

# 2 Background

## 2.1 Overview of electronic directories

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All computer networks rely on electronic directories. These directories keep track of user names, passwords and other data to authenticate the identity of the people authorised to access computer systems on a network.

They also allow computer system administrators to manage organisation-wide information from a central repository. This information can be distributed across the organisation through the entire network to as many, or as few, people as required.

Before the Rosetta project there was rapid growth in directories across government. While these directories served their immediate purpose, different technologies had been used to develop them, creating a complex operational environment.

There were three major government-wide directories in existence before Rosetta:

- Victorian Government Directory Online (VGDOL)
- Lotus Notes address book
- Victorian Government directory.

The contents of the government-wide directories were not compatible with each other and did not constitute a complete record of government employees.

These government-wide directories and separate departmental directories, together, contained information on tens of thousands of Victorian Government staff and contractors. Staff could be listed in more than one directory, and each additional directory required extra effort to keep its entries up to date. The Rosetta directory was intended to replace VGDOL and provide a consolidated directory of all government staff and contractors.

### 2.1.1 Origins of the Rosetta program

In November 1999, the government released its *Connecting Victoria* policy, which included strategies for expanding the information and communications technology (ICT) industry and for sharing the benefits of ICT across the Victorian community. *Connecting Victoria* was followed in March 2002 with the publication of '*Putting People at the Centre*', the state's vision for e-Government, which described initiatives to improve delivery of government services.

The Multimedia Victoria (MMV) group (in what was then the Department of State and Regional Development), was responsible for implementing the government's vision for ICT, including the development of ICT infrastructure and the implementation of e-Government services.

MMV had been working on various aspects of government directories since 1999, and by 2001 had developed a strategy for the implementation of a government-wide integrated electronic directory service (IEDS). The IEDS strategy was intended to implement a secure and flexible electronic directory infrastructure to provide a foundation for e-Government services.

In July 2002, MMV obtained approval and funding to launch its Telecommunications Purchasing and Management Strategy (TPAMS). This strategy was intended to establish a framework for the whole-of-government procurement and management of telecommunications services into the future.

TPAMS included funding of \$16 million over five years for the development of the first stage of an integrated directory infrastructure for the Whole of Victorian Government (WoVG), which is now known as Rosetta.

## 2.1.2 Objectives and scope of the Rosetta program

Rosetta was initiated to establish a series of inter-connected electronic directories to store details about employees and contractors who require access to government computer systems.

The MMV envisaged three streams of work under the Rosetta program; however, the approved scope of the Rosetta project was to deliver only streams 1 and 2:

- **Stream 1** – develop the directory infrastructure
- **Stream 2** – develop an identity management framework
- **Stream 3** – extend directory functionality and take advantage of simplified sign-on and authentication.

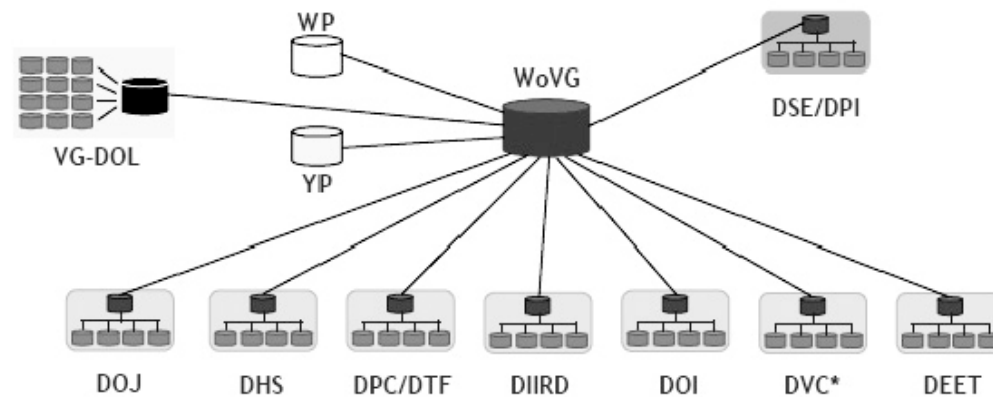
Stream 1 related to the specification, selection, implementation and deployment of the hardware and software for a WoVG, central hub meta-directory<sup>1</sup>, and meta-directories for the 10 participating departments.

The establishment of the directory infrastructure was designed to be more than just a 'white pages' – it was to be the key to identity management in the public sector, with direct implications for improved information security, reduced administrative effort and improved efficiency. Figure 2A shows how the Rosetta directories are arranged.

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<sup>1</sup> A 'meta-directory' is used to synchronise and aggregate information from multiple directories and applications. The information in the directory is a collection of personal details, such as names, addresses and dates of birth, which are used to create a unique identity for each user.

**Figure 2A**  
**Rosetta directory structure**



\* Note: Logical representation only. DVC likely to be serviced by another department

Source: Project Rosetta — Stage 1 Discovery, RA & Design, Statement of Work prepared for Multimedia Victoria, dated 24 September, 2004.

Stream 2 was designed to deliver a conceptual framework document to help the government with identity management in the future. Its scope covered government employees and contractors, and where appropriate, members of the public.

This framework was intended to allow government to:

- develop consistent rules for authentication, access control, and authorisation across the WoVG
- identify potential requirements for future infrastructure projects within agencies, that relate to identity management
- address privacy, liability or legislative issues that may be associated with identity management.

Stream 3, which was not part of the scope of the Rosetta project, focussed on the progressive roll out of additional directory functions relating to identity and access management across all agencies. This stream would provide the strategic opportunities for the WoVG to harvest significant benefits.

### 2.1.3 The Rosetta project business case

MMV established the Rosetta project board, which had its first meeting in January 2003. This high-level board included the Director of e-Government Strategy and Policy as chair, and representatives from each of the participating departments.

The board approved the business case for Project Rosetta (Streams 1 and 2) in March 2003. The \$16 million project funding obtained through TPAMS was allocated as capital expenditure of \$13.2 million and operating expenditure of \$2.8 million, to be spent over five years.

The implementation of Stream1 required:

- procuring of the hardware and software solution and an associated vendor
- 'cleansing' of data on existing directories
- establishing a WoVG hub directory at MMV and meta-directories in each department
- establishing connections between the meta-directories and selected applications in each department
- establishing connections between the departmental meta-directories and the hub meta-directory
- synchronising directories
- establishing a set of standards, operational procedures and guidelines
- training.

A consulting firm was engaged for Stream 2 in order to complete the necessary research and analysis to develop a conceptual framework for WoVG identity management.

In December 2003, the chief technology office was established within MMV, and assumed responsibility for the management and delivery of whole-of-government ICT contracts and projects, including, TPAMS and Rosetta.

In October 2004, MMV issued a governance model for Project Rosetta implementation and convened a Project Rosetta Implementation (PRI) Program Board. This comprised the chief technology officer, a representative of the deputy secretary from each participating department, the Project Rosetta director and a program director from the prime contractor. The board was responsible for the implementation of the project. The implementation work completed in each participating department had its own governance framework, which included a separate project board, and included senior IT staff.

The implementation of the electronic directories and their subsequent rollout to portfolio departments was to be completed by December 2005.

#### 2.1.4 Benefits expected from the Rosetta project

Key benefits expected for participating agencies were identified at the project's inception. They included both intangible and tangible (cost) benefits arising from:

- better assurance of integrity and efficiency in the location of, and communication between people across government departments
- better security, efficiency and effectiveness of directory infrastructures
- delivery of a platform suitable for the launch of other e-Government initiatives.

During subsequent development of the business case, the MMV project team used a two-stage elimination process to select its preferred solution for the project.

First the project team identified four alternative approaches, completed a comparative analysis, which eliminated two. Then they completed a detailed financial evaluation to identify the final preferred solution.

The approach selected required implementation of a particular technical solution at the WoVG level with a recommendation that all participating departments adopt the same technical solution.

This approach was assessed as being able to optimise collective purchasing power and reduce technical differences in implementation. Importantly, it also allowed those departments to continue with their existing meta-directory technology if they wanted to.

The business case forecasted the following benefits for the preferred solution for Rosetta Streams 1 and 2:

- intangible benefits of a qualitative nature, which included:
  - improved security
  - the ability to deploy software to automate user account provisioning and to provide simplified sign on (SSO)
  - a standardised directory infrastructure.
- direct cost savings over five years, estimated to be \$9 million in net present value terms, arising from:
  - increased productivity of IT staff and end users
  - costs avoided in the ongoing acquisition and maintenance of alternative technology by departments.
- indirect cost savings, estimated to be \$15 million in present value terms, arising from productivity improvements in the following activities:
  - security, access management and workflow (specifically SSO, provisioning and other key directory functions unlocked through directories infrastructure)
  - enabling non-duplicated access by citizens, businesses and local government to Victorian Government services, and enablement of key elements of the TPAMs.

## 2.2 Audit objective and approach

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### 2.2.1 Objective of this audit

The overall objective of this audit was to assess whether Project Rosetta (Streams 1 and 2) has been effectively managed.

To address this overall audit objective, the audit examined whether:

- the implementation of Project Rosetta (Streams 1 and 2) has met its defined objectives
- the budgeted development cost of the project and its key milestones have been achieved
- the expected benefits from the implementation of Rosetta (Streams 1 and 2) have been realised by WOVG and departments.
- appropriate structures, policies and processes are in place for the ongoing management and support of Rosetta systems at the WoVG level and for selected departments.

### 2.2.2 Audit approach

The audit involved a review of the development and ongoing maintenance by the GSG, within the Department of Treasury and Finance, and three selected departments.

The audit was performed in accordance with Australian Auditing Standards.

The total cost of this audit, including the preparation and printing of this report was \$200 000.

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