T h e A u d i t o r - G e n e r a l
Audit Report No.37 2008–09
Performance Audit

Online Availability of Government Entities' Documents Tabled in the Australian Parliament

A u s t r a l i a n   N a t i o n a l   A u d i t   O f f i c e

Dear Mr President
Dear Mr Speaker

The Australian National Audit Office has undertaken a performance audit across agencies in accordance with the authority contained in the *Auditor-General Act 1997*. I present the report of this audit and the accompanying brochure to the Parliament. The report is titled *Online Availability of Government Entities' Documents Tabled in the Australian Parliament.*

Following its tabling in Parliament, the report will be placed on the Australian National Audit Office's Homepage—http://www.anao.gov.au.

Yours sincerely

Steve Chapman
Acting Auditor-General

The Honourable the President of the Senate
The Honourable the Speaker of the House of Representatives
Parliament House
Canberra   ACT

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

3

AUDITING FOR AUSTRALIA

The Auditor-General is head of the Australian National Audit Office (ANAO). The ANAO assists the Auditor-General to carry out his duties under the *Auditor-General Act 1997* to undertake performance audits and financial statement audits of Commonwealth public sector bodies and to provide independent reports and advice for the Parliament, the Australian Government and the community. The aim is to improve Commonwealth public sector administration and accountability.

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ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

4

Contents

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

5

Figures

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

6

Abbreviations

AFP	Australian Federal Police
AGIMO	Australian Government Information Management Office, a division of the Department of Finance and Deregulation.
AHRC	Australian Human Rights Commission, formerly the Human Rights and Equal Opportunity Commission (HREOC).
ANAO	Australian National Audit Office
APS	Australian Public Service
CMS	Content Management System
DHR	The Department of the House of Representatives
HTML	Hypertext Mark-up Language
ICT	Information and Communications Technology
MOG	Machinery of Government
OISOs	Online Information Service Obligations
NAA	The National Archives of Australia
PDF	Portable Document Format
PM&C	(Department of the) Prime Minister and Cabinet
RTF	Rich Text Format
URL	Uniform Resource Locator
WPG	(The Australian Government) Web Publishing Guide

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

7

Glossary

Chamber department
: Either the Department of the Senate or the Department of the House of Representatives.

Content Management System
: A computer application that can be used to create, edit, manage, search and publish various kinds of digital media and electronic text.

delegated legislation
: Delegated (also known as subordinate) legislation, as defined by the *House of Representatives Practice*[1], is legislation made not directly by an Act of the Parliament, but under the authority of an Act of the Parliament. Parliament has regularly and extensively delegated to the Executive Government limited power to make certain regulations under Acts.

e-Government
: Electronic government, being the process of transforming government, so that the use of the internet and electronic processes are central to the way government operates.

Finance
: The Department of Finance and Deregulation.

Google search
: A web search using the Google search engine accessed via <www.google.com.au>.

government entity
: Either an Agency under the *Financial Management and Accountability Act 1997* (Part 2, Section 5), which is a Department of State, a Department of the Parliament or a prescribed Agency; or a body under the *Commonwealth Authorities and Companies Act 1997*, which is either a Commonwealth authority (Part 3, Division 1, Section 7), some of which are statutory authorities, or a Commonwealth company (Part 4, Division 1, Section 34).

homepage
: The entry web page of a website.

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[1] Department of the House of Representatives, *House of Representatives Practice* (5th Edition) June 2005, p. 398, available at: <http://www.aph.gov.au/house/pubs/PRACTICE/index.htm> [accessed 5 May 2009].

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

8

House	A House of the Australian Parliament, either the Senate or the House of Representatives.
hypertext	Text created in HTML which may contain highlighted links to other documents or to other areas in the same document.
Infrastructure	The Department of Infrastructure, Transport, Regional Development and Local Government.
internet	The communications system created by the interconnecting networks of computers around the world, also known as the Net.
MOG change	One of a variety of organisational or functional changes affecting the Commonwealth (also referred to as administrative re-arrangement and transfer of functions). Some examples include: changes to the Administrative Arrangements Order following a Prime Ministerial decision to abolish or create a department or to move functions/ responsibilities between departments/agencies; creation of a new statutory agency or executive agency, or abolition of such agencies; and movement of functions into, or out of, the APS.
Online Information Service Obligations	Part of the 2000 *Government Online Strategy*, which sought to ensure that information on Australian Government agencies and agency services is available online.
Parliamentary department	A Department of the Parliament, either the Department of the Senate, the Department of the House of Representatives or the Department of Parliamentary Services.
Parliamentary Paper	A document in the Parliamentary Paper Series. A tabled document becomes part of the Parliamentary Paper Series if ordered to be printed or made a Parliamentary Paper by either House directly or on the recommendation of a House Publications Committee.
tabled document	A document that has been presented to either House, typically by being physically placed on the Table of either House. However, documents can be 'deemed to be presented' under House Standing Order 119(b), without being physically placed on a Table.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

9

tabled paper	For the purposes of this report, a tabled paper is a tabled document that is published by a government entity and listed in the Parliamentary Library's 'Index of Parliamentary Papers' (available from <http://www.parlpapers.gov.au>). Tabled papers exclude delegated legislation.
Treasury	The Department of the Treasury.
Web	The World Wide Web which is a large-scale, networked, hypertext information system available over the internet.
web page	A document on the internet that is defined by a unique address (URL).
website	A set of interconnected web pages, usually including a homepage, generally located on the same server, and prepared and maintained as a collection of information by a person, group or organisation.
wiki	A collaborative web site set up to allow users to add and edit content.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

10

Summary and Recommendations

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

11

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

12

Summary

Introduction

1.　Every year, documents are presented to the Senate, the House of Representatives, or to both Houses of the Parliament for their consideration.[2] The tabling of documents is an important means of keeping the Parliament informed of the Government's activities. It demonstrates the accountability of the Government to the Parliament and the community, and provides an important source of information to Senators and Members as well as placing information on the public record.[3]

2.　Approximately 7000 documents are tabled in Parliament annually. In this report, documents published by government entities[4] and presented for tabling by the relevant Minister[5] are referred to as 'tabled papers'. On average since 2000, approximately 760 tabled papers[6] are presented to the Parliament each year. Some tabled documents, including tabled papers, are deemed to be of a substantial nature by Parliament and are included in the Parliamentary Paper Series, these documents are referred to as 'Parliamentary Papers'.

3.　Government policy[7] requires government entities to provide printed copies of tabled papers to a range of recipients including the Senate Table Office (60 copies); the House of Representatives Table Office (60 copies); the Press Gallery (60 copies), and the Department of the Prime Minister and

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[2]　All documents presented to the Houses are recorded in the *Journals* of the Senate and the *Votes and Proceedings* of the House of Representatives, and listed in the 'Index to Papers Presented to Parliament' available at <www.aph.gov.au/Senate/pubs/index.htm> or <www.aph.gov.au/house/pubs/index.htm> [accessed 22 April 2009].

[3]　Department of the Prime Minister and Cabinet (PM&C), *Guidelines for the Presentation of Government Documents to the Parliament (including Government Responses to Committee Reports, Ministerial Statements, Annual Reports and Other Instruments)*, p. 2, available from <http://www.pmc.gov.au/guidelines/index.cfm> [accessed 21 January 2009].

[4]　The term 'government entity' means either an Agency under the *Financial Management and Accountability Act 1997*, which is a Department of State, a Department of the Parliament or a prescribed Agency; or a body under the *Commonwealth Authorities and Companies Act 1997*, which is either a Commonwealth authority, some of which are statutory authorities, or a Commonwealth company.

[5]　Parliamentary departmental reports are not presented by a Minister, rather they are presented by the Presiding Officer of the relevant House.

[6]　The audit sample of papers included those papers published by government entities and listed in the Parliamentary Library's 'Index of Parliamentary Papers'.

[7]　PM&C, op. cit., Appendix R.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

13

Cabinet (PM&C) Table Office (five copies).[8] In addition, amongst other things, government entities are required to provide 100 copies of Parliamentary Paper Series documents for distribution to eligible organisations.[9]

4.　　There are also requirements for entities to publish electronic versions of tabled documents. In April 2000 the Government released the *Government Online - The Commonwealth Government's Strategy* which contained the Online Information Service Obligations (OISOs). The OISOs were intended to increase the amount of information on Australian Government entities and their services that were available online. Among the OISOs was the requirement that government entities publish online all documents presented to the Parliament.[10]

5.　　The *2006 e-Government Strategy, Responsive Government: A New Service Agenda* sought to increase government entities' use of the internet to deliver programs and services. In line with this policy, the then Department of Finance and Administration, through the Australian Government Information Management Office (AGIMO), launched in May 2007 the *Australian Government Web Publishing Guide* (WPG).[11] The WPG supersedes the OISOs and advises entities on web publishing, and, amongst other topics, it reinforces the requirement to publish online all documents presented to the Parliament.

6.　　In May 2006, the Joint Committee on Publications (Joint Committee) released the report *Distribution of the Parliamentary Papers Series*, which discussed, among other things, the benefits that an electronic version of the Parliamentary Papers Series could deliver.[12]

7.　　The Joint Committee's 2006 report noted that no organisation was responsible for monitoring and ensuring that appropriate government

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8　　Additional requirements apply to reports of Royal Commissions, Government responses to Parliamentary Committee reports and Ministerial Statements.

9　　Including the National Library of Australia and state, territory and tertiary education libraries.

10　　OISO #3 *Reports submitted to Parliament*: 'There is no formal list of documents that should be submitted to Parliament. However, once tabled they become a part of the public record. Agencies are required to publish these online', available from <http://www.agimo.gov.au/archive/oiso#3> [accessed 16 March 2009].

11　　AGIMO, *Australian Government Web Publishing Guide,* 2007, available from <http://webpublishing.agimo.gov.au/Online_Content_Requirements> [accessed 15 January 2009].

12　　Joint Committee on Publications, *Distribution of the Parliamentary Paper Series,* 2006, available from <http://www.aph.gov.au/house/committee/publ/pps/report.htm> [accessed 19 January 2009].

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

14

documentation was published online. To address this concern, the Joint Committee proposed that the Australian National Audit Office (ANAO) regularly monitor the online availability of government documents, especially those presented to the Parliament. In March 2007 the Auditor-General wrote to the Joint Committee's Secretary advising that he would undertake an audit of the availability of government documents online. He also advised that any subsequent audits would be dependent on the results of the initial audit. This audit, which commenced in June 2008, is the outcome of the Auditor-General's decision.

Audit objective and approach

8. The objectives of the audit were to:

- determine the extent to which government entities complied with the requirement to publish and maintain documents online that were presented to the Parliament;

- evaluate selected government entities' policies and practices regarding online publishing; and

- assess AGIMO's policy and guidance in support of online publishing.

9. To address this objective the audit was conducted in three parts. Firstly, we reviewed a sample of papers tabled between 2000 and 2008 in order to assess their availability online.[13] Next, we examined the online publishing practices of five government entities. These were the: Australian Federal Police (AFP); Department of the House of Representatives (DHR); Department of Infrastructure, Transport, Regional Development and Local Government (Infrastructure); Department of the Treasury (Treasury); and National Archives of Australia (NAA). Finally, we reviewed AGIMO's role in supporting government entities in their online publishing practices.

Audit conclusion

10. Current Government policy seeks to increase government entities' use of the internet to deliver programs and services, and in particular, requires government entities to publish online all documents they present to the

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[13] This review examined tabled papers published by government entities, and so, by definition, the review excluded papers authored by Royal Commissions and by individual Parliamentarians.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

15

Parliament. The policy provides greater levels of availability of information about government. In this context key elements of online availability include that the document exists, is easily discovered, is accessible, and is consistent with the printed version.

11.   Overall, since 2000 the level of existence and ease of discovery of online tabled papers, as well as the consistency with printed versions, has improved. Specifically, some 90 per cent of 2008 tabled papers we examined could be found online. This represents a significant improvement since 2000, when only 54 per cent of the tabled papers we examined were found online. Improvements in online availability can be attributed to a number of factors, including an increased focus on the delivery of online services by government entities, and the use of well-defined processes for publishing documents online, including the use of specialised software to manage content.

12.   Notwithstanding, at least 10 per cent of the tabled papers examined in any one year were not available online. This indicates that not all government entities have implemented the relevant policies, thereby limiting web users' access to these key Parliamentary documents.

13.   Practices in the audited entities generally supported compliance with the online publishing requirements. In particular, each audited agency had internal guidance material, well-defined processes and an assurance regime for online content. Non-compliance with online publishing requirements is mainly attributed to the publishing entity not having a web presence; or the document was not published online due to a lack of awareness of the requirements; or the reorganisation of entities and portfolios following Machinery of Government (MOG) changes is likely to have impacted on entities' website addresses. In essence, the merger or creation of a government entity and the subsequent new website can result in documents or links to such documents being inadvertently removed. In either case, web users are hindered or prevented from finding documents online.

14.   In regards to the online accessibility of tabled papers, which is the ability to view them online, our testing shows that most online documents were available in portable document format (PDF) only. Documents are not typically available in other formats, such as hypertext mark-up language (HTML) or rich text format (RTF). This can be problematic for people with

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

16

disabilities. For this reason, government entities should review their online documentation with reference to the Australian Human Rights Commission's (AHRC) World Wide Web Advisory Notes.[14]

15. The Web Publishing Guide (WPG) issued by AGIMO was relevant, accessible and easy to use. However, opportunities were identified to improve the level of guidance in the WPG about the online publishing of tabled papers and improve entities' awareness and understanding of the requirements. Further, stronger alignment between AGIMO's online publishing requirements and PM&C's guidance for presenting documents to the Parliament[15] could also contribute to improvements in the effectiveness of entities' online publishing practices for tabled papers.

16. Accordingly, the ANAO has made three recommendations aimed at improving accessibility for people with disabilities, improving compliance through targeted action in high risk entities and strengthening central agency advice.

17. Given the improvements over time in the online availability of tabled papers, the ANAO does not envisage undertaking regular audits on this topic. However, we will consider, in the context of our forward work plan, the possibility of a subsequent audit in the medium term to examine the progress of entities' in making their tabled papers available online according to relevant requirements.

Key findings by chapter

Government entities' compliance with online publishing policy (Chapter 2)

18. The ANAO undertook a desktop review of a sample of papers tabled from 2000 to 2008 to assess their online existence, ease of discovery online, online accessibility, and consistency between the online and printed versions.

19. Overall, our testing indicated that the proportion of the tabled papers examined found online has improved from 54 per cent in 2000 to 89 per cent in

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[14] AHRC, <http://www.hreoc.gov.au/disability_rights/standards/www_3/www_3.html> [accessed 17 February 2009].

[15] PM&C, op. cit., p. 2.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

17

2008. This improvement is due to a number of factors, including an increased focus on the delivery of online services by government entities.

20.   However, no more than 90 per cent of the tabled papers examined in any one year were available online. The main reasons that this level has not increased is that either some individual government entities still do not have a web presence or that they are not fully aware of the requirements to publish tabled papers online. Further, MOG changes have caused restructures of entities and their websites. In essence, the merger or creation of a government entity and the subsequent new website can result in documents or links to such documents being inadvertently removed. In either case, web users are hindered or prevented from finding documents online.

21.   The ease of discovery of an online document was quite high, having increased from 89 per cent of documents examined in 2000 to 100 per cent in 2006, although it declined slightly in each of 2007 and 2008. The tabled papers we found online were generally able to be discovered through publicly available search practices. Where discovery was difficult, the cause was usually poor website design that hindered navigation by web users.

22.   Online accessibility was examined in two parts: providing access to web users without the need to use proprietary software and providing access to web users with a disability. In the first part, the recommended formats are HTML which any web browser can view; and plain text or RTF which any text reader or open source word processing software can view. The use of these formats to publish documents online has varied considerably since 2000. In particular, of the documents we examined in 2008, about 25 per cent were in HTML and less than five per cent were in RTF.

23.   In contrast, over 95 per cent of the documents we examined in 2008 were in PDF, being a proprietary software format. Although PDF can have a free reader associated with it, a link to a reader was only supplied for about 65 per cent of documents.

24.   The second part of online accessibility pertains to the *Disability Discrimination Act 1992* that requires government bodies to provide equitable access to people with disabilities, where it can reasonably be provided. To give

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

18

effect to the requirements of the Act, the AHRC endorsed a standard[16] on web accessibility. This standard recommends the use of HTML or text based formats. As mentioned, our testing has indicated that the use of HTML and text based formats is low. In addition, a number of government entities only publish documents online in PDF, which does not comply with this standard.

25. The authorised version of a tabled paper is the printed (hardcopy) version that is tabled in Parliament. It is important to ensure consistency between the printed and online versions. Our testing of online Parliamentary Papers for 2007 found over 90 percent of documents were consistent with the printed version. Based on our analysis, the ANAO considers that there are a number of useful practices to ensure consistency between the online and printed versions of a document. They include, but are not limited to: maintaining communication between the print and online publishing functions; ensuring that the document author verifies the online version prior to web publishing; and placing the final PDF version provided to the printer online.

26. Although the level of results achieved indicated an improvement in online availability of tabled papers, the ANAO considers that further improvement can be realised. Government entities should review the level and nature of their online publishing activity and assess the risks of them not complying with the online publishing requirements related to tabled papers. Specifically, entities with a high risk of not complying with the requirements, such as those having no web presence, those producing multiple documents for tabling in Parliament each year, or which have been subject to a MOG change, should address any shortcomings in a cost effective way.

27. Overall, increased government entity compliance in the above matters would benefit from further cooperation between the Department of Finance and Deregulation (Finance), the Department of the Prime Minister and Cabinet (PM&C) and the Departments of the Parliament to confirm respective roles and responsibilities.

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[16] The Web Content Accessibility Guidelines, which is a series of documents that explains how to make web content accessible to people with disabilities.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

19

Government entities' online publishing practices (Chapter 3)

28. Based on the results of our desktop review, we selected entities for detailed fieldwork that exhibited a medium to high level of compliance with the Government's online publishing requirements to allow this audit report to convey practices that would lead to better reporting by all government entities.

29. Each of the audited entities had sound online publishing practices. In particular, each entity had:

- a range of informative policy and guidance material to support staff performing online publishing functions;

- well-defined processes for publishing documents online, including controls to restrict access to online publishing functions to authorised staff; and

- processes and practices to help manage and provide assurance about online content, including obtaining advice as to the timing of the tabling of documents in Parliament.

30. In addition, each of the audited entities had controls in place to assist in managing the validity of their online content. In particular, all but one of the entities had a formal content management system (CMS). The ANAO's audit report on *Government Agencies' Management of their Websites* discusses entities use of specialist software to manage content.[17]

31. Only one of the audited entities specifically referred to the requirements for publishing tabled papers in its online publishing policy and procedural documentation. The ANAO considers that those government entities that have multiple documents tabled in Parliament would benefit from emphasising this requirement in their online publishing policy and procedural material. Further, in some entities the monitoring and reporting of web-related statistics was ad-hoc.

32. Overall, we considered that AGIMO's WPG (which informs entities of the Government's web publishing requirements) was relevant, accessible and easy to use. However, the following opportunities were identified to improve

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[17] ANAO Audit Report No.13 2008–09, *Government Agencies' Management of their Websites,* available from <http://www.anao.gov.au/>.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

20

the level of guidance in the WPG about the online publishing of tabled papers and improve entities' awareness and understanding of the requirements:

- specify the requirements relating to tabled papers with greater clarity;

- provide advice on the period of time that government entities must maintain documents online; and

- provide advice on whether an entity can archive electronically its Parliamentary documents after a number of years.

33. Further, the ANAO considers that stronger alignment between AGIMO's online publishing requirements and PM&C's guidance for presenting documents to the Parliament could improve the effectiveness of entities' online publishing practices for tabled papers.

Summary of entities' responses

34. Each of the audited entities, including AGIMO, agreed with, noted or supported the three recommendations. In addition to the audited entities, we sought comments on the draft report from four other entities mentioned in the audit, the Department of the Senate, the Department of Parliamentary Services, the Department of the Prime Minister and Cabinet and the Australian Human Rights Commission. Where provided, entities' responses to a recommendation are included in the body of this report, and entities' general comments are in Appendix 1.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

21

Recommendations

The following recommendations are based on findings from our desktop review of online tabled papers and fieldwork at the audited government entities. In particular, Recommendations 1 and 2 are likely to be relevant to all government entities.

Recommendation No.1

Para 2.31

The ANAO recommends that entities review the accessibility of their online documents against the requirements of the web accessibility standard endorsed by the Australian Human Rights Commission.

Recommendation No.2

Para 2.41

The ANAO recommends that government entities that do not have a web presence, table multiple documents in the Parliament each year, and/or have been affected by a Machinery of Government change, implement arrangements to ensure the online availability of their tabled papers in accordance with Australian Government policy.

Recommendation No.3

Para 3.34

The ANAO recommends that the Australian Government Information Management Office and the Department of the Prime Minister and Cabinet, in consultation with other relevant government entities, review their guidance and clarify the requirements to publish and maintain documents presented to the Parliament.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

22

Audit Findings
and Conclusions

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

23

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

24

1.   Introduction

This chapter provides background information about the audit and explains the audit approach.

Documents tabled in the Australian Parliament

1.1   Every year, documents are presented to the Senate, the House of Representatives, or to both Houses of the Parliament for their consideration.[18] The tabling of documents is an important means of keeping the Parliament informed of the Government's activities.[19] It demonstrates the accountability of the Government to the Parliament and the community, and provides an important source of information to Senators and Members as well as placing information on the public record.[20]

1.2   Approximately 7000 documents are tabled in Parliament annually. These include, but are not limited to: annual reports, returns and statements from government entities[21]; ad hoc documents presented by Senators and Members; reports of parliamentary committees; reports of Royal Commissions; ministerial statements; petitions; and delegated legislation.[22]

1.3   In this report, documents published by government entities and presented for tabling by the relevant Minister[23] are referred to as 'tabled papers'. On average since 2000, approximately 760 tabled papers are presented to the Parliament each year. Tabled papers mainly consist of annual reports,

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[18]   All documents presented to the Houses are recorded in the *Journals* of the Senate and the *Votes and Proceedings* of the House of Representatives, and listed in the 'Index to Papers Presented to Parliament' available from <www.aph.gov.au/Senate/pubs/index.htm> or <www.aph.gov.au/house/pubs/index.htm> [accessed 22 April 2009].

[19]   Additionally, documents regarding non-Government activities of interest to Parliament are also tabled.

[20]   Department of the Prime Minister and Cabinet (PM&C), op. cit., p. 2., available from <http://www.pmc.gov.au/guidelines/index.cfm> [accessed 21 January 2009].

[21]   The term 'government entity' means either an Agency under the *Financial Management and Accountability Act 1997*, which is a Department of State, a Department of the Parliament or a prescribed Agency; or a body under the *Commonwealth Authorities and Companies Act 1997*, which is either a Commonwealth authority, some of which are statutory authorities, or a Commonwealth company.

[22]   Department of the House of Representatives, *Submission by the Clerk of the House of Representatives to the Publications Committee Inquiry into the Distribution of the Parliamentary Papers Series, October 2005,* <http://www.aph.gov.au/house/committee/publ/pps/subs/sub016.pdf> [accessed 15 January 2009].

[23]   Parliamentary departmental reports are not presented by a Minister, rather they are presented by the Presiding Officer of the relevant House.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

25

Government responses to inquiries, Auditor-General's reports, reports on the operation of legislation, and other special-interest reports. Tabled papers also include parliamentary committee inquiry reports, which are not authored by the executive government, although, they are published by a government entity.[24] In this report these documents published by government entities and presented for tabling in the Australian Parliament are referred to as 'tabled papers'. Tabled papers exclude delegated legislation, reports of Royal Commissions and documents presented by individual Parliamentarians.

1.4 There are a number of entities that publish a substantial number of tabled papers. These include, but are not limited to: parliamentary committee reports published by the relevant Chamber department; the Auditor-General's reports; the Department of the Treasury's reports and Budget papers; the Productivity Commission's reports; and the Australian Radiation Protection and Nuclear Safety Agency's quarterly and annual reports. However, the majority of entities present only one document for tabling every year, which is usually its annual report. Our analysis found that for the period 1 January 2007 to 30 April 2008, 82 per cent of government entities that tabled a paper in Parliament tabled only one paper, while 10 per cent tabled two papers.

1.5 On average, each year since 2000, about 430 tabled documents are deemed to be of a substantial nature and become 'Parliamentary Papers', to be included in the Parliamentary Paper Series.[25] Due mainly to the Federal Election in 2007 there were only 506 tabled papers in that year and 212 tabled documents were selected for the Parliamentary Paper Series. In 2008 there were 982 tabled papers and 582 tabled documents selected for the Parliamentary Paper Series. Table 1.1 provides data for 2000–2008 on the comparative numbers of tabled papers from our audit sample and Parliamentary Papers.

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[24] Parliamentary committee reports are published by the relevant Chamber department. As mentioned at footnote 21, Chamber departments are classified as government entities in this report.

[25] The Parliamentary Paper Series is administered by the Department of the House of Representatives, with the assistance of the Department of the Senate. Australian Parliament, <http://www.aph.gov.au/house/committee/publ/printing_standards.htm> [accessed 12 January 2008].

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

26

Table 1.1

Comparison of tabled and Parliamentary Papers by year

Year	Tabled papers	Parliamentary Papers	% Parliamentary Papers per year
2000	772	458	59
2001	535	239	45
2002	987	629	64
2003	766	442	58
2004	706	419	59
2005	795	463	58
2006	804	443	55
2007	506	212	42
2008	982	582	59
Average	*761*	*432*	*55*

Source: Australian Parliament website[26] and ANAO.

1.6   Figure 1.1 illustrates the relationship between the types of documents tabled in Parliament.

Figure 1.1

Document types tabled in Parliament (average per annum)
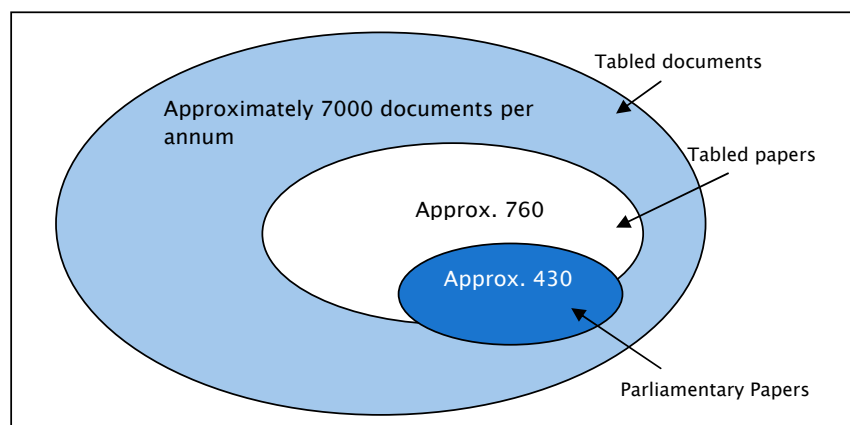
Source: ANAO.

[26]   Information collected for 2000–2008 tabled papers, available from <http://www.aph.gov.au/library/parlpapers.htm>; information for 2002–2008 PPS available from <http://www.aph.gov.au/house/committee/publ/PPS.htm> [accessed 16 December 2008].

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

27

1.7 Government policy[27] requires government entities to provide printed copies of documents they present to the Parliament to a range of recipients including the Senate Table Office (60 copies); the House of Representatives Table Office (60 copies); the Press Gallery (60 copies); and the Department of the Prime Minister and Cabinet (PM&C) Tabling Office (five copies).[28]

1.8 These guidelines also require that 100 printed copies of Parliamentary Paper Series documents are distributed to eligible organisations, including the National Library of Australia and State, Territory and tertiary education libraries. A further 39 copies are allocated to the Library Deposit and Free Issue Schemes administered by the Department of Finance and Deregulation's Australian Government Information Management Office (AGIMO).[29]

Government requirements for online documents

1.9 In April 2000 the Government released the *Government Online - The Commonwealth Government's Strategy* which contained the Online Information Service Obligations (OISOs). The OISOs were intended to increase the amount of information on government entities and their services that were available online. Among the OISOs was the requirement that government entities publish online all documents presented to the Parliament.[30]

1.10 The *2006 e-Government Strategy, Responsive Government: A New Service Agenda* sought to increase government entities' use of the internet to deliver programs and services. In line with this policy, the then Department of Finance and Administration, through AGIMO, launched in May 2007 the *Australian Government Web Publishing Guide* (WPG).[31] The WPG superseded the OISOs and advised entities on web publishing, and it reinforced the requirement to publish online all documents presented to the Parliament.

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[27] PM&C, op. cit., Appendix R.

[28] Additional requirements apply to reports of Royal Commissions, Government responses to Parliamentary Committee reports and Ministerial Statements.

[29] The Department of Parliamentary Services advised that many tabled documents are accessible through particular search systems. For example, legislative instruments are available through the Legislative Instrument Database (LID) from <http://www.frli.gov.au> [accessed 24 April 2009].

[30] OISO #3 *Reports submitted to Parliament*: 'There is no formal list of documents that should be submitted to Parliament. However, once tabled they become a part of the public record. Agencies are required to publish these online', available from <http://www.agimo.gov.au/archive/oiso#3> [accessed 16 March 2009].

[31] AGIMO, *Australian Government Web Publishing Guide,* 2007, available from <http://webpublishing.agimo.gov.au/Online_Content_Requirements> [accessed 15 January 2009].

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

28

Joint Committee on Publications

1.11 The Joint Committee on Publications (Joint Committee) was charged with inquiring and reporting on the provision of the Parliamentary Paper Series in a digital format, either as an alternative or as an adjunct to the printed versions. In May 2006, the Joint Committee released its report *Distribution of the Parliamentary Papers Series,* which discussed the benefits that an electronic version of the Parliamentary Paper Series could deliver. [32]

1.12 The Joint Committee concluded that advances in technology had resulted in a move towards the publication of electronic documents rather than paper copies. While electronic distribution provided opportunities for widening access to the Parliamentary Paper Series, long-term online availability of these documents was not assured. Hence, the printed version for Parliament should be supplemented by, but not replaced by, the electronic version.

1.13 The Joint Committee's report noted that no organisation was responsible for monitoring and ensuring that appropriate documentation was published online. The report also noted that a framework was required to ensure that the Parliamentary Paper Series was permanently available, both in printed and electronic forms, to the widest possible audience, taking account of the costs. One Joint Committee recommendation was that 'the ANAO regularly monitor the online availability of government documents, especially those presented to Parliament'. [33]

1.14 In March 2007 the Auditor-General wrote to the Joint Committee's Secretary advising that he would undertake an audit of the availability of government documents online. He also advised that any subsequent audits would be dependent on the results of the initial audit. This audit, which commenced in June 2008, is the outcome of the Auditor-General's decision.

1.15 In September 2007, the Joint Committee released a further report *Printing Standards for documents presented to Parliament* that also canvassed the

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[32] Joint Committee on Publications, *Distribution of the Parliamentary Papers Series,* 2006, p. 38, available from <http://www.aph.gov.au/house/committee/publ/pps/report.htm> [accessed 19 January 2009].

[33] ibid., p. 32.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

29

issue of electronic distribution of documents.[34] On this occasion, the Joint Committee noted that the availability of documents online had numerous benefits including:

- decreasing the numbers of copies required to be printed;

- improving accessibility for persons with disabilities;

- improving 'searchability'; and

- increasing a document's audience.

1.16   In both reports, the Joint Committee noted that there was little support in the submissions to its inquiries for electronic copies to completely replace printed copies. Indeed both reports concluded that electronic copies should complement (not replace) printed copies of documents tabled in Parliament.

1.17   An additional Joint Committee observation was that improved access to documents through their placement on the internet had, in some cases, stimulated awareness and demand for printed copies of tabled papers. Finally, the Joint Committee considered whether the online provision of Parliamentary Papers could represent a false economy. That was because it was common for a user to download and print an entire document, probably single-sided, on a domestic printer. This was a more costly and resource intensive way for the user to have a printed copy of the Parliamentary Paper than for the user to have access to a paper version from the initial print run.[35]

Audit approach

Audit objectives

1.18   The objectives of the audit were to:

- determine the extent to which government entities complied with the requirement to publish and maintain documents that they present to the Parliament online;

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[34]   Joint Committee of Publications, *Printing Standards for documents presented to Parliament,* 2007, pp. 21-22, available from <http://www.aph.gov.au/house/committee/publ/psdp/report/front.pdf> [accessed 19 January 2009].

[35]   ibid., p. 23.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

30

- evaluate selected entities' policies and practices regarding online publishing; and

- assess AGIMO's policy and guidance in support of online publishing.

Audit methodology

1.19 The audit was conducted in three parts as follows.

Desktop review of tabled papers

1.20 The extent of compliance by government entities in relation to online publishing requirements was determined through a desktop review. The desktop review examined a sample of papers tabled between 1 January 2000 and 30 April 2008.[36] We reviewed the sample of papers in terms of:

- their existence and ease of discovery online;

- online accessibility; and

- consistency of the online version with the printed version.

Review of online practices in selected government entities

1.21 The ANAO conducted fieldwork in selected government entities to examine and evaluate the following aspects of their online publishing functions:

- policies and procedures;

- control mechanisms; and

- monitoring of online content and reporting of related web activity.

1.22 The ANAO included five entities in this phase of the audit. These were the:

- Australian Federal Police (AFP);

- Department of the House of Representatives (DHR);

- Department of Infrastructure, Transport, Regional Development and Local Government (Infrastructure);

- Department of the Treasury (Treasury); and

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[36] This review examined tabled papers published by government entities and, by definition, this excluded delegated legislation and papers by Royal Commissions and individual Parliamentarians.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

31

- National Archives of Australia (NAA).

Review of policy support for government entities

1.23 The third part of the audit was a review of the role of AGIMO in supporting the online publishing of documents that government entities presented for tabling to the Parliament. As mentioned, AGIMO developed and administers the WPG, which is the key reference for government entities publishing online.[37] The ANAO also sought the audited entities' perspectives on AGIMO's support for online publishing.

Audit support and standards

1.24 The ANAO engaged Allanson Consulting Pty Ltd to assist with the desktop review. The audit was conducted in accordance with the ANAO's Auditing Standards and was completed at a cost of $344 000.

ANAO coverage of e-Government issues

1.25 The ANAO has conducted a number of audits in e-Government. Some of the reports relating to these audits are referenced in this report. Appendix 3 lists ANAO audit reports and a Better Practice Guide on e-Government activities.[38]

Report structure

1.26 In addition to this introductory chapter, this report comprises two chapters that examine:

- Government entities' compliance with online publishing policy (Chapter 2); and

- Government entities' online publishing practices (Chapter 3).

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[37] AGIMO, op. cit., the specific reference to the requirements of government agencies to place online documents that are presented to Parliament is available from <http://webpublishing.agimo.gov.au/Online_Content_Requirements> [accessed 15 January 2009].

[38] All ANAO reports are available at <www.anao.gov.au> [accessed 22 January 2008].

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

32

2. Government Entities' Compliance with Online Publishing Policy

This chapter outlines the results of the ANAO's desktop review of compliance with the requirement to publish tabled papers online.

Introduction

2.1   Since 2000, on average 760 tabled papers are published by government entities and presented in the Parliament each year. The desktop review focussed on papers tabled between 1 January 2000 and 30 April 2008. The source of documents for our analysis was the Parliamentary Library's 'Index of Parliamentary Papers'.[39] Documents authored by parliamentary committees were included as they are published by the relevant Chamber department. Documents authored by Royal Commissions and individual Parliamentarians were excluded from the audit as they are not government entities.

2.2   The year 2000 was selected as the starting point as it coincided with the release of the Government's *Online Government Strategy*. We selected a stratified sample of 351 tabled papers for the period 2000 to 2006 inclusive (from a relevant population of 1751 papers). For the period 1 January 2007 to 30 April 2008 we examined all 371 relevant tabled papers.

2.3   Each set of papers were reviewed in terms of their:

*   existence and ease of discovery online;
*   online accessibility; and
*   consistency of the online version with the printed version.

Desktop review results

Existence and ease of discovery online

2.4   A primary consideration of web users is that they can find the documents online. For this audit, the ANAO assessed whether each tabled

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[39]   Australian Parliament, <http://parlpapers.aph.gov.au/> [accessed 16 December 2008].

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

33

paper existed online, and secondly, whether it could be found easily. Without both attributes, for practical purposes, a document is not available online.
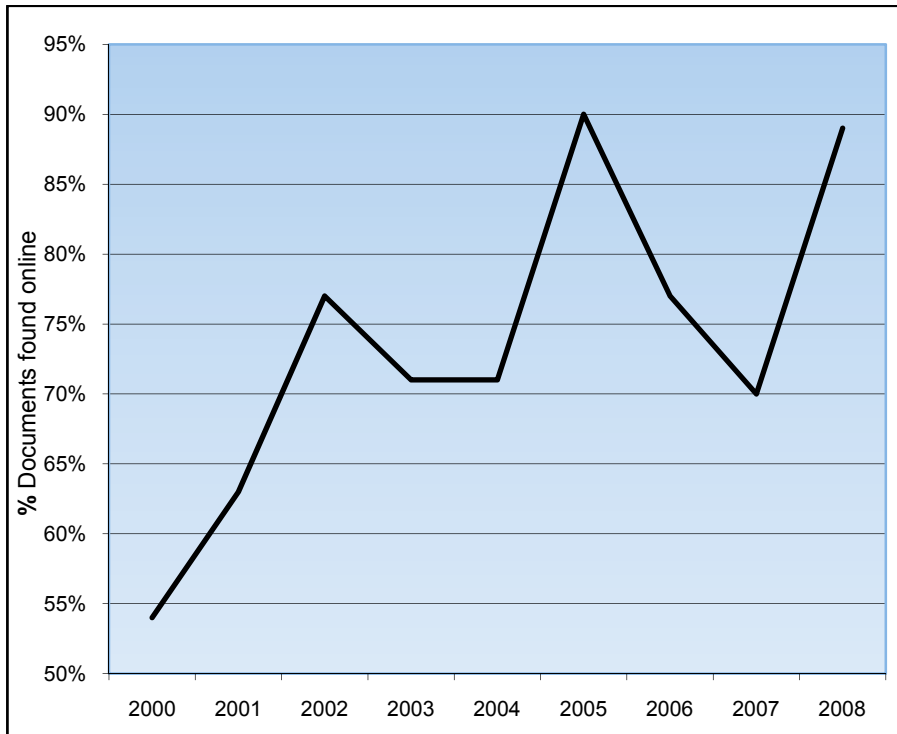
Online existence of tabled papers

2.5   The test for online existence involved conducting searches using publically available web search facilities. The ANAO performed internet searches in the following order:

• Google search using the document title;

• search using the document title on <www.publications.gov.au>; and

• searching for the document title using the search facility provided by the author entity's website.

2.6   Figure 2.1 shows that the proportion of tabled papers that we examined and which were found online rose from a low of 54 per cent in 2000 to a high of 90 per cent in 2005. The estimated percentage then fell over the next two years before increasing again in 2008. The result for the first four months of 2008 was more encouraging since the proportion of those papers examined that were online returned to 2005 levels.

2.7   Overall, our testing indicates that since 2000 access to electronic versions of tabled papers has significantly improved. Based on our observations and discussions with AGIMO and each of the audited entities, the improvement in the level of online existence of tabled papers can be attributed to a number of factors including:

• greater awareness of the Government's policy;

• higher levels of sophistication in entities' information and communications technology (ICT) capability; and

• increased focus on the delivery of online services by entities.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

34

Figure 2.1

Online existence of tabled papers (2000–2008)

2.8   Notwithstanding the significant improvement in the level of availability of tabled papers through their placement on the internet, the proportion of tabled papers that exist online has not exceeded 90 per cent in any year. Consequently, a significant proportion of tabled papers are not online, signalling that not all government entities have implemented the policy, thereby limiting availability to web users.

2.9   Based on our analysis, three main reasons that documents were not online were because:

- the author entity did not have a web presence;[40]

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[40]   For example, in 42 per cent of the 2008 tabled papers that we examined and could not find online, the government entity did not have a website. Noting that in some cases multiple documents were attributed to the same author, and while one entity did not have a web site, some of its documents were hosted on the portfolio Department of State's website.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

35

- the document was not published online due to a lack of awareness of the requirements;[41] and

- the reorganisation of entities and portfolios following Machinery of Government (MOG)[42] changes is likely to have impacted on entities' website addresses.

An option to improve online existence – a Parliamentary central repository

2.10 Currently, government entities are required to host their tabled documents online. In addition, the Parliamentary Library provides an 'Index of Parliamentary Papers' on its website[43] which lists tabled papers presented in each House of Parliament, as well as identifying those papers which become part of the Parliamentary Paper Series. An option to improve the level of online existence of tabled papers is to review the mechanism for providing these papers online. For example, for the Parliamentary Library, or another Parliamentary Department, to host all tabled papers in a central digital repository.[44]

2.11 Such an option would extend the concept of a central digital repository raised by the Joint Committee on Publications' 2006 report. The Joint Committee recommended that 'the Department of the House of Representatives and the Department of the Senate, in consultation with the Australian Government Information Management Office and other stakeholders, investigate and implement the development of an online digital repository for the Parliamentary Papers Series'.[45]

2.12 A central digital repository located in Parliament would provide the Departments of the Parliament with a higher degree of control over the online

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[41] For example, 58 per cent of the 2008 tabled papers that we examined and could not find online were annual reports by entities on their operations or the legislation that they administered.

[42] For example, the renaming of an entity may result in a change in its web address, or the merging of entities may require the amalgamation of entity websites. In either case, the web location of a document will change which may hinder or prevent web users from finding documents online. Guidance on managing the implementation of a MOG change can be found in the publication: *A Good Practice Guide: Implementing Machinery of Government Change*, available from <http://www.apsc.gov.au/publications07/machineryofgovernmenti.htm> [accessed 25 February 2009].

[43] Tabled papers hosted by the Australian Parliament at <http://parlpapers.aph.gov.au/> [accessed 20 January 2009].

[44] There would be lower costs if a Parliamentary repository focused on Parliamentary Papers, which are the most important tabled papers and consist of around 60 per cent of the total number of tabled papers.

[45] Joint Committee on Publications, op. cit., Recommendation 19.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

36

publishing of tabled papers and that locating all tabled papers in one Parliamentary location could increase the percentage of these available online closer to 100 per cent, which would be a significant improvement over the current 90 per cent level provided by the decentralised practice of government entities publishing online their papers.

2.13 The Joint Committee report also identified a number of potential difficulties with the use of a central repository, including that there would be additional costs to the Parliament because of increased online storage requirements, a possible need to fragment larger documents in order to reduce download times (for the document and the website as a whole), and also metadata[46] issues. In addition, such an approach would necessitate close cooperation and negotiation over procedures, such as in the timing of entities' supply of electronic copies of tabled papers.

2.14 The costs and benefits of options to deliver a central repository would best be determined by the Parliamentary Departments developing a business case that considers options for both Parliamentary Papers and tabled papers. Any business case should consider the impact of the recommendations in this report which are designed to strengthen the Government's online publishing requirements and target entity performance. An improvement in either aspect could result in a significant reduction in the current levels of non-compliance.

Ease of discovery online of tabled papers

2.15 It is desirable for web users to easily access government documents online in an intuitive and logical manner. The test for online discovery involved determining how easy it was to find the tabled paper. In some cases it was possible to find a direct link to the document from the Google search mentioned in paragraph 2.5. Other cases involved searching for the document within the author entity's website. For the latter case, our testing revealed that there were four common methods to access a document from an entity's homepage (main entry webpage):

• navigation using a direct link to the document from the homepage;

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[46] Metadata is data describing context, content and structure of records and their management through time. Metadata typically includes information on a document's creator, date, description, title, identifier or availability, and type. By moving a document to a different repository (that is, from the agency's website to Parliament's), data regarding the location and custodian for the document needs to be updated, which carries a cost to the new repository.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

37

- navigation using a link to the entity's publications page listing all available documents;

- navigation using a link to an 'about us' page and then another link to the entity's publications page; or

- searching for the document using a provided search facility.

2.16   As shown in Table 2.1, the ease of online discovery of tabled papers we examined increased from 89 per cent of documents examined in 2000 to 100 per cent in 2006. However, the proportion of documents able to be found easily has slightly declined in recent years. It should be noted that improvements in discoverability may be, in part, attributable to advances in the capability of available web search engines.

Table 2.1

Ease of discovery of online tabled papers (2008–2008)

Year	2000	2001	2002	2003	2004	2005	2006	2007	2008
% Easily Discovered	89	87	95	95	97	96	100	95	94

Source: ANAO.

2.17   While these results indicate that users are likely to be able to discover online documents, our analysis indicates there are opportunities to improve ease of navigation from entity's homepages to key information, such as publications. In particular, a number of entity websites did not demonstrate any of the four common access methods listed in paragraph 2.15.

Other options to improve online discovery – linking from a Parliamentary index

2.18   The discovery of online documents could be further enhanced by improving linkages from the Parliamentary Library's 'Index of Parliamentary Papers'. Links could be provided to either the relevant author entities' website or, more precisely, directly to the document on the author entities' website. While this second option does contain the risk that a document may be lost if it is moved or a website is altered, this concept was supported by the Joint Committee, which recommended that 'the Chamber departments investigate providing an online list of Parliamentary Papers with hyperlinks to those documents on agency websites.'[47] Improved linkages in the Parliamentary

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[47]   Joint Committee on Publications, 2006, op. cit., p. 38 (Recommendation 17).

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

38

Library's Index are likely to be achieved with relatively limited additional costs.

2.19 The ease of discovery of online tabled papers could be further facilitated by attaching to the 'Index of Parliamentary Papers' guidance for web users on how to find government documents. For example: information on government entities can be found using <www.australia.gov.au> and government publications can be discovered through <www.publications.gov.au>.

Online accessibility

2.20 There are two components to accessibility of documents online:

• providing access without the need to use proprietary software; and

• providing access to persons with a disability.

Access using non-proprietary software

2.21 Providing online documents in a format that does not require web users to use proprietary software is an important factor in providing fair and ready access. The two web formats that allow the greatest access without the use of proprietary software are hyper text mark-up language (HTML) and plain text. The advantages of HTML over plain text are that advanced formatting, graphics and pictures can be displayed. HTML can be viewed using any standard web browser[48] making it the best option for accessibility without the need to use proprietary software and also provides the ability to display advanced formatting of documents.

2.22 As shown in Figure 2.2, the use of HTML for tabled papers since 2000 has varied considerably. Our analysis has indicated that this can be partly explained by the fact that converting documents to HTML format was an additional cost. Further, the conversion can take some time which detracts from the timeliness of the document being published online in HTML format.

2.23 No online tabled papers examined were found in plain text. An improvement on the plain text format that does not require proprietary software to view is rich text format (RTF). RTF is superior to plain text it

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[48] Such as Microsoft Internet Explorer, Mozilla Firefox, Safari, Google Chrome, and Opera. Our testing used Internet Explorer, being the most commonly used standard web browser, refer: <http://marketshare.hitslink.com/ browser-market-share.aspx?qprid=0> [accessed 17 February 2009].

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

39

because has the capacity to display document structure and graphics. RTF was used by a number of entities in publishing their documents online, although this usage has diminished and is currently very low in comparison to HTML.

2.24 Word format was used in a relatively small number of documents found online. While Word may be viewed by open source software[49] word processors, many of the formatting options in Word can only be viewed using proprietary software.

2.25 Figure 2.2 shows the use of HTML, RTF and Word formats for the tabled papers we examined during the audit.

Figure 2.2

Online tabled papers in HTML, Word and RTF formats (2000-2008)
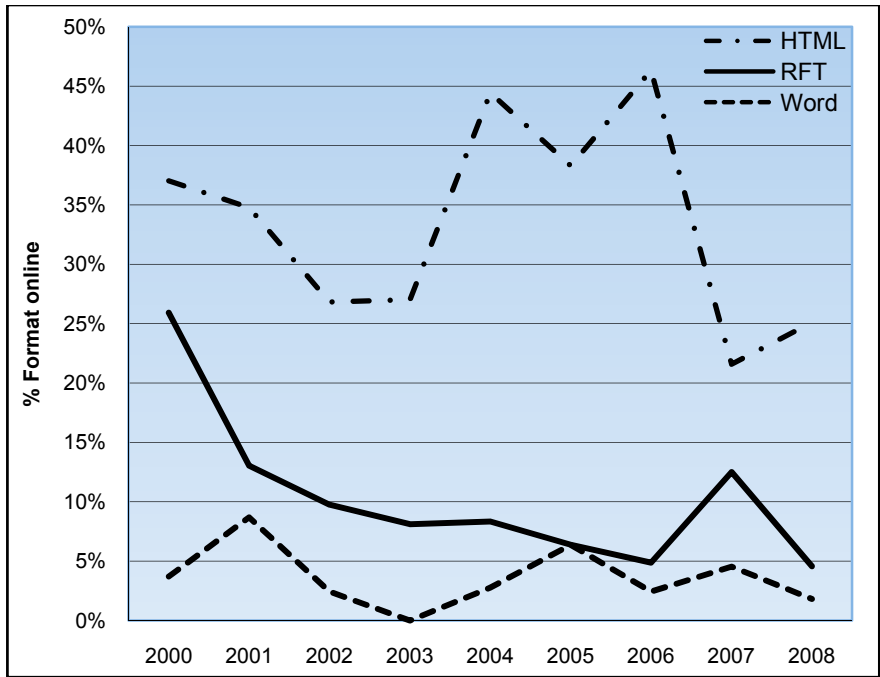
Source: ANAO.

2.26 Since 2000 there has been a steady increase in the use of the portable document format (PDF) format for documents published online. In particular,

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49 Computer software for which the human-readable source code is made available under a copyright licence.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

40

as shown in Figure 2.3, our testing identified that PDF was used for almost 100 per cent of the online papers in 2007 and 2008 that we examined.

Figure 2.3

Online tabled papers in PDF format (2000-2008)
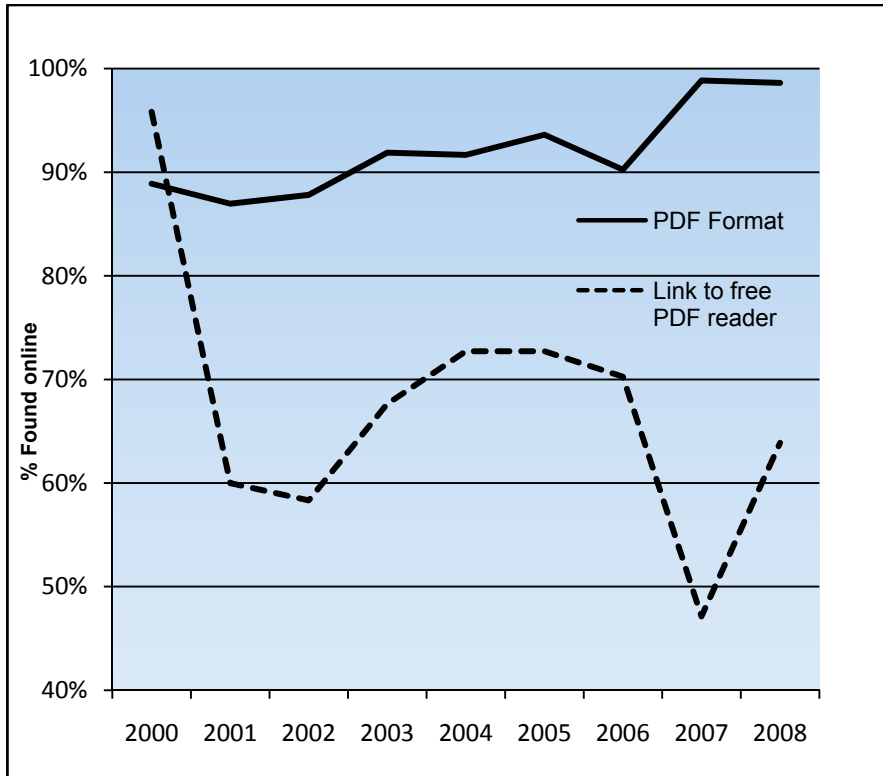
Source: ANAO.

2.27   While PDF is the dominant format used by government entities, two issues arise. Firstly, because, on average, only around two-thirds of the associated web pages provided a link to a free PDF reader, some searchers were likely to have difficulty in reading the papers online. Figure 2.3 also shows a decline in the proportion of tabled papers online that agencies linked to a free PDF reader. Secondly, access to PDF documents by people with vision disabilities can be problematic even if care is used to prepare the documents in accordance with the accessibility guidelines available to PDF documents.

Access for people with disabilities

2.28   The *Disability Discrimination Act 1992* requires government bodies to provide equitable access to people with disabilities, where it can reasonably be

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

41

provided. Australian Government entities risk receiving complaints from the public claiming disadvantage because of difficulties accessing their websites.

2.29 In June 2000, the Online Council, representing the Commonwealth, State and Territory governments, agreed on a common standard[50] for all government websites. The Australian Human Rights Commission (AHRC) also endorsed the standard for web accessibility.[51] The standard recommends the use of hypertext mark-up language (HTML) or plain text for online publishing. The ANAO's Better Practice Guide on *Internet Delivery Decisions*[52] also discusses this matter.

2.30 As shown in Figure 2.2, the use of HTML and plain text (or RTF) formats for tabled papers online is low. If entities currently provide key online documents only in PDF format then either HTML or RTF versions should also be provided to ensure compliance with the AHRC's endorsed standard. To assist in monitoring compliance with the accessibility requirements, the AHRC has instituted Web Watch[53], which lists government entities websites that substantially depart from these requirements as explained in the AHRC's World Wide Web Advisory Notes.[54]

Recommendation No.1

2.31 The ANAO recommends that entities review the accessibility of their online documents against the requirements of the web accessibility standard endorsed by the Australian Human Rights Commission.

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[50] Being the Web Content Accessibility Guidelines (WCAG) version 1.0. The WCAG is a series of documents that explains how to make web content accessible to people with disabilities. They are produced by the World Wide Web Consortium (W3C), an international consortium that develops protocols and guidelines that ensure long-term growth for the Web.

[51] AHRC, <http://www.hreoc.gov.au/disability_rights/standards/www_3/www_3.html#s3_3> [accessed 20 January 2009].

[52] ANAO, *Better Practice Guide - Internet Delivery Decisions: A Government Program Manager's Guide*, 2001, available from, <http://www.anao.gov.au/director/publications/betterpracguides.cfm> [accessed 22 January 2008].

[53] AHRC, <http://www.humanrights.gov.au/disability_rights/standards/www_3/www_3.html> [accessed 17 February 2009].

[54] AHRC, <http://www.hreoc.gov.au/disability_rights/standards/www_3/www_3.html> [accessed 17 February 2009].

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

42

Entities' responses

Entity responses are provided in alphabetical order below.

Australian Federal Police

The AFP notes the recommendation and will work to ensure compliance with the standard endorsed by the Australian Human Rights Commission over the longer term.

Australian Government Information Management Office

Finance agrees with this recommendation. Finance, through AGIMO, will continue to provide advice on web publishing guidance and work with the Australian Human Rights Commission to promote the importance of online accessibility to government entities.

Department of Infrastructure, Transport, Regional Development and Local Government

Agreed.

Department of Parliamentary Services

The Department of Parliamentary Services supports the principles in Recommendation No. 1.

Accessibility is an important issue and it is very appropriate that the report covers this issue. There are several types of PDF documents, including one with images 'wrapped' and one with text embedded. AGIMO provides useful guidelines on this topic.

Department of the House of Representatives

Supported. The Department of the House of Representatives published HTML versions of documents in accordance with the AHRC endorsed standard, where practicable.

Department of the Prime Minister and Cabinet

The Department of the Prime Minister and Cabinet supports the recommendation.

Department of the Senate

The Senate Department supports Recommendation No. 1.

Department of the Treasury

Agreed.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

43

National Archives of Australia

Agree.

Consistency with the tabled version

2.32 Consistency with the tabled version is an important factor in ensuring the accuracy of online publishing. A printed version of a document is tabled in Parliament and is considered to be the authoritative version. The ANAO tested online documents for consistency with the printed versions.

2.33 For the purposes of the consistency test we focussed on Parliamentary Papers as they are considered by Parliament to be the most important tabled documents. For this test we examined the 37 Parliamentary Papers in the audit sample for 2007 that were found online.[55] As illustrated in Table 2.2, 34 of the online Parliamentary Papers examined accurately reflected the printed version.

Table 2.2

Consistency of online and printed Parliamentary Papers (2007)

CONSISTENCY TEST	No. of documents	Percentage
Comparison with printed version - consistent	34	92
Comparison with printed version – substantially inconsistent	2	5
Comparison with printed version - not possible	1	3

Source: ANAO.

2.34 Two online Parliamentary Papers contained different text and formatting, suggesting that a draft rather than final version had been placed online. One Parliamentary Paper was unavailable for testing. DHR advised the ANAO that delays occur in the provision of printed copies by entities to the Parliamentary Paper Series distributor.[56]

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[55] The year 2007 was chosen because all recipients of the Parliamentary Paper Series should have received their allocated copies by mid-2008 when the desktop review was conducted. We accessed printed copies of Parliamentary Paper Series through the National Library of Australia, to ensure that interested members of the public would have access to documents.

[56] DHR advised that as of the end of 2008, all 2005 printed (hard-copy) Parliamentary Paper Series documents, and all such documents for 2006–2008 received by the series distributor from author agencies, had been distributed to recipients of the series. Copies of Parliamentary Paper Series documents for years 2006–2008 not yet received by the series distributor, had not been distributed. This situation lends further support to the importance of publishing online versions of Parliamentary Papers and other tabled papers.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

44

2.35 Based on our analysis, the ANAO considers that there are a number of useful practices that entities employ to ensure consistency between the online and printed versions of a document. They include, but are not limited to:

- maintaining communication between the print and online publishing functions in an organisation;

- ensuring that the document author verifies the online version prior to web publishing; and

- placing the final PDF version provided to the printer, as well as the source version (for example, Word if used to create the document), online.

Improving Compliance with the online publishing requirements by individual Entities

2.36 While there has been an improvement in the online availability of tabled papers, at least 10 per cent of the papers we examined in each year since 2000 were not available online. At the individual entity level, the factors that are likely to contribute to shortcomings against online publishing requirements for tabled papers include:

- an inability to provide documents online due to:

  - unfamiliarity with policy requirements;

  - no website existing;

  - a website having been decommissioned or having its name changed (possibly due to a MOG change); and

  - a document having been archived or taken off-line[57];

- difficulty locating the document online; and

- the online document being not the same as the tabled version.

2.37 The ANAO considers that entities should review the level and nature of their online publishing activities and assess the risks of them not complying with the online publishing requirements related to tabled papers. Specifically,

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[57] The ANAO found that some government entities do not retain older documents so only the most recent document(s) in a series or those that are topical are maintained online. This matter is further discussed in Chapter 3.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

45

entities with a high risk of not complying with the requirements should address any shortcomings in a cost effective way.

2.38   Relevant to future risk assessments is the number of papers that each entity has tabled annually. A relatively small number of entities have tabled several or a considerable number of papers while the majority have tabled only a few, often their annual report.

2.39   Appendix 2 contains a series of criteria that may assist entities to assess the risks of not complying with online publishing requirements related to tabled papers. Among these criteria are the following three factors the ANAO considers indicate that an entity has a higher risk of not meeting the Government's online publishing requirements if it:

- does not have a website; or

- produces multiple documents for tabling in Parliament each year; and/or

- has been subject to a MOG change.

2.40   Overall, increased government entity compliance in the above matters would benefit from further cooperation between the Department of Finance and Deregulation (Finance), the Department of the Prime Minister and Cabinet (PM&C) and the Departments of the Parliament to confirm respective roles and responsibilities.

Recommendation No.2

2.41   The ANAO recommends that government entities that do not have a web presence, table multiple documents in the Parliament each year, and/or have been affected by a Machinery of Government change, implement arrangements to ensure the online availability of their tabled papers in accordance with Australian Government policy.

Entities' responses

Entity responses are provided in alphabetical order below.

Australian Federal Police

The AFP agrees with the recommendation and is committed to enhancing its practices and procedures for making documents available online and in accordance with Government requirements. Some measures to achieve this have already been identified.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

46

Australian Government Information Management Office

Finance agrees with this recommendation.

Department of Infrastructure, Transport, Regional Development and Local Government

Agreed.

Department of Parliamentary Services

The Department of Parliamentary Services supports the principles in Recommendation No. 2.

In relation to Recommendation No. 2, the exposure draft of the *Freedom of Information (Reform) Bill 2009* has the potential to increase the volume of information published online by Commonwealth agencies. It proposes that agencies must publish the 'information in annual reports' and 'information held by the agency that is routinely provided to the Parliament in response to request and orders from the Parliament'. The issue of information published by agencies that are affected by Machinery of Government changes is, however, not defined.

Department of the House of Representatives

Supported.

Department of the Prime Minister and Cabinet

The Department of the Prime Minister and Cabinet supports the recommendation.

Department of the Senate

The Senate Department supports Recommendation No. 2.

Department of the Treasury

Agreed.

National Archives of Australia

Agree.

2.42   As mentioned in Chapter 1, the Auditor-General advised the Secretary of the Joint Committee of Publications that he would undertake an audit of the availability of government documents online, and that subsequent audits would be dependent on the results of this audit.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

47

2.43 Given the improvements over time in the online availability of tabled papers, the ANAO does not envisage undertaking regular audits on this topic. However, we will consider, in the context of our forward work plan, the possibility of a subsequent audit in the medium term to examine the progress of entities' in making their tabled papers available online.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

48

3.   Government Entities' Online Publishing Practices

This chapter examines the online publishing practices of the five audited entities, particularly for tabled papers; provides case studies on useful tools to support online publishing, and describes AGIMO's support to government entities.

Online publishing in government entities

3.1   Based on the results of our desktop review (discussed in Chapter 2), we selected entities for detailed fieldwork that exhibited a medium to high level of compliance with the Government's online publishing requirements to allow this audit report to convey practices that would lead to better reporting by all government entities. Non-compliance with online publishing requirements was primarily the result of a lack of web presence rather than poor online publishing practices.

3.2   Specifically, the ANAO examined whether the five audited entities had effective online publishing practices, particularly for tabled papers. In this regard the ANAO expected that each agency would have: an appropriate policies and procedures; a range of controls over online content; and monitor and report on processes related to web activity.

Policies and procedures

3.3   Well-designed policy and procedural documentation is a key source of information and guidance for staff in the performance of their roles and responsibilities.

3.4   The audit found that policies and attendant guidance material were readily available, typically through each entity's intranet, and the ANAO was advised that these policies were well-understood by online publishing staff. In addition, key online publishing staff at each of the audited entities had received training on the relevant policies and procedures.

3.5   An example of a sound practice in relation to online publishing policies and procedures was observed at the AFP where staff were encouraged to share information through a wiki in their 'Knowledge Base' internal website. This resource is described in Figure 3.1.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

49

Figure 3.1

Sharing information through a wiki

A wiki is a body of knowledge accessed via a website. The website allows for interactive adding and editing of content by registered users. In essence, a wiki allows for a collaborative sharing of knowledge by interested parties using web technology.

The AFP's wiki is part of a larger 'Knowledge Base', which contains other resources such as a library of documents, instructions for publishers and administrative information. The AFP's Web Management Team used a wiki to provide operational-level guidance and assistance on specific activities. Due to its nature and form it was a relevant and responsive tool for web staff.

An example of a relevant wiki entry concerned assigning permissions in their publishing portal. A description of each permission group is provided to guide the staff member. Another example described the step-by-step procedures to create news articles.

Source: Australian Federal Police.

3.6   Treasury was the only audited entity that specifically referred to the requirements for publishing tabled papers in its online publishing policy and procedural documentation. Those government entities that have multiple documents tabled in Parliament would benefit from emphasising this requirement in their online publishing policy and procedural material.

3.7   Overall, the ANAO considered that each audited entity had a range of informative policy and guidance material to support staff performing online publishing functions.

Control activities

3.8   Government entities should have processes and practices to assist them to manage online content. In particular, a series of control activities should be place, and operating as intended, to provide assurance about online content. To assess the extent and quality of control activities over online publishing functions, the ANAO assessed whether each of the audited entities had processes dealing with the:

- authority to publish content online;
- validity of the content;
- accuracy of online content (both at the time of publication and on an ongoing basis); and
- timing of publication.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

50

Authority to publish content online

3.9   A key element in the control of online publishing content is that only authorised staff can place documentation online. Each of the audited entities had designed appropriate controls to restrict access to online publishing functions to authorised staff.

3.10   An example of a sound practice relating to authorising the publication of online content was observed at Infrastructure. As well as restricting access to publication functions, Infrastructure required the officer publishing a document online to confirm, amongst other things, that he or she was implementing the department's policies. Figure 3.2 explains the web screen that is presented to the web publisher.

Figure 3.2

Confirmation of online publishing

This web screen required the departmental officer publishing the document online to verify that policies relating to publishing of content on the Department's website were followed. Figure A 1 in Appendix 4 shows the screen that is presented to the staff member loading the document to the entity's website.

This disclaimer places the onus on the publishing authority to confirm the five key aspects listed in Figure A 1. Because the staff member is only provided with two options (agree/not agree) to exit this screen, it engages the staff member to consider key aspects before the content is published online.

Source: Department of Infrastructure, Transport, Regional Development and Local Government.

Control of online content

3.11   Each of the audited entities had controls in place to assist in managing the validity of their online content. In particular, all but one of the entities had a content management system (CMS). A CMS is a computer application that can be used to create, edit, manage, search and publish various kinds of digital media and electronic text. The CMSs used at the audited entities, contained each of these capabilities with the exception that:

- Infrastructure used a web screen to authorise final web publishing as discussed in Figure 3.2; and

- the NAA used emails to record authorisations (due to a licence issue this authorisation was conducted outside the CMS).

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

51

3.12 DHR, although it did not have a CMS, used a series of computer-based controls to separate the activities of authoring, checking, and publishing a report, to assist in the management of online content.

3.13 Assigning owners to online content is important because they are responsible for verifying accuracy and approving publication (printed and electronic versions). Amongst the audited entities, ownership of content was attributed to individuals using a number of tools:

- Infrastructure recorded the ownership of each of its online documents in a database, which was also used for periodic review of content; and

- the AFP uses a unique web page identifier (called an 'Asset ID') to attribute a content owner to the online content of that web page.

3.14 The ANAO's audit report on *Government Agencies' Management of their Websites* encouraged entities to examine the benefits and costs of introducing specialist software to manage content.[58]

Accuracy of online content at the time of publication

3.15 Government guidance states the need for entities to ensure that electronic versions of documents are identical to the versions presented to the Parliament.[59]

3.16 Each of the audited entities advised that they had established practices to ensure consistency with the content and presentation of the printed version. For example, the NAA advised that the replication of printed publications in online form was controlled by co-locating the teams responsible for the printed and electronic versions of the documents. The AFP advised that it placed online the PDF version supplied by their printer which was the electronic version provided to the printing press.

3.17 The audit observed that Infrastructure, the AFP and Treasury required document authors to confirm (via email to their respective online publishing teams) that they have undertaken such a check. In particular, as described in Figure 3.3, Infrastructure uses a standard email template to outline the web

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58 ANAO Audit Report No.13 2008–09, *Government Agencies' Management of their Websites*, avaible from <http://www.anao.gov.au>.

59 PM&C, op. cit., Appendix G, paragraph 3.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

52

publishing requirements to authors and obtain greater clarity in authorisation records.

Figure 3.3

Email template for approvals

This template is used by the Web Services Team to obtain confirmation by the author that the document was ready to be published online. The template (see Figure A 2 in Appendix 4) requires the author to:

- check a test site to verify contents are accurate or need further changes, and

- authorise the content to be published in the production site.

The template strengthened a number of areas, including: identification of a document's sponsor; certification of document accuracy; and the sponsor's approval to publish online.

The use of an email to capture this information reflects the electronic nature of online documents and is an extension of normal office routine. The emails can be securely stored in the department's records management system to provide a record of approval.

Source: Department of Infrastructure, Transport, Regional Development and Local Government.

Monitoring online documents for ongoing accuracy

3.18   Online content can change in a number of ways including that: the location can change; the content could be revised or updated; and/or the content can be deemed obsolete. However, since tabled papers comprise part of a public record of Parliament's activities, the last case does not apply.

3.19   Government entity names can change due to administrative orders and in these situations there is a risk that content may be misplaced or neglected. A 'persistent identifier'[60] provides a unique reference to a document enabling it to be tracked regardless of its current location. DHR was the only audited entity to attach a persistent identifier to its online documents. However, as mentioned at paragraph 3.13, the AFP uses an 'Asset ID' to manage its web page content. In addition, Treasury assigns an identifier to each online content item.

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[60]   A persistent identifier is a unique name for a digital object, which remains the same regardless of where the item is located, that is, regardless of change of web address (defined by a uniform resource locator, URL). This means that as long as the persistent identifier is maintained, links to it on the web will remain actionable.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

53

3.20 Online content changes are managed, by and large, using the CMS as mentioned in paragraph 3.11. In particular, two audited entities had review processes in place to support the continuing accuracy of online content:

- Infrastructure has initiated a web review project to validate both content and content owners; and

- the AFP conducts a biannual review of online content.

Control over the timing of publishing

3.21 Government documents prepared for tabling are confidential and under embargo until they are presented to the Parliament. For that reason, entities should have appropriate measures in place to help ensure that documents are not published online before they are presented in Parliament.

3.22 For example, an entity's tabling officer (or similar role) and the online publishing staff should establish and maintain clear lines of communication to ensure that documents are not released before they are tabled and also that they are published online soon after tabling.

3.23 Each of the audited entities either regularly monitored the Senate's *Journals of the Senate* and the House of Representative's *Votes and Proceedings* in order to identify whether their documents had tabled; or they received confirmation (via email or telephone) from their respective table office that documents had been tabled.

3.24 Overall, the ANAO considered that each audited entity had sound processes and practices for the publishing of documents online and, in particular, to help manage and provide assurance about online content.

Monitoring and reporting

3.25 Monitoring (and reporting) data on access to an entity's online documents, and its websites in general, provides useful information on the level of readership, relevance and operation of its website. For example, entities can collect information on which users are accessing their websites, how users are accessing their websites, and what online publications are being viewed and downloaded.[61]

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[61] See ANAO Audit Report No.13 2008–09, *Government Agencies' Management of their Websites*, for more information on monitoring website activity and performance.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

54

3.26 Each of the audited entities had arrangements in place to collect a variety of web-activity statistics. Infrastructure and the NAA did so regularly and also incorporated this information in internal management reports. Another sound practice found during the audit was that Infrastructure regularly analysed web traffic to determine the most requested documents or topics. It also includes links to the most downloaded documents in a 'Top Requests' area on the homepages of its main business units, thereby aiding web users.[62] Infrastructure also used software to provide a simple and effective representation of website statistics. The use of an appropriate tool to communicate to both operational staff and management the status of online content is useful to help in understanding the level of interest in their content.

3.27 Treasury, DHR and the AFP advised that monitoring and reporting of web-related statistics was less formal, for example, undertaken when requested.

AGIMO's support for online publishing

3.28 AGIMO provides advice, tools, information and services to help government departments and entities use ICT to improve administration and service delivery - often referred to as e-Government.[63] The *Australian Government Web Publishing Guide* (WPG) is the primary guidance instrument produced by AGIMO on online publishing.

Web Publishing Guide

3.29 The WPG is designed to help government entities manage their websites, and to identify and meet their legal and policy obligations. In particular, the 'Online Content Requirements' section[64] of the WPG describes the minimum information entities must publish on their websites.

3.30 Generally, the five audited entities considered the WPG to be easy to use, well presented, and an informative resource on the online publication of documents. In particular, the NAA advised that information in the WPG was useful in the development of the selection criteria for its CMS. In addition,

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[62] For example, Infrastructure's Annual Reports can be found listed in the 'Top Requests' area available from: <http://www.infrastructure.gov.au> [accessed 27 February 2009].

[63] Department of Finance and Deregulation, <http://www.finance.gov.au/about-the-department/agimo.html> [accessed 3 February 2009].

[64] AGIMO, op. cit.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

55

DHR advised that it used AGIMO's *Better Practice Checklist Number 8*[65] for website issues.

3.31 Overall, the ANAO considered that the WPG was relevant, accessible and easy to use. However, the following opportunities were identified to improve the level of guidance in the WPG about the online publishing of tabled papers and improve entities' awareness and understanding of the requirements:

- specify the requirements relating to tabled papers with greater clarity, thereby making them easier to find – currently the requirement is mentioned amongst a range of other public accountability information;

- provide advice on the period of time that government entities must maintain documents online[66]; and

- provide advice on whether an entity can archive electronically its Parliamentary documents after a number of years.

3.32 As mentioned in Chapter 1, PM&C has issued guidelines for the presentation of government documents to the Parliament. Those guidelines do not state the Government's policy for entities to place and to maintain online their documents that become tabled papers. Rather, entities are advised that if a document is to be made available on the internet, then its web address (given by a URL) should be supplied to the PM&C Tabling Officer. The ANAO considers that stronger alignment between the online publishing requirements in PM&C's guidance and AGIMO's WPG could improve the effectiveness of entities' online publishing practices for tabled papers.

3.33 Enhanced guidance will promote understanding of the Government's requirements. For this reason, the ANAO considers that AGIMO should specify in its WPG with greater clarity the requirement to publish and maintain tabled papers online, and that PM&C include this policy in its guidance to entities.

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[65] AGIMO, *Better Practice Checklist – 8: Managing Online Content*, available from, <http://www.finance.gov.au/e-government/better-practice-and-collaboration/better-practice-checklists/managing-content.html> [accessed 20 January 2008].

[66] Some of the audited entities stated that they were uncertain about the period of time that they must maintain tabled papers online. For example, the AFP had not maintained online some papers tabled between 2000 and 2005.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

56

Recommendation No.3

3.34 The ANAO recommends that the Australian Government Information Management Office and the Department of the Prime Minister and Cabinet, in consultation with other relevant government entities, review their guidance and clarify the requirements to publish and maintain documents presented to the Parliament.

Entities' responses

Entity responses are provided in alphabetical order below.

Australian Federal Police

Noted.

Australian Government Information Management Office

Finance agrees with this recommendation. Finance will work with the Department of the Prime Minister and Cabinet, and other relevant government entities, to ensure our guidance better reflects online publishing requirements.

Department of Infrastructure, Transport, Regional Development and Local Government

Agreed.

Department of Parliamentary Services

The Department of Parliamentary Services supports the principles in Recommendation No. 3.

Department of the House of Representatives

Supported.

Department of the Prime Minister and Cabinet

PM&C believes that it would be preferable for the Department of the House of Representatives and the Department of the Senate to assume responsibility for establishing a single online repository for tabled documents. The Department notes that this approach would be the most logical solution to the problem of non-compliance and that a single repository would make tabled documents more accessible to members of the public than the present system. The Department further notes that this approach is consistent with the recommendation in the 2006 report of the Parliamentary Joint Committee on Publications that there be a single online repository for such documents.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

57

In the absence of a single repository, PM&C will work with the Australian Government Information Management Office (AGIMO) with a view to including a reference in the *Guidelines for the Presentation of Government Documents to the Parliament (including Government Responses to Committee Reports, Ministerial Statements, Annual Reports and Other Instruments)* to the requirement to publish and maintain documents presented to the Parliament online. The PM&C Tabling Officer will also notify agencies when their documents have been tabled and remind them of the AGIMO requirement to publish the documents online.

Department of the Senate

The Senate Department supports Recommendation No. 3. The recommendation places the responsibility in the appropriate quarter.

Department of the Treasury

Agreed.

National Archives of Australia

Agree.

Steve Chapman
Acting Auditor-General

Canberra ACT
25 May 2009

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

58

Appendices

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

59

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

60

Appendix 1:   Entities' responses

This appendix contains general comments received on the audit report that are not shown in the body of the report. Entity responses are provided in alphabetical order.

Each of the audited entities together with the additional four entities listed in paragraph 34 were provided with the opportunity to comment on the proposed audit report in accordance with the provisions of section 19 of the *Auditor-General Act 1997*.

Entities' responses to audit recommendations have been included in the main body of the report under the subheading 'Entities' responses' directly following each recommendation.

Australian Federal Police

The AFP appreciates the opportunity to participate in the audit examining the online availability of government entities' documents tabled in Parliament, and agrees with the recommendations. The AFP will continue to improve its compliance.

Australian Government Information Management Office (Finance)

Finance agrees with the three recommendations discussed in the report.

Australian Human Rights Commission

Thank you for the opportunity to provide comments on the extract of the audit report. [The AHRC] does not wish to provide formal comments on the report as [we] believe that overall, it is very good.

Department of Infrastructure, Transport, Regional Development and Local Government

The Department has reviewed the audit recommendations and findings to ensure it continues to make available and accessible online Parliamentary documents in accordance with current guidance and the audit findings. In respect to issues involving Machinery of Government changes and the issues involving transfer of publishing obligations, establishment of a whole of government central reference website for all tabled documents is supported. A central reference website would also allow agency sites to focus on current information rather than aged material more appropriate for an archive.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

61

Department of Parliamentary Services

The issue of making documents in the Parliamentary Paper Series available online is not one for the Parliamentary Library and the Department of Parliamentary Services to determine. The Table Offices of the Departments of the Senate and House of Representatives are responsible for the series and would need to make any decision to publish the full documents online.

In relation to the suggestion of a central digitised repository, the parliamentary departments will discuss this issue further. It is appropriate that this not be the subject of a recommendation at this stage.

Department of the House of Representatives

The Department of the House of Representatives welcomes the audit and the findings including that the online availability of documents presented to the Parliament by government entities has improved since 2000. The department notes that the audit was undertaken in response to the recommendation of the Joint Committee on Publications in its report on the *Distribution of the Parliamentary Papers Series*, that the ANAO regularly monitor the online availability of government documents, especially those presented to the Parliament. The department jointly administers the Parliamentary Paper Series and provided secretariat support to the Joint Committee for that inquiry. The online publication and dissemination of parliamentary material is an essential function of the department in supporting the House of Representatives and its committees.

In relation to the detail, the department will consult with the other parliamentary departments about the suggestion in paragraph 2.10 for the establishment of a central digital repository for certain tabled documents. It notes the related suggestion in paragraph 2.18 for a hyperlinked list. In the Government's response of November 2006 to the Joint Committee's report, the Government did not support routine provision of hyperlinks, which might not ensure long term electronic access to documents.

Department of the Prime Minister and Cabinet

The Department of the Prime Minister and Cabinet supports measures to improve the online availability of tabled documents but considers that the Department of the House of Representatives and the Department of the Senate should assume responsibility for establishing a single online repository for tabled documents. PM&C notes that this approach would be the most logical

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

62

solution to the problem of non-compliance and that a single repository would make tabled documents more accessible to members of the public than the present system. The Department further notes that this approach is consistent with the recommendation in the 2006 report of the Parliamentary Joint Committee on Publications that there be a single online repository for such documents.

Department of the Senate

In relation to the suggestion for a central digital repository of tabled documents, the Senate Department will consult with the other parliamentary departments about the establishment of such a repository. It is appropriate that this not be the subject of a recommendation at this stage.

Department of the Treasury

The Treasury welcomed the opportunity to participate in the audit into the online availability of government entities' documents tabled in Parliament. The Treasury notes the views formed by the ANAO and agrees with its recommendations.

National Archives of Australia

The National Archives of Australia has a significant role in enabling equitable public access to government information. In particular, the Archives is conscious of the growing use of the internet and other electronic means of disseminating government information.

The Archives also notes that the findings of this report have particular relevance to the Government's information reform agenda. The ability to effectively manage and provide online access to government documents which are in the public domain will be increasingly important to government agencies in developing a pro-disclosure culture.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

63

Appendix 2: Online publishing evaluation criteria

The following criteria can be used by government entities, the Parliamentary Table Offices, and central policy agencies to evaluate risk profiles regarding the online availability of documents that have been tabled in Parliament.

Table A 1

Online availability of tabled papers – risk evaluation criteria

Criteria	Ref. in this report	Yes /No	Comments
If the entity is subject to a MOG change, has it assessed whether elements of their website has been impacted?[67]	2.9		
Has the entity established a website?[68]	2.9		
Are relevant staff aware of the requirements for publishing documents tabled in Parliament online?	2.9		
Is navigation to key information and publications simple and logical?	2.15		
Has the accuracy of the online publication been checked with the printed version?	2.32		
Are multiple papers tabled?	2.39		
Do policies and procedures include information on the requirement to publish documents tabled in Parliament online?	3.6		
Are processes are in place to controls the validity of online content, for example, does the entity have a CMS?	3.11		
Are documents embargoed before tabling (not published online until tabled)?	3.21		

Source: ANAO.

If 'No' is answered to any criterion, entities should implement a cost effective solution to address each risk. Potential solutions are discussed in this report.

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[67] For example, check whether the web address (URL) has changed for publication websites, or if documents have been 'lost' or misplaced in any ICT-related restructures.

[68] Where a government entity does not have a web presence, a possible option to increase online existence of documents could include the hosting of its documents at the portfolio department level. This is already in operation in some entities. For example, the Department of Families, Housing, Community Services and Indigenous Affairs (FaHCSIA), host some annual reports of selected portfolio bodies including the Aboriginal Land Commissioner and the Aboriginals Benefit Account available from <http://www.facsia.gov.au/sa/indigenous/pubs/annualreports/Pages/default.aspx> [accessed 19 March 2009].

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

64

Appendix 3:   ANAO e-Government publications

This audit is one of a series of audits and a better practice guide published by the ANAO on e-Government related activities since 2001. These publications are:

- ANAO Audit Report No.13 2008–09, *Government Agencies' Management of their Websites*;

- ANAO Audit Report No.39 2007–08, *Managing e-Business Applications – A Follow-up Audit*;

- ANAO Audit Report No.45 2005–06, *Internet Security in Australian Government Agencies*;

- ANAO Audit Report No.23 2005–06, *ICT Security Management*;

- ANAO Audit report No.26 2004–05, *Measuring the Efficiency and Effectiveness of E-Government*;

- ANAO Audit Report No.30 2003–04, *Quality Internet Services for Government Clients — Monitoring and Evaluation by Government Agencies*;

- ANAO Audit Report No.33 2002–03, *Management of e-business in the Department of Education, Science and Training*;

- ANAO Audit Report No.13 2001–02, *Internet Security within Commonwealth Government Agencies*; and

- ANAO *Better Practice Guide–Internet Delivery Decisions: A Government Program Manager's Guide*, April 2001.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

65

Appendix 4: Useful tools to support online publishing practices

The following figures relate to the examples cited in Chapter 3. Figure A 1 relates to Figure 3.2 and Figure A 2 relates to Figure 3.3.

Figure A 1

CMS Disclaimer (confirmation of online publishing)

DISCLAIMER

By clicking I AGREE you confirm that the information you are about to submit for publication on the Department's Internet site

- is suitable for release to the general public
- has been approved by an appropriate delegate
- is not bound by security classification or caveat
- is not subject to copyright or intellectual claim beyond the Commonwealth of Australia
- conforms to the Department's Internet Publishing Guidelines, as specified at <department intranet address>

I AGREE   I DO NOT AGREE

Source: Department of Infrastructure, Transport, Regional Development and Local Government.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

66

Figure A 2

Internet Content Approval Form (email template for approvals)

Web Services

Internet Content Approval Form

All changes have been made in the Department's Test Environment and are ready for approval.
Please review these changes by following the test site URL in the table below.
Please click *REPLY* to this email and then complete the details below.

Job Description Production URL if applicable	
Custodian Name	
Branch/Section	
Test Site URL	[author is required to verify contents on a test site]
Custodian Acceptance:	**Yes**. The change is accurate and ready for publishing. **No**. Further changes are required. (Please provide an explanation of further changes) [please remove the above item that is not applicable]
Authorising Manager signoff:	I authorise Web Services to action the above request and publish to the production environment. *YOUR NAME, SECTION HEAD* [type your full name and position title] [your delegation e.g.: APS 6, EL1, EL2, SES]

Source: Department of Infrastructure, Transport, Regional Development and Local Government.

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

67

Series Titles

ANAO Audit Report No.1 2008–09
Employment and Management of Locally Engaged Staff
Department of Foreign Affairs and Trade

ANAO Audit Report No.2 2008–09
Tourism Australia
Tourism Australia

ANAO Audit Report No.3 2008–09
Establishment and Management of the Communications Fund
Department of Broadband, Communications and the Digital Economy
Department of Finance and Deregulation

ANAO Audit Report No.4 2008–09
The Business Partnership Agreement between the Department of Education, Employment and Workplace Relations (DEEWR) and Centrelink
Department of Education, Employment and Workplace Relations
Centrelink

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The Senate Order for Departmental and Agency Contracts (Calendar Year 2007 Compliance)

ANAO Audit Report No.6 2008–09
Illegal, Unreported and Unregulated Fishing in the Southern Ocean
Australian Customs Service

ANAO Audit Report No.7 2008–09
Centrelink's Tip-off System
Centrelink

ANAO Audit Report No.8 2008–09
National Marine Unit
Australian Customs Service

ANAO Report No.9 2008–09
Defence Materiel Organisation–Major Projects Report 2007–08

ANAO Audit Report No.10 2008–09
Administration of the Textile, Clothing and Footwear Post–2005 (SIP) Scheme
Department of Innovation, Industry, Science and Research

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

68

ANAO Audit Report No.11 2008–09
Disability Employment Services
Department of Families, Housing, Community Services and Indigenous Affairs
Department of Education, Employment and Workplace Relations

ANAO Audit Report No.12 2008–09
Active After-school Communities Program
Australian Sports Commission

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Government Agencies' Management of their Websites
Australian Bureau of Statistics
Department of Agriculture, Fisheries and Forestry
Department of Foreign Affairs and Trade

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Audits of Financial Statement of Australian Government Agencies for the Period Ending June 2008

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The Australian Institute of Marine Science's Management of its Co-investment Research Program
Australian Institute of Marine Science

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Australian Taxation Office

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Department of Education, Employment and Workplace Relations

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Department of Finance and Deregulation

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CMAX Communications Contract for the 2020 summit
Department of the Prime Minister and Cabinet

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Approval of Funding for Public Works

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

69

ANAO Audit Report No.21 2008–09
The Approval of Small and Medium Sized Business System Projects
Department of Education, Employment and Workplace Relations
Department of Health and Ageing
Department of Veterans' Affairs

ANAO Audit Report No.22 2008–09
Centrelink's Complaints Handling System
Centrelink

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Management of the Collins-class Operations Sustainment
Department of Defence

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The Administration of Contracting Arrangements in relation to Government Advertising to November 2007
Department of the Prime Minister and Cabinet
Department of Finance and Deregulation
Department of Education, Employment and Workplace Relations
Department of Health and Ageing
Attorney-General's Department

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Green Office Procurement and Sustainable Office Management

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Rural and Remote Health Workforce Capacity – the contribution made by programs administered by the Department of Health and Ageing
Department of Health and Ageing

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Management of the M113 Armoured Personnel Upgrade Project
Department of Defence

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Quality and Integrity of the Department of Veterans' Affairs Income Support Records
Department of Veterans' Affairs

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Delivery of Projects on the AusLink National Network
Department of Infrastructure, Transport, Regional Development and Local Government

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

70

ANAO Audit Report No.30 2008–09
*Management of the Australian Government's Action Plan to Eradicate
Trafficking in Persons*
Attorney-General's Department
Department of Immigration and Citizenship
Australian Federal Police
Department of Families, Housing, Community Services and Indigenous Affairs

ANAO Audit Report No.31 2008–09
Army Reserve Forces
Department of Defence

ANAO Audit Report No.32 2008–09
*Management of the Tendering Process for the Construction of the Joint
Operation Headquarters*
Department of Defence

ANAO Audit Report No.33 2008–09
Administration of the Petroleum Resource Rent Tax
Australian Taxation Office

ANAO Audit Report No.34 2008–09
The Australian Taxation Office's Management of Serious Non-Compliance

ANAO Audit Report No.35 2008–09
Management of the Movement Alert List
Department of Immigration and Citizenship

ANAO Audit Report No.36 2008–09
Settlement Grants Program
Department of Immigration and Citizenship

ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

71

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ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

72

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ANAO Audit Report No.37 2008–09
Online Availability of Government Entities' Documents Tabled
in the Australian Parliament

73