5% uptime, 24/7) connectivity. This is not a CGDP task, but as it is in the Project's interest to have this achieved (to enable the Transversal Content Team), the Cape Gateway Technology Manager should instigate and monitor the development of this (see Task: **TECH9**). It is recommended that this CEI task be assigned to the Transversal GITO component, and that the Cape Gateway Technology Manager is included in the team that is set up. The CGDP would like to see this team complete this task within 8 months of the start of Phase 2.

4.2. Full Staffing and Staffing Continuity Required

ISSUE: Phase 1 was negatively impacted by the slowness to fill key positions and therefore get key skills into the Project. In the case of the Content Manager position, this was due to inappropriateness of initial candidates. In the case of the ICT Team Leader, this was due to procedural bureaucracy and slow decision making on behalf of those who needed to OK the decision.

Additionally the non-permanent nature of positions, resulted in a high risk of loss of skills and knowledge (lack of continuity), as well as much time and cost being spent on contract renewals, writing phased job descriptions, re-advertising positions, negotiations and attempts to retain Project knowledge.

SOLUTION: The staffing requirements as set out in 6. **STAFFING REQUIREMENTS** should be filled before the Phase 2 begins. I.e. the project should not be run understaffed, in the hope that positions will soon be filled or created (Task: **LEAD13**). Even though some of the tasks for Phase 2 can be completed without the full compliment of staff, it would be risky to get into the mindset that the rest of the staff will be brought in at the right time (this was the

¹⁹ This will bring enormous benefits for e-government as a whole, not just for the CGDP, as access to the Internet becomes more usable and reliable.

mistake made in Phase 1). The correct human resources are vital for Phase 2's success; with the approval of this document goes the approval of the staffing requirements.

The positions must be permanent positions (with the exception of the Cape Procure & Jobs Online Manager).

If there is a delay in placing staff (for whatever reason), then the project timeline must be adjusted accordingly, or the scope must be reduced.

4.3. Poor Delivery of Content by PGWC Departments

ISSUE: With a few exceptions PGWC departments were not very participative in the requests for their content. The time and effort to get content was beyond reasonable expectations. There were no mechanisms to enforce compliance, the Content Team had to rely on good will, repeated requests, and strategic hassling.

SOLUTION: As covered under 2.5. *Ensure Optimal Policy Environment for Flow of Content onto Portal* and 3.6. *Making PGWC Departments Accountable for their Content:*

- Instruction from Provincial Cabinet / Provincial Top Management
- Regular HoD meetings to ensure compliance with instruction
- Designated posts in departments have publishing content on the portal written in as part of the job description
- Performance agreements of these posts *as well* as senior management include content publishing goals

4.4. Poor Performance of Bee

ISSUE: The Bee system did not meet performance requirements. The reason for this is disputed between lying with the software engineering or the hardware infrastructure. The effect of a poorly performing system was to slow the Content Team down in their tasks, and to make it unfeasible to roll out Bee to a large number of users.

SOLUTION: Redevelop Bee. Ensure the hardware infrastructure is adequate.

4.5. Supplier Contract Management

ISSUE: The two suppliers who won the tenders for technology development in Phase 1, Visual Information Systems (VIS) and the DLK Group (DLK), both went severely over time on delivery. This probably had the overall biggest negative

impact on Phase 1; without a reliable CMS, content could not be entered efficiently, and without a portal content could not be seen. Launch dates had to be moved, and a significant additional cost was incurred in managing these suppliers.

SOLUTION: Thorough due diligence must be performed on software developers. All references (references must be requested in the tender docs) need to be taken up. Additionally the company's track record with other clients needs to be investigated.

Tenderers must have specific human resources available and ready for commitment to the project, as opposed to presenting a framework of resource possibilities. The project team for the tender needs to be in place before the tender contract is signed. A *dedicated* (i.e. not to perform any additional role on the project) and experienced (again, claims regarding experience need to be investigated) project manager for the tenderer must be a part of the team.

A requirement of the tender must be to include in the tender response contingency plans in the event of a milestone being missed (specific milestones will need to be described in the tender documentation). Penalties for not reaching specified project milestones need to be included in advance in the tender contract. It is critical that penalties are enforced, so that the supplier is motivated to reach subsequent targets (if the contract is not terminated at that point). Prior to signing the contract for the services the Cape Gateway Portal Director must meet with senior management of the successful tenderer²⁰, to explain (in a spirit of partnership) that the contract will be managed rigorously, the reasoning behind this, and the penalties.

Should the supplier miss targets, the contract must be exited. Phase 1 taught that it is much more cost and time effective, and likely to produce a better product, to restart the whole tender process again and find a competent supplier, then to stick with an under performing supplier, in the hope that they may put right. This exit is provided for under the *Government Procurement General Conditions of Contract*:

21. Delays in the supplier's performance

21.5 Except as provided under GCC Clause 25 [force majeure], a delay by the supplier in the performance of its delivery obligations shall render the supplier liable to the imposition of penalties, pursuant to GCC Clause 22, unless an extension of time is agreed upon pursuant to GCC Clause 21.2 without the application of penalties.

21.6 Upon any delay beyond the delivery period in the case of a supplies

²⁰ To be included is the signatory of the CONTRACT FORM - PURCHASE OF SERVICES (SBD1/WCBD1):
"3. I accept full responsibility for the proper execution and fulfillment of all obligations and conditions devolving on me under this agreement as the principal liable for the due fulfillment of this contract."

contract, the purchaser shall, without canceling the contract, be entitled to purchase supplies of a similar quality and up to the same quantity in substitution of the goods not supplied in conformity with contract and to return any goods delivered later at the supplier's expense and risk, or to cancel the contract and buy such goods as may be required to complete the contract and without prejudice to his other rights, be entitled to claim damages from the supplier.

22. Penalties

22.1 Subject to GCC Clause 25, if the supplier fails to deliver any or all of the goods or to perform the services within the period(s) specified in the contract, the purchaser shall, without prejudice to its other remedies under the contract, deduct from the contract price, as a penalty, a sum calculated on the delivered price of the delayed goods or unperformed services using the current prime interest rate calculated for each day of the delay until actual delivery or performance. The purchaser may also consider termination of the contract pursuant to GCC Clause 23.

23. Termination for default

23.1 The purchaser, without prejudice to any other remedy for breach of contract, by written notice of default sent to the supplier, may terminate this contract in whole or in part:

- (a) if the supplier fails to deliver any or all of the goods within the period(s) specified in the contract, or within any extension thereof granted by the purchaser pursuant to GCC Clause 21.2;
- (b) if the Supplier fails to perform any other obligation(s) under the contract; or
- (c) if the supplier, in the judgment of the purchaser, has engaged in corrupt or fraudulent practices in competing for or in executing the contract.

23.2 In the event the purchaser terminates the contract in whole or in part, pursuant to GCC Clause 24.1, the purchaser may procure, upon such terms and in such manner as it deems appropriate, goods, works or services similar to those undelivered, and the supplier shall be liable to the purchaser for any excess costs for such similar goods, works or services. However, the supplier shall continue performance of the contract to the extent not terminated.

4.6. Ensure a Rigorous Technical-Design Phase in Software Development

ISSUE: In moving from the design for a piece of software to its development, a technical design phase is crucial. This is where the designer (in CGDP the responsibility of Design & Usability) and software engineers agree how the required functionality in the design will be implemented in technology terms. There are often implications for adjustments and trade-offs in the original design, due to feasibility or earlier decisions. Producing a good technical-design, is the foundation for subsequent software development. If it is a poor foundation, no

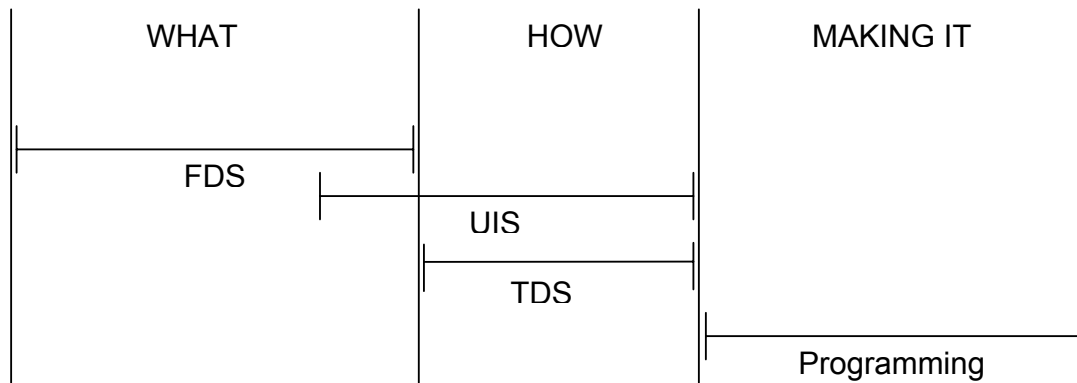
matter how good the coding, the product will not be able to live up to the requirements.

In Phase 1 both Bee and portal development missed signing off a technical design. This was due to it not being a requirement of the tender, so the tenderers could, motivated by time pressure, (unwisely) skip this step, or do a less than rigorous technical-design. The technical-design was also missed due to procurement methodology. Procuring software development as a next step after product design, left for little integration between the designer and the software developers, as the scope of the work needed to be defined up front, to provide a fair basis for potential tenderers to quote on. As a result normally integrated processes in software development, were forced apart.

SOLUTION: What is required is that software engineers come on board after Design & Usability have produced a Functional Design Specification (FDS), and an early indication of the user interface direction (but not the complete User Interface Specification). With Design & Usability oversight the “what” of the FDS is turned into a “how” in a Technical Design Specification (TDS). The User Interface Specification (UIS) (Design & Usability’s responsibility) can then also be simultaneously completed with the inclusion of technical input from software engineers (but not forgetting the Project’s principle of being Design & Usability lead). Once the TDS and the UIS have been completed, and development and test environments have been set up, then programming can begin.

To achieve this a tender which spans the technical design phase and the programming phase needs to be awarded. The supplier who wins this tender is responsible for the ultimate delivery of the product (according to the FDS and the subsequent UIS). The supplier will need to appoint skills in the programming phase according to the resulting TDS. The supplier is then also responsible for the knowledge transfer between the two technical teams.

The tender must specify that the TDS must be signed off (responsibility Technology and Design & Usability), before moving onto the programming phase.



This diagram only illustrates the issues discussed above, it is **not** meant as an illustration of a development methodology (it does not include important development steps).

A related point is to ensure the suitability of technology choices made in the TDS. A *laissez-faire* approach was taken in Bee development, leaving technology decisions completely in the hands of the supplier, on the principle that the responsibility to meet the specifications was on them, therefore the Project should not get involved in dictating technology decisions. The supplier decision to use a non object orientated programming language for the Bee client, proved to be a bad decision with high negative impact. Technology choices by suppliers must be reviewed by the Cape Gateway Technology Manager.

4.7. Ensure Onus of Software Testing is Placed on Developers

ISSUE: The Phase 1 Team became heavily committed in the software development testing phase of both Bee and the portal. This had large cost implications, and also negatively effected the areas of work the Team was meant to be involved in, other than testing. This scenario was not envisaged - both software development projects had a planned thorough testing-by-supplier period, and then a client acceptance testing period. In the end, a considerable amount of software testing was put onto the CGDP Team, as suppliers overran deadlines and passed on thoroughly untested products. When these were passed back as being non-ready for client acceptance testing, the developers were too busy trying to make deadlines to devote time to thorough testing. It was also found that even though developers had developed the product they did not understand the nuances of the content that it would work with, and therefore did not test what seemed like obvious functionality to the Content Team. Further it turned out that the developers were just poor tester of their own code (a common problem found with anyone checking their own work for mistakes). In the end, to get the job done, it became necessary to commit the CGDP Team to a high level of testing and bug reporting.

SOLUTION: Tenders for software development must require:

- A dedicated testing team, who are not the programmers, and who understand the specifications of the product and government content, need to be assigned to the project. (The size of this team needs to be considered with regards to the complexity of the product.)
- Prototypes or modules of functionality (which ever is appropriate) need to be agreed on in the software development project plan, and released fully tested at intervals, so that lessons are learned early on from the testing process.
- The testers need to be involved with testing from release of prototype/module 1 (i.e. not at the end of the software development, but near its beginning).
- A prototype/module must not be passed for client testing until it is to specification, and no more bugs can be found. A formal declaration of this must be made by the supplier.

A penalty system should be included in the tender contract, which can be invoked to motivate more thorough testing, if poorly tested prototypes/modules are passed on. This could cover the re-introduction of bugs previously reported. As a bug is not a consistently measurable unit, it would be difficult, and probably unfair, to base a penalty system on the number of bugs discovered, above a certain threshold, by the CGDP.

A level of reasonableness needs to be applied here; bugs are always found in software development, it is just a question of how many. The supplier software development team should also be seen as a partner in making Phase 2 a success, and the CGDP Team should assist them with their goals, but it is important that responsibility is clearly delimited.

Rigorous technical-design (as outlined above in 4.6. *Ensure a Rigorous Technical-Design Phase in Software Development*) has the potential to reduce bugs, as the connections between parts of the software has been thoroughly conceived.

4.8. Allow Reasonable Time and Cost for Software Development

ISSUE: In hindsight the original time framework for the development of Bee was too short, setting unreasonable expectations²¹. Similarly the targeted price, conveyed to tenderers in an information session, was unreasonably low for the amount of work required. The unreasonable time framework was a product of the original overall time framework for Phase 1, and the costing was a result of KEEG having to bear an unbudgeted cost, that hitherto it had been understood IT Services would cover. It is judged that the effect of the short timeframe and the low remuneration was a factor in the partial failure of the Bee system.

²¹ This is not to say the final time VIS took to deliver Bee was reasonable – it was a serious overrun.

It is judged that the original time and cost for the portal development was reasonable, and the failure to meet targets was a largely due to supplier mismanagement and incompetence.

SOLUTION: Allow for a reasonable amount of time and cost for software development. In the case of Bee v.1 a more reasonable time would have been six to eight months.

4.9. Poor Service Delivery from SITA

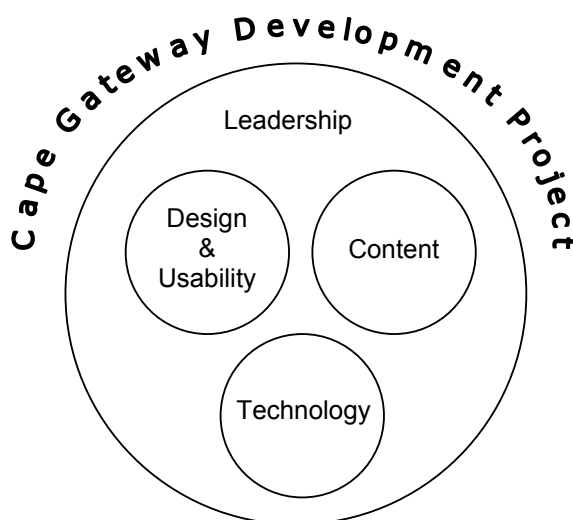
ISSUE: The Project relied on SITA for a number of services. These were all poorly delivered; problems fell into the following areas:

- Internet uptime was dismal (see above 4.1. *High Bandwidth and Reliable Internet Connection an Absolute Requirement*)
- Lack of delivery of a network notice board
- Exorbitant cost for database transactions
- Services are not 24/7
- Overall poor customer care
- Little meaningful reaction to issues from SITA chain of command (until towards end of Phase 1)

SOLUTION: The most effective solution would be to pick a service provider per service required based on cost and track record of level of service provided. Due to the SITA Act requiring certain services/products to be provided by or procured through SITA this is not an option. The Act should be analysed as to exactly what services/products are required to be legally provided/procured through SITA (Task: **TECH10**). The outlook that “things are beginning to improve” should not be a trap to remain with SITA. Once SITA has a proven record of reliability and good service they can be considered a possible option in the list of service providers.

5. PROJECT COMPONENTS & RESPONSIBILITIES

Phase 1 structured the Project into three components responsible for different areas. This worked well, and Phase 2 continues with this structure, with the addition of a clear Leadership component.



5.1. Leadership

The Leadership component (headed by the Cape Gateway Portal Director) is there to ensure the ultimate quality and success of the CGDP. It is responsible for Project strategy. It manages the Project. It must secure the initial staffing of the Content Manager, Design & Usability Manager, Technology Manager and Cape Procure & Jobs Online Manager. This component is highly involved in relationship building with stakeholders, and raising the profile of Cape Gateway (within government and outside government).

As the CGDP has no supporting Cape Change project, as initially envisaged in *The Cape Online E-government Programme*, the Leadership component must also ensure/promote:

As Government strives towards fulfilling its role in the building of the knowledge economy, internal and external changes in technology, structures, processes, and the nature of day-to-day work will have to change. In order to facilitate the success of this process it is essential to educate internal role players, promote the benefits of E-Government and adapt the organization as required.

- The Cape Online E-government Programme, E-government Strategy

5.2. Content

The Cape Gateway customer utilises the portal because of the content it offers. Excellent user interface and information design, and robust technical architecture are vital in order to deliver that content, but from a user's perspective the CGDP is all about the content.

The Content component is responsible for the quality and quantity of content on the portal. This component has the largest human resources requirements.

The Content component will also contribute its understanding and experience with government content to improve the data model, Bee and the portal.

5.3. Design & Usability

The Design & Usability component is there to ensure the user-centred design principle is the foremost decision making principle in all the Project undertakes.

This component will undertake usability testing, produce design specifications for Bee and the portal, oversee any software/system development from a usability perspective, and train/support Bee users.

5.4. Technology

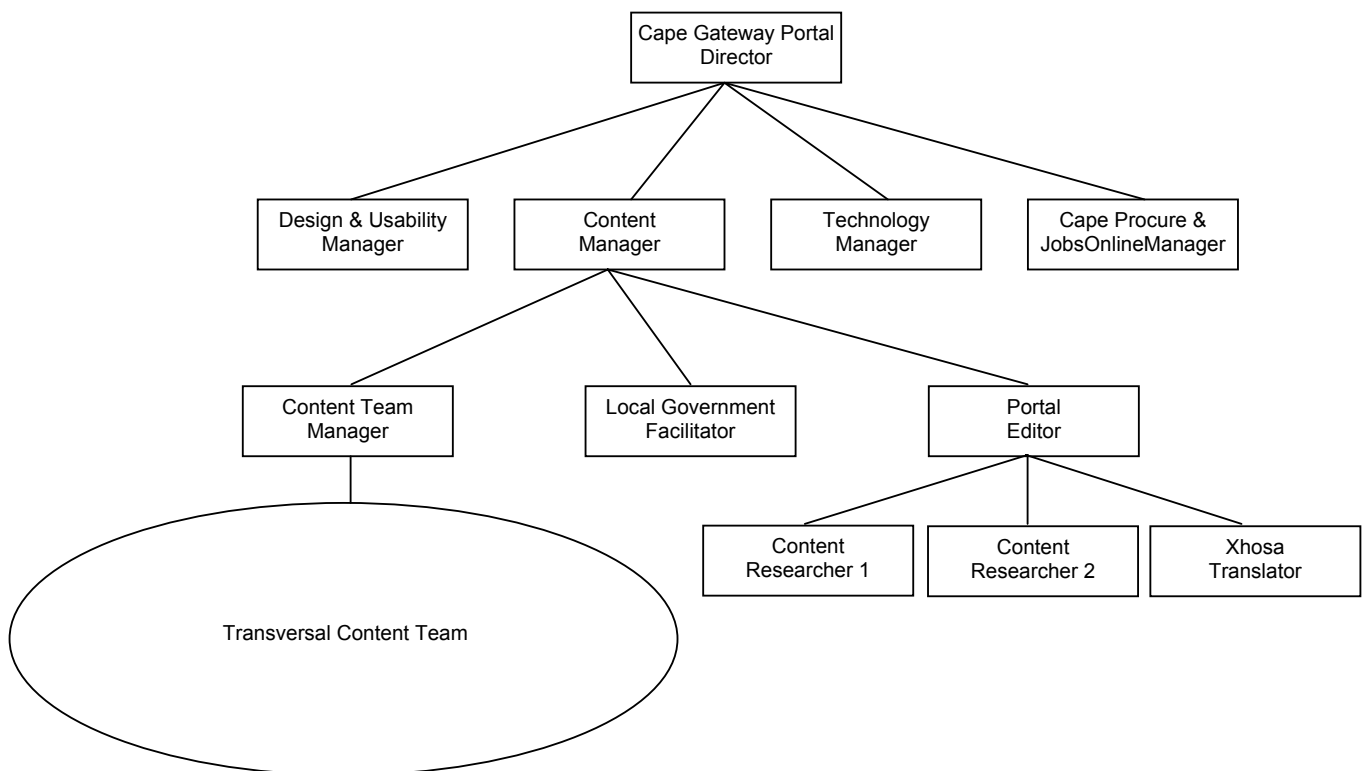
The Technology component is responsible for the ICT enablement of the product designs produced by Design & Usability. It is also responsible for the technical maintenance, and any trouble-shooting, of the operational versions of Bee and the portal.

6. STAFFING REQUIREMENTS

The core roles and skills required to carry out Phase 2 are described here. Additional skills will be required at different stages of the project (e.g. software development). The leaders of the Project components have a budget for hiring these contractors/consultants/service-providers.

It is important that all of the following staff are hired, and that the positions are permanent (except the Cape Procure & Jobs Online Manager), otherwise the project has a high risk of failure (see 4.2. Full Staffing and Staffing Continuity Required).

Project administration skills (minutes, project plan updates, and other administrative functions) are not included here, and presumed available from the Project Office, on the request of the Cape Gateway Portal Director.



6.1. Cape Gateway Portal Director

RESPONSIBILITIES: Overall leadership of the Project; responsibility for the strategy; management of the project; staffing; budgeting; raising the profile of Cape Gateway internally and externally; overall quality control; reporting and meeting deliverables agreed with management.

SKILLS: Leadership; programme management; website strategising; policy development; high-level interaction with senior management, government departments and other bodies; contribution to overall Cape Gateway strategy; staff management.

REMUNERATION: R300,000 – R384,000 p.a.

6.2. Cape Gateway Technology Manager

RESPONSIBILITIES: Leadership and management of the Technology component; technology skills resourcing; managing the Technology budget; quality control over all Project technology matters; advising on best ICT solutions (including network architecture, software engineering, and database design); ICT enablement of designs; managing technology suppliers; maintaining Bee and portal operational (from a technology perspective); liaising with existing and new technology suppliers; assessment of Technical Designs and input into Bee and portal design specifications; contribution to overall Cape Gateway strategy; building Project relationships with other CEI technology components; promotion of OSS in PGWC; promotion of common standards in government for interoperability.

NOTE: in Phase 1 the ICT Team Leader fulfilled the role as technology manager for the CGDP *as well* as for other Cape Online projects. In Phase 2 the Cape Gateway Technology Manager is a dedicated CGDP position.

SKILLS: Knowledge of Internet infrastructure; enterprise portal development; network architecture, design, installations, hardware, routing, protocols and standards; data modeling and the uniform modeling language (UML); open source and proprietary software and system; software development models, especially object-orientated programming; project management; strategic planning and thinking.

REMUNERATION: R240,000 - R300,000 p.a.

6.3. Design & Usability Manager

RESPONSIBILITIES: Leadership and management of the Design & Usability component; Design & Usability skills resourcing; managing the Design & Usability budget; ensure user-centred design principle in all Project matters; design

specifications for portal and Bee; usability testing of products; overseeing systems/software development from a usability perspective; training Bee users; contribution to overall Cape Gateway strategy; promoting common standards for government content

SKILLS: The application of usability principles in design; information design; user interface design; drawing up website and application design specifications; creative talent; knowledge of contemporary and electronic design; knowledge of Web development and Web technologies; training; strategic planning and thinking.

REMUNERATION: R240,000 - R300,000 p.a.

6.4. Content Manager

RESPONSIBILITIES: Leadership and management of the Content component; staffing the Content component; managing the Content budget; overall management of content and related processes for the portal; content strategy development and implementation; high-level interaction with senior management, government departments and other bodies; contribution to overall Cape Gateway strategy; staff management; updating/adapting of content management guidelines; working with the Transversal Content Team Manager to create a transversal content team; maintain and tweak portal search; create and head up transversal Editorial Team; reporting and feedback on portal statistics; overseeing of Call Centre use of portal; promote common standards for government content.

SKILLS: Leadership; management; website strategising, including content; policy development; strategic thinking and planning; electronic content development; presentation; negotiation; project management; analytical skills; training; planning, development and implementation of new systems and services and products in a large organisation.

REMUNERATION: R240,000 - R300,000 p.a.

6.5. Cape Procure & Jobs Online Manager

RESPONSIBILITIES: Achieve Phase 2 objectives *Tenders Online* and *Jobs Online*; coordination of the work required from Design & Usability, technology and Content components to achieve this; strategy and policy input; high-level interaction with senior management, government departments and other bodies; work with provincial, local and national departments to ensure that they enter jobs and tenders online; compliance monitoring and reporting; help to reengineer

business processes; provide feedback for Bee adjustments; promote common standards for government content.

SKILLS: Process analysis, design and management; coordination; negotiation; relationship management; presentation

REMUNERATION: R240,000 - R300,000 p.a.

NOTE: This position is not permanent, but lasts for the duration of Phase 2, i.e. 18 months. The role is to set up processes, which can then be operationalised.

6.6. Portal Editor

RESPONSIBILITIES: Strategising and placing content for home page; monitoring portal for content quality and completeness; day-to-day managing of updating and translation staff; sub-editing content; liaison with Call Centre for content update ideas; keeping up to date with current affairs and issues within government, to help keep the portal relevant; content writing and entering into Bee.

SKILLS: Good English writing skills; online content experience; detail-focused; editorial experience; managing people.

REMUNERATION: R180,000 - R216,000 p.a.

6.7. Local Government Facilitator

RESPONSIBILITIES: Start and manage the process of getting Western Cape Local Governments to use Cape Gateway as their preferred method of publishing online. This would include identifying role players, building relationships, selling, training and ongoing facilitation work with local governments; promote common standards for government content.

SKILLS: Process design and management; negotiation; relationship management; training; presentation. Good Afrikaans would be useful.

REMUNERATION: R180,000 - R216,000 p.a.

6.8. Transversal Content Team Manager

RESPONSIBILITIES: Create a transversal content team, initially within the provincial government. This will involve working with departments to identify staff to update and create portal content. Ongoing coordination of that team, as it grows: helping

departments to adjust job descriptions; assisting departments to recruit the right staff; identifying training needs.

SKILLS: Negotiation; good people skills; good writing skills; online experience; management; organised; persistence; presenting.

REMUNERATION: R180,000 - R216,000 p.a.

6.9. Content Researcher x 2

RESPONSIBILITIES: Research and write content to update and improve the portal. Assist the Portal Editor to identify gaps in the portal. Enter content into Bee. Assist in the maintenance of the home page, translating and placing home page content in Afrikaans. Initial provision of Cape Gateway Portal Help Desk service, until the expansion of the content team necessitates more resources on this. Sub-editing content. Scanning documents.

SKILLS: Writing; online writing; sub-editing; researching; proficiency in Afrikaans, to translate and quality check content; HTML; preparation of images for the Web; teamwork.

REMUNERATION: R144,000 – R180,000 p.a.

6.10. Xhosa Translator

RESPONSIBILITIES: Translate and quality check Xhosa content; enter Xhosa content into Bee; assist in the maintenance of the home page; translating and placing home page content in Xhosa; input in the language aspects of the design of the Xhosa portal interface.

SKILLS: Translation from English into Xhosa; writing in Xhosa; understanding of online environment, and government.

REMUNERATION: R144,000 – R180,000 p.a.

7. BUDGET REQUIREMENTS

The budget is described by area. Staff remuneration and travel related expenditure (which may be substantial, considering the Cape Gateway Portal Director and Local Government Facilitator's tasks) are **not included**.

The total budget required for Phase 2, over 18 months, is R3,971,000.

LEADERSHIP

ITEM & DESCRIPTION	BUDGET
TOTAL	252K

DESIGN & USABILITY

ITEM & DESCRIPTION	BUDGET
TOTAL	775K

CONTENT

ITEM & DESCRIPTION	BUDGET
TOTAL	524K

TECHNOLOGY

ITEM & DESCRIPTION	BUDGET
TOTAL	2189K

TENDERS & JOBS

ITEM & DESCRIPTION	BUDGET
TOTAL	231K

8. PLANNING

8.1. High-Level Planning

The following plan addresses the timing and duration of some of the important parts of Phase 2. A detailed project plan, covering all areas of Phase 2, will need to be constructed by the assembled CGDP Team. Like most project plans, the plan is expected to change over time as more knowledge is gained (e.g. an OSS CMS is found that matched the Bee FDS requirements, and little or no programming time is required).

In the tables below actual month names are not listed, as the start date of Phase 2 is unknown. Months are named from the start of Phase 2, e.g. if Phase 2 started on 1 September, “begin Mnth3” would be 1 November.

8.1.1. Start-Up

Hire staff, and get good Internet connectivity. These tasks are highlighted here as it is essential to start them at the beginning of the Project.

TASK	START	END	MNTHS
Hire Project staff	begin Mnth1	begin Mnth5	4
Procure and implement reliable and fast Internet connectivity	begin Mnth1	begin Mnth3	2
Draw up detailed Project Plan	begin Mnth1	begin Mnth2	1

8.1.2. Bee V.2

With the urgent requirement for a speedy and reliable CMS, this task needs to begin at the Project’s commencement.

TASK	START	END	MNTHS
Bee usability testing	begin Mnth1	mid Mnth1	0.5
FDS	mid Mnth1	mid Mnth3	2
Tender process	mid Mnth3	mid Mnth5	2
UIS	mid Mnth4	mid Mnth6	2
TDS	mid Mnth5	mid Mnth7	2
Programming	mid Mnth7	mid Mnth13	6
Testing	mid Mnth13	mid Mnth15	2

8.1.3. Data Model

This can't be delayed too long, as it is required for the Bee v.2 design. At the same time, key staff (Content Manager, Design & Usability Manager, Cape Gateway Technology Manager) need to be employed before it begins.

TASK	START	END	MNTHS
Procure data modeller	mid Mnth3	mid Mnth4	1
Data modelling	mid Mnth4	mid Mnth5	1

8.1.4. Portal V.2

As the portal improvements and any added functionality will probably be designed, developed and released in stages, no specific start, end and duration dates can be given (areas will take longer or shorter depending on what they are), but important steps are indicated below. The overall process must be completed by the end of Month 18.

TASK	START	END	MNTHS
Compile list of areas to be improved and added	begin Mnth4	mid Mnth5	1.5
Usability test	variable	variable	variable
Design specification	Repeat for each area listed (areas can be grouped.)	variable	variable
Tender process		variable	variable
TDS		variable	variable
Programming		variable	variable
Testing		variable	variable
End of modular design and development – i.e. Portal v.2	-	end Mnth18	-

8.2. Timeline

From the high-level planning a duration of 18 months has been given for Phase 2. This allows enough time for Phase 2's objectives, as well as balancing the organisational need to report on achievements within a reasonable time framework.

It is vital that any issues arising that limit the Project (e.g. lack of staffing or budget, poor Internet connectivity, supplier delay, etc.), are identified, documented and reported on. The timeline or scope *must be* readjusted in these events (Task: LEAD14). This disciplined project management strategy, will manage expectations.

It is recommended that Phase 2 starts at the beginning of October 2004, which would mean it would end at the end of January 2006.

NOTE: as indicated earlier, the Project should **not** start until the staffing posts listed here are approved and institutionalised, as well as the budget approved.

9. RISKS

9.1. Staffing

RISK: Full staffing not achieved; the posts are not institutionalised, or are at too low a remuneration level, or are not permanent.

POSSIBILITY OF OCCURRING: High

IMPACT ON PROJECT: High

MANAGEMENT STRATEGY: Cut the scope of Phase 2. Only progress if staffing requirements are met.

9.2. National Government Content

RISK: National government bodies deliver little content or do not participate effectively.

POSSIBILITY OF OCCURRING: High

IMPACT ON PROJECT: Low

MANAGEMENT STRATEGY: Identify what national content is important to Cape Gateway users, and create and update it on behalf of the national bodies.

9.3. SITA Services

RISK: The Project relies on SITA for some of its technology supplies (SITA Act). The Project therefore runs the risk that, as in Phase 1, SITA will poorly deliver these.

POSSIBILITY OF OCCURRING: High

IMPACT ON PROJECT: High

MANAGEMENT STRATEGY: Seek alternative service providers who are reliable. Use argument that the PFMA forbids fruitless expenditure, which spending money on a service that is poorly delivered amounts to.

9.4. Government Content Standards

RISK: Common standards for government content are not adopted.

POSSIBILITY OF OCCURRING: High

IMPACT ON PROJECT: Low (will become increasingly impactful in later Project phases)

MANAGEMENT STRATEGY: Continue educating stakeholders of the importance and effect of common standards.

9.5. Internet Connectivity

RISK: Poor Internet connectivity (low bandwidth and high percentage downtime); Content Team can't use Bee effectively to enter content.

POSSIBILITY OF OCCURRING: Medium

IMPACT ON PROJECT: High

MANAGEMENT STRATEGY: Purchase connectivity from a reliable supplier.

9.6. PGWC Departments Content

RISK: PGWC departments deliver little content or do not participate effectively

POSSIBILITY OF OCCURRING: Medium

IMPACT ON PROJECT: Medium

MANAGEMENT STRATEGY: Create and update content on the departments' behalf. See also:

- *2.5. Ensure Optimal Policy Environment for Flow of Content onto Portal*
- *3.6. Making PGWC Departments Accountable for their Content*

9.7. Local Governments Content

RISK: Local governments deliver little content or do not participate effectively

POSSIBILITY OF OCCURRING: Medium

IMPACT ON PROJECT: Low

MANAGEMENT STRATEGY: Identify what local government content is important to Cape Gateway users, and create and update it on behalf of the local governments.

9.8. Supplier Delivery

RISK: Suppliers (particularly software suppliers) do not meet time targets or specification requirements

POSSIBILITY OF OCCURING: Medium

IMPACT ON PROJECT: High

MANAGEMENT STRATEGY: Do not pay supplier for work that does not meet requirements. Retain the budget (any additional cost to supplier, as per *Government Procurement General Conditions of Contract*), and find another supplier. Manage contract rigorously from the start. Agree to milestone dates, and if supplier misses a milestone, implement a monetary penalty. Additionally have contractually agreed contingency plans for what the supplier will do if they overrun.

9.9. Buggy Software

RISK: Developed software is buggy

POSSIBILITY OF OCCURING: Medium

IMPACT ON PROJECT: High

MANAGEMENT STRATEGY: See:

- *4.7. Ensure Onus of Software Testing is Placed on Developers*
- *4.6. Ensure a Rigorous Technical-Design Phase in any Software Development*
- *4.8. Allow Reasonable Time and Cost for Software Development*

9.10. Content Targets

RISK: Content targets are not achieved.

POSSIBILITY OF OCCURING: Low

IMPACT ON PROJECT: High

MANAGEMENT STRATEGY: This could be due to poor Bee performance effecting the entering of content, or non-cooperation of government bodies, or lack of staff. The two former little can be done about, until Bee v.2 is developed, and until content stakeholders are accountable (see 3.6. *Making PGWC Departments Accountable for their Content*). In the case of the latter hire contract staff to assist with the workload.

9.11. Provincial Top Management / Provincial Cabinet

RISK: Lack of support from Provincial Top Management or Provincial Cabinet.

POSSIBILITY OF OCCURING: Low

IMPACT ON PROJECT: Medium to High (depending on how lacking)

MANAGEMENT STRATEGY: Approach PTM and Provincial Cabinet to raise the profile of Cape Gateway with them. Indicate how it fulfils PGWC's requirements from the South African Constitution to policy such as *Batho Pele*.

9.12. Budget

RISK: Full budget not allocated.

POSSIBILITY OF OCCURING: Low

IMPACT ON PROJECT: High

MANAGEMENT STRATEGY: Cut the scope of Phase 2.

10. MONITORING AND EVALUATION METHODS

Here follow techniques to monitor the implementation of Phase 2's objectives, and how to evaluate successful implementation.

In any of the following where there is a regular reporting requirement, it is important that the report is submitted even when there is no activity in the area, as the report is there to document this. Most of the monthly reports required below can be combined into a single report, coming from the responsible Project component (Leadership, Content, Design & Usability or Technology).

10.1. Add, Update and Further Improve the Quality of Content on the Portal

10.1.1. Add and Update Content

(Content – Portal Editor) A monthly report on the following targets:

PORTAL CONTENT	TARGET
Home Page stories	Updated with new stories at least once a week
Your Life categories	Appropriateness reviewed every 6 months
Content placed in Your Life categories	Appropriateness reviewed every month
Topics categories	Appropriateness reviewed every 6 months
Content placed in Topics categories	Appropriateness reviewed every month
News	At least 5 new items every week
Speeches	At least 1 new item every week
Newsletters & Magazines	At least 20 regularly published Newsletters & Magazines by end of Phase 2
Public Information	-
Reports & Research	-
Guidelines, Manuals & Instructions	-
Forms	-
Budgets	All national, WC provincial and local as they are published
Strategic Plans & Business Plans	-
Annual Reports	All national, WC provincial and local as they are published
Green Papers	All national, WC provincial as they are published
White Papers	All national, WC provincial as they are published

Policies	-
Draft Bills	All national, WC provincial as they are published
Bills	All national, WC provincial as they are published
Acts	All national, WC provincial as they are published
Constitutions	Keep RSA and WC up to date with any amendments
Regulations	Content Manager to decide
Notices	Content Manager to decide
By-Laws	All
Service categories	Appropriateness reviewed every 6 months
Services	All PGWC, as many national and local as possible (include important ones to users)
Project categories	Appropriateness reviewed every 6 months
Projects	All PGWC, as many national and local as possible (include important ones to users)
Properties for Rent/Sale	All PGWC, as many national (in the WC) and local as possible
Events	All PGWC, as many national (in the WC) and local as possible
Facilities	All PGWC, as many national (in the WC) and local as possible
Facility categories	Appropriateness reviewed every 6 months
Public Entities	All PGWC, as many national (in the WC) and local as possible
Public Entity types	Appropriateness reviewed every 3 months
Political Parties	All
Glossary	-
Your Gov index pg	Appropriateness reviewed every 3 months
GSC Overview pg	All PGWC GSCs; all national departments and ministries; all local governments to depth of department level
Structure	Head Posts for all GSCs described in <i>GSC Overview pg</i> cell
Committees	All PGWC, all national political, as many as possible rest of national and local
Contact	Each GSC must have at least one Contact
Tenders index pg	Appropriateness reviewed every 3 months
Open Tenders	All PGWC, as many national and local as possible
Awarded Tenders	All PGWC, as many national and local as possible
Closed Tenders	(Automatic)
Cancelled Tenders	All PGWC, as many national and local as possible
How To Tender	Appropriateness reviewed every 3 months
Tender Policies	Appropriateness reviewed every 3 months
Tender Advice Centres	Appropriateness reviewed every 3 months
Tender Contacts	Appropriateness reviewed every 3 months
Jobs How To Apply	Appropriateness reviewed every 3 months
Jobs Policies	Appropriateness reviewed every 3 months

Jobs Salaries	Appropriateness reviewed every 3 months
Government Employee	At least all PGWC ministers and HoDs to Chief Directors (incl. photo); all national ministers (incl. photo), deputy ministers (incl. photo) and HoDs; all local government members of the executive
External Stakeholder Individual	-
External Stakeholder Organisation	-
Search synonyms list	Regularly updated, appropriateness reviewed every month

10.1.2. Translations

(Content – Portal Editor) A monthly report on which content items have been that month translated, as well as running percentages of translations in each portal content areas listed above.

10.1.3. Content Gaps

(Content – Portal Editor) Monthly review of search statistics, and Call Centre and Walk-In Centre queries, analysis and report on gaps identified and filled.

10.1.4. Content Quality

(Content – Content Manager) Monthly report on a random sample of 12 content items (including different languages) - do they meet *The Cape Gateway Content Management Guidelines* standards?

10.1.5. Image-PDFs

(Content – Portal Editor) Monthly report identifying all image-PDFs on the portal, indicating any new added or converted to text-PDF.

10.1.6. Word Standards

(Content – Content Manager) Monthly review of the Word Standards in all three languages to ensure the lists are growing or up to date. Report on results of review.

10.2. Maintain Portal Live

(Technology) Monthly report on:

- portal uptime – is it 99.9% (24/7)?
- backups – when were they performed?

10.3. Maintain Bee Live

(Technology) Monthly report on:

- Bee system uptime – is it 99.5% (24/7)?
- backups – when were they performed?

10.4. Support Bee Users

The following will only become worthwhile as monitoring and evaluation mechanisms when Bee has been rolled out to a larger group of users; implement them then.

(Design & Usability) Monthly report listing all Bee Help Desk queries, covering query title, query date and time, and resolution date and time. (This will probably be drawn from the records the Bee Help Desk is keeping in any case.)

(Design & Usability) Monthly review of the Bee Users document – a document covering who has been trained to use Bee, training dates, and their monthly usage of the system (e.g. how many content items entered/authorised).

10.5. Ensure Optimal Policy Environment for Flow of Content onto Portal

(Leadership) Monthly report listing legislation/policies/regulations engaged in influencing/ participating/promulgating. Special attention to policy to keep the original digital file of a document, and policy instructing departments that all public information must be published through the Cape Gateway publishing process (making Cape Gateway the publishing platform for the PGWC).

(Leadership) A report every two months listing HoD meetings: whom, when, what was reported to them, their response, date of next meeting.

10.6. Tenders Online

(Tenders & Jobs) Monthly report listing:

- Tender numbers of all PGWC tenders published on the portal (note compliance of these with publishing the tender documents/specifications online)
- Any known PGWC tender were not published
- Tender numbers of all national and local government tenders published on the portal
- Awarded information compliance (check by cross referencing with previous monthly reports)

(Design & Usability) A usability test report on the system Phase 2 produces for entering tenders, so that they become published on the portal.

(Design & Usability) A usability test report on the portal tender section produced by Phase 2.

(Design & Usability) A usability test report on the process of external organisations downloading Cape Gateway tender information for their own publishing purposes (users are external organisations).

10.7. Jobs Online

(Tenders & Jobs) Monthly report listing:

- All PGWC jobs published on the portal
- Any known PGWC jobs were not published
- All national and local government jobs published on the portal

10.8. Improve Usability of Portal

(Design & Usability) Usability testing reports on the improved areas as they are completed.

10.9. Improve Usability of Bee

(Design & Usability) Usability test report on Bee v.1, and on completion of Bee v.2

10.10. Include Local Governments

(Content – Local Government Facilitator) Monthly report listing:

- All local governments and the Cape Gateway relationship status (e.g. none, initial, providing content)

- Meetings held
- Agreements reached
- Names and contacts of all involved

10.11. Build Relationships with National Government Bodies

(Leadership) Monthly report listing:

- All national government bodies and the Cape Gateway relationship status (e.g. none, initial, providing content)
- Meetings held
- Agreements reached
- Names and contacts of all involved

10.12. Ensure a Close Relationship with Other Cape Gateway Channels

(Leadership) A report every two months, on what ties have been made between the channels (e.g. meetings, objectives, dates, training).

(Leadership) A report every six months assessing if the Call Centre and Walk-In Centre staff are expert users of the portal.

10.13. Champion common standards for government content

(Leadership) Monthly report listing:

- General efforts made to champion common standards (indicating with whom)
- Meetings and agreements reached with the National Gateway project
- Meetings and agreements reached with the City of Cape Town
- Any content shared (in either direction) as a result of common standards
- Meetings and agreements reached with each of the parties mentioned in the MIOS (list each party, even if no initial meeting has yet been had)
- Participation in any standards working group (name, date, outcome)

(Design & Usability) A usability test report on the process of external organisations downloading Cape Gateway content for their own publishing purposes (users are external organisations).

10.14. Create and Promote PGWC Web Publishing Standards

(Design & Usability) A usability report on the standards.

(Design & Usability) A monthly report listing:

- The PGWC Website Register
- Any known PGWC websites that are not on the Register

(Design & Usability) A monthly report listing activities in promoting the standards.

10.15. Open Source Software Development

(Technology) At the completion of any software development undertaken in Phase 2, a report to be written checking off and detailing the following areas:

- Licensing
- Documentation
- Registration (as on open source project)

(Technology) Thereafter a monthly report on what has been publicly maintained and updated (e.g. through the website where it is registered) about the OSS project.

10.16. Make NPOs Aware of Cape Gateway

(Leadership) Monthly report listing:

- All the NPOs selected for targeting
- Meetings held with NPOs (date, outcome, names and contacts of all involved)

APPENDIX A: GLOSSARY AND ACRONYMS

Bee – The name of the content management system designed and developed during CGDP Phase 1.

CEI – Centre for e-Innovation

CGDP – Cape Gateway Development Project

CMS – Content management system

Content Team - The combination of the Core Content Team and the Transversal Content Team.

Core Content Team – The centralised content team employed by the CEI to drive CGDP content objectives.

EPS - Electronic procurement system

GITO - Government Information Technology Officers. A council tasked with facilitating ICT coordination across government.

HDI – Historically disadvantaged individual

HoD – Head of Department

ICT – Information and communications technology

NPO – Non-profit organisation. Includes non-government organisations (NGOs), community-based organisations (CBOs), faith-based organisations (FBOs), organisations registered as Section 21 companies, trusts, and any voluntary association that is not-for-profit.

OSS – Open source software

PGWC – Provincial Government of the Western Cape

PTM – Provincial top management

RFQ - Request for quotation

SMME – Small, medium or micro enterprise

Transversal Content Team - The decentralised content team made up of staff from PGWC, national and local government departments, who author and/or authorise content about their component.

UML - Unified modelling language

WCSDB - The Western Cape supplier database

APPENDIX B: HIGH-LEVEL TASKS

This is not meant as a complete list of all the tasks required for the successful planning of Phase 2. It is a list of the tasks that arose from writing this document. In the CGDP Team's planning process all the tasks needed to reach the objectives of Phase 2 will become apparent.

1. Leadership

LEAD1: Ensure the optimal policy environment so CGDP's objectives can be achieved. This is primarily for PGWC policy and regulations, but influence and participation in national and local government policy formulation should be attempted.

LEAD2: Attain a direct instruction from Provincial Cabinet or Provincial Top Management to departments that all public information must be published on the portal.

LEAD3: Regular meetings with HoDs to review their department's contribution to Cape Gateway, and their compliance with policy.

LEAD4: Build a direct relationship with each national department and ministry, with the aim of them publishing their content on the portal, as well as raising awareness of Cape Gateway, e-government, and access to information issues.

LEAD5: Ensure that the Call Centre and Walk-In Centre staff are expert users of the portal.

LEAD6: Championing the need for standards whenever meeting with any stakeholders of government content.

LEAD7: Meet with the National Gateway team to agree on the need for common standards, to agree to common standards in the absence of any, and to then share content between the two projects.

LEAD8: Meet with the City of Cape Town to agree on the need for common standards, to agree to common standards in the absence of any, and to then share content between the two projects.

LEAD9: Play a facilitation role in jump-starting the process of creating common standards for government content, by meeting each of the parties mentioned in the MIOS (DPSA, SITA's e-Services, GITO Council, Office of Government Chief Information Officer).

LEAD10: Select NPOs to market Cape Gateway to, build relationship, and perform needs analysis on their government information requirements.

LEAD11: Examine the long term organisational positioning of the institutionalisation of the Core Content Team (e.g. remains in CEI as a part of the CGDP or moves to the Communications component).

LEAD12: Ensure stakeholder participation, from the start of Phase 2, in order to make more people feel that they are a part of the project.

LEAD13: Staff the Project.

LEAD14: Readjust the Project's timeline or scope in the event of any issues arising that limit the Project (e.g. lack of staffing or budget, poor Internet connectivity, supplier delay, etc.). Identify, document and report these issues.

2. Content

CONT1: (Portal Editor) Ensure content quality of content - measured according to the standards set in *The Cape Gateway Content Management Guidelines*. E.g. Is the content written in plain language (jargon-free)? Are images suitably compressed? Does the content adhere to the standards in the Writer's Guide? Etc.

CONT2: (Content Manager) Form a coherent policy on when it is permissible to link to another website for content, instead of importing that content onto the portal. Maintain a list of these instances.

CONT3: (Content Manager) *The Cape Gateway Content Management Guidelines* need to be kept up to date with decisions taken, and improved with new learning and the identification of gaps in the guidelines. Particularly critical are the maintenance of the Word Standards in the Writers Guide, *in all three languages*, and guidelines on how to implement the portal visual style in HTML (e.g. headings and tables).

CONT4: (Content Manager) A PGWC policy/regulation that lays out how every document is to be archived digitally. Additionally the organisation must ensure ownership of the originating digital file when outsourcing document creation to a third party.

CONT5: (Local Government Facilitator) Build relationships with all Western Cape local governments. Involve (i.e. content published and maintained) as many as possible in Cape Gateway, but as a minimum at least two local governments need to be involved to a similar level of content richness as Phase 1 achieved with PGWC departments.

CONT6: (Content Manager, Local Government Facilitator) Championing the need for standards whenever meeting with any stakeholders of government content.

CONT7: (Content Manager) Improve and update the data model.

NOTE: This is a Content task, as the data model is about government content. The exercise is to model government content, and the experts are the Content Team. This will probably involve a technology skill to help with the process of modelling – i.e. the unified modelling language (UML); but this is not a Technology exercise (it is the logical data model, not the physical data model). Design & Usability will be involved, as the data model will have impact on the Bee and portal v.2 designs.

CONT8: (Transversal Content Team Manager) Create positions in PGWC departments for full time Web Authors.

3. Design & Usability

DES1: Maintain the Bee Help Desk operationally.

DES2: Training for Bee users.

DES3: Improve and update the Bee User Manual for Bee v.2

DES4: Update the Bee website.

DES5: Produce a design specification improving the usability of portal. Take into account the requirements of the content publishers - PGWC departments, local governments, and national departments. Include any additional portal functionality.

DES6: Bee usability testing.

DES7: Produce a design specification improving the usability of Bee.

DES8: Championing the need for standards whenever meeting with any stakeholders of government content.

DES9: Produce PGWC Web Publishing Standards.

DES10: Promote the PGWC Web Publishing Standards to the PGWC departments, so that there is an awareness of the requirement to adhere to them.

DES11: Usability test the WCSDB supplier registration process (from a supplier point of view). Make recommendations, and ensure implementation by TradeWorld.

4. Technology

TECH1: The portal will be available to its users 24/7, with a 99.9% uptime.

TECH2: General portal operational maintenance, such as backing-up, needs to be routinely performed.

TECH3: Bee will be available to its users 24/7, and live 99.5% of the time.

TECH4: General Bee system operational maintenance, such as backing-up, needs to be routinely performed.

TECH5: Championing the need for standards whenever meeting with any stakeholders of government content.

TECH6: Make the complete dataset of publicly accessible content on the portal available for complete or partial download, by any organisation (government or other). Publish the data schemas. Data access must facilitate the ability to download coherent sets of the data (e.g. only tenders), as well as only updates from the last download (in order to facilitate data synchronisation between databases).

TECH7: A rigorous OSS methodology to be followed in any software development, making sure the following areas are covered:

- Licensing
- Documentation (i.e. all software or systems development must have the requirement of thorough documentation)
- Registered as on open source project
- Information on the project is publicly maintained and updated (e.g. through the website where it is registered)

TECH8: Provide the core CGDP Team, within two months of the start of Phase 2, with fast (minimum 256 Kbps per user) and reliable (industry standard 99.5% uptime, 24/7) Internet connectivity.

TECH9: Instigate and monitor the implementation of fast (high bandwidth) and reliable (industry standard 99.5% uptime, 24/7) Internet connectivity for all those in the PGWC who have Internet access. The actual provision is not a CGDP responsibility.

TECH10: Understand the SITA Act, to analyse exactly what services/products are required to be legally provided/procured through SITA.

5. Tenders & Jobs

T&J1: Objectives under 2.6. *Tenders Online*.

T&J2: Publish all of the PGWC departments' externally-intended job advertisements. Additionally as many as possible national and local government job advertisements.

T&J3: Championing the need for standards whenever meeting with any stakeholders of government content.

T&J4: Analyse the option of moving the data capturing of supplier submitted quotes in house or continuing to outsource it.

T&J5: Build relationships with departments (especially the departmental Accounting Officers), educating them of the benefit and legislative requirements of having tenders online (and archived).

T&J6: Partner with Provincial Treasury to work together to achieve tender information goals.

T&J7: Ensure Treasury passes a regulation/instruction requiring departments to enter every tender onto the portal, with tender documentation (where there is documentation), and to follow up with awarded information.

T&J8: Report monthly to the department's Accounting Officer on their achievements.

T&J9: Build relationships with local governments and national departments, educating them of the value and legislative requirements of having tenders online.

T&J10: Agree on common standards between government bodies for the structure of tender information, to enable sharing (e.g. with the City of Cape Town).

T&J11: A thorough study of the legislative and policy context of government procurement.

APPENDIX C: SERVICES ONLINE

The objective *Deliver Three Services Online* was considered for inclusion in the scope of Phase 2's objectives, but in the end excluded for the following reasons:

- The scope for Phase 2 was already large; the work required for *Tenders Online* being particularly engaging of staff, budget and time. Some scope cutting was required, if Phase 2 was to be accomplished with the appointed staff, budget and time.
- Each service on the portal, at the time of writing, was examined as a possibility for making it online (or in some cases improving the initial online attempt). Many did not serve a significantly large community or it was felt did not have significant impact by being online; and so it was decided to spend resources where gains were made for the majority of Cape Gateway users.
- *Tenders Online* is considered as putting a service online, and it serves a large community.
- Most services required business process redesign, with the government component concerned. Whilst this in itself is not an objection, the staff commitment this would involve would result in neglect to other areas of the Project. (Staff commitments already made in the jobs and tenders processes.)
- Some of the services considered are provided by either local or national governments, and the relationships Cape Gateway has with these is at this point either non-existent or early.

To sum up, as an online service would be only accessed by a small number of the Western Cape's population, due to the digital divide, it was felt resources would be better spent in other areas that could be provided through the Call Centre and Walk-In Centre as well, particularly getting more content. It should be remembered that *Tenders Online* is Phase 2's service online.

Services that made it onto the list of possible candidates for online services were:

- WebPals (library information service)
- Job applications
- Tourist guide registration
- Finding a tourist guide
- Registering an NGO
- Ordering Elsenburg information packs
- Ordering COMBUD enterprise budgets
- RSC levies
- Liquor licensing
- Number plates

It is interesting to note that the definition of an online service is used quite loosely internationally on e-government portals; delivering information online is often considered an online service, e.g. the United Kingdom's Directgov website (www.direct.gov.uk) lists as online services:

- Find local childcare – “Search your region for childcare information”
- Online health encyclopaedia – “Browse information on illnesses, conditions, tests and treatments”
- Contact the Prime Minister – “Email, fax or write to the Prime Minister”
- Get compensation for crime-related injuries – “Find out if you are eligible for compensation as a victim of a crime”

Applying this definition, Cape Gateway is already supplying services online!

In the absence of the CGDP putting any services online in Phase 2 (besides *Tenders Online*), government bodies who want to put a service online should be encouraged. *The PGWC Web Publishing Standards* need to be followed, and the portal can list the service and link to the website of the service.

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