Land Information New Zealand

Toitū te whenua

Consultation Document

Location Information

26 September 2018

Contents

1   Introduction

Kia ora koutou

Last year we made changes to Location Information (LI) to increase our ability to lead and influence across the geographic and property systems. At that time, I indicated that this was a first step; and that LI would need to keep evolving in our transition from products to data – and to being digital by default.

Since then, the environment we operate in has continued to change. The geographic and property system users and stakeholders have helped us identify where we can make the biggest difference for New Zealand and New Zealanders. This has been outlined in our Outcomes Framework.

The Outcomes Framework identifies where we can add the most value over the long-term; that high-value geographic and property information is used effectively to deliver value for New Zealand. The focus for our outcomes is based on addressing three key challenges that New Zealand faces now and into the future:

- Water: contribute to better management of fresh water, including quality and allocation.

- Resilience and climate change: support efforts to prepare for, mitigate and adapt to the impacts on land and sea of climate change and one-off events (natural and man-made).

- Urban areas: contribute to managing and responding to pressures on urban areas from population growth.

Location Information's value-add is to build on our existing strengths and expertise in managing data to support better government, council and private decisions by enabling access to key high-value, linked datasets and to target direct improvements through our operational responsibilities, with focus on these key challenge areas.

With this focus in mind, we have to prioritise our efforts to make the best use of our limited capability and resources. Therefore, rather than continuing to take a broad view of geographic and property information, we have an obligation to focus our system leadership, external engagement and operational delivery on these three key challenge areas.

This document proposes changes to how LI can do more to increase its impact and influence in these three key challenge areas, by focusing our standards and interoperability functions and better leveraging our standards expertise across LI.

I encourage you to read the document and provide your thoughts and feedback.

I would like to acknowledge that change is difficult and I know the personal impact it has on those individuals affected by the change. I want to ensure this change is managed in a way that provides everyone with as much certainty as quickly as possible. Manaaki is an important part of my approach to this conversation – that we take care of and respect each other.

I welcome your thoughts and feedback on this proposal.

Jan Pierce
Deputy Chief Executive
Location Information

2 Background and context

Geospatial data is critical to NZ's prosperity and resilience. It is key to a modern digital economy - and to effective public services.

LINZ is the Government leader in geospatial. In 2007, we launched the Geospatial Strategy to improve coordination, sharing and use of geospatial data across government. The Strategy had four goals – good governance across the system; creating and maintaining key geospatial datasets; accessible and useable Government geospatial data; and interoperability.

In the 10 years since we launched the Geospatial Strategy, LINZ has:

- Adopted a "data first" and "digital by default" business strategy.

- Developed the LINZ Data Service, establishing data as a stand-alone product, working with customers to develop new, high value datasets and focused on sharing and publishing the data more easily for customers. LINZ has recently established a syndicated contract that allows other agencies to establish the same data publishing capability at a much lower cost.

- Been involved nationally and internationally in the creation and updating of data standards – across areas such as hydrography, addressing, imagery and elevation.

- Collected and maintained key geospatial datasets (such as aerial photography and elevation data) to improve NZ's economy, resilience, environment and infrastructure development.

- Worked on the property system to ensure quality, accessible, linked property data – IPS, Addressing, MLS and ASaTS.

- Been involved in research, capability building and awareness raising across Government.

While the goals and principles of the Geospatial Strategy still hold true, a lot has changed since it was first introduced:

- LINZ's Outcomes Framework has set clear priorities for LINZ to achieve in the next five years - based on the priority issues for New Zealand - to ensure that high-value geographic and property data are used effectively to deliver value for New Zealand. This sets a clear direction for LINZ's work in geospatial and encompasses the aims of the Geospatial Strategy.

- In 2017 we made changes to LI to focus and align our efforts to deliver LINZ's strategic objectives, enable LI to work in a more connected way, and maximise our capacity and resources. As part of these changes, the New Zealand Geospatial Office was disestablished and its functions distributed across LI; and the principles of the Geospatial Strategy were integrated into the LI strategy.

- There is now stronger data and ICT leadership across government. The Stats NZ CE has taken on the role of Chief Data Steward; and the Chief Executive at the Department of Internal Affairs (DIA) is the Chief Digital Officer, responsible for delivering the Government ICT strategy.

- Both Stats NZ and DIA are working to ensure that data and information held by Government can be used to inform policy and add public and private value, with a focus on standards to enable sharing of data; building capability; and working across Government to ensure key data sets are accessible.

- This includes Stats NZ setting up a cross-Government Approvals Board to review data collection standards and recommend whether they should be published for use across Government; and proposals to strengthen the Government Chief Data Steward's leadership role to set mandatory standards and direct the adoption of common data capabilities to enable a common approach to the collective management and use of data.

Given these changes – and changing customer demands, advancing technologies and our limited capacity – it is even more critical that we focus on how we can have the most impact. To achieve LINZ's outcomes, we need a more focused, collective LI work programme and stronger leadership and engagement across the geospatial system.

This proposal for changes to the Standards and interoperability function builds on earlier changes to LI and responds to our changing context, including the Outcomes Framework.

3   The Case for Change

Standards and Interoperability are critical to deliver a modern digital economy, for operational efficiency and enabling better decision-making.

Strengthening LINZ's standards and interoperability functions and processes is important to enable better reuse of our data; support the achievement of LINZ outcomes; and increase our impact and capacity to deliver. This includes more robust data management, aligned to customers' requirements, to support the data-first model.

Stakeholders have told us that they want us to promote and facilitate standards based on identified New Zealand needs - and there is still a need to promote the value of geospatial standards and interoperability to customers, agencies and vendors. This will require stronger strategic engagement and advocacy to promote the value of geospatial; and the right capability and capacity to ensure we can deliver to clearly identified New Zealand needs.

There is a clear geospatial data leadership role for LINZ across Government. Our stakeholders want to see us lead in standards and interoperability, capability building and promoting the use and awareness of geospatial. Stronger data and ICT leadership across Government also creates opportunities for LINZ to lead in partnership with other key agencies.

To understand how LI can best respond to these challenges and opportunities, we commissioned two pieces of work on the current roles, responsibilities and functions in LI – and what will be required in future to support LINZ's standards and interoperability function:

- A review of LINZ's geospatial role and function to ensure alignment with the Outcomes Framework.
- A review of our geospatial standards and interoperability work, which recommended a new approach to standards and interoperability work based on devolving the function to the LI product teams.

Teams and individuals across LI, as well as external stakeholders, were consulted in completing this work.

These reports were recently released for your comment and feedback. You told us that you supported the findings of the reports and agreed that:

- The changes proposed to the standards and interoperability function would support the achievement of LINZ Outcomes; and help to develop and promote geospatial standards and interoperability, both within LINZ and across the system.

- The approach to system leadership, stakeholder engagement and capability building outlined would increase LINZ's impact and influence; and help to achieve LINZ's Outcomes.

Other key themes from your feedback included:

Governance and support

You told us that providing overarching support for a devolved standards and interoperability function was important, including:

- Technical governance and oversight of the work programme to support the sharing of expertise across LI, oversee cross-cutting standards and interoperability work, and ensure a consistent approach.

- Strategic governance to ensure standards and interoperability work is aligned to the LI Strategy and the Outcomes Framework; approve cases for new data investment; set and monitor policies, processes and frameworks for data management; and monitor benefits realisation.

- Capability building and capability for writing and reviewing standards.

- International engagement and contribution to international standards setting.

- Managing standards development to ensure a common consistent framework across product teams.

International relationships

You told us that a full review of international relationships was needed – and that we needed a pragmatic approach to open standards.

Involving others – both inside and outside LINZ

You told us that:

- We need to work with a range of others – including the private and science sectors as well as other government agencies.

- It's important to imbed geospatial use and thinking in other areas of LINZ's work, not just LI. We should be supporting the use of geospatial by other LINZ business groups and strengthen geospatial leadership across the organization.

- Ensuring key LINZ datasets are interoperable would be a huge step forward and a great example to other government agencies.

- We need to strengthen our stakeholder engagement and capability to develop and promote geospatial standards and interoperability, both within LINZ and across the system – and be system leaders.

Based on this feedback, the Location Information Leadership Team (LILT) wants to adopt a devolved approach to the standards and interoperability function, starting with the proposed changes outlined for consultation with staff in this document.

This new approach would be underpinned by the following principles to provide structure and guidance for the way we operate:

- **Needs based -** The development of standards based on a solid identified need from New Zealand customers which are aligned to LINZ outcome focus areas.

- **Expert Led -** The standards development process would be led by the domain experts for the standard to ensure the standard is aligned with the identified need and desired outcomes.

- **Pragmatic -** The development of standards would be done in realistic and practically applied ways aligned to customer needs, and wider industry best practice.

- **Open Standards -** To enable widespread adoption, standards would be developed and maintained in a collaborative and consensus driven way involving the public. The full standard document would be made available to the public in an open and easily accessible way.

- **International Alignment —** Where possible, standards development would leverage international work already done (unless it encumbers the open principle). If, at a later date, new international work starts where New Zealand already has a standard, work would be done to align the New Zealand standard where practically possible.

- **Maintained -** The standard would need to be under effective change control and maintained to align with customer needs.

This approach would include improved data development functions and processes to continue our evolution to a data-centric organisation, improve consistency and deliver higher quality products.

3.1 Design Principles

The following design principles have guided the preparation of this change proposal specifically for LI:

The proposed design would enable:

- The achievement of LINZ's Outcomes.

- The biggest positive impact for LINZ's customers and stakeholders.

- A stronger leadership role for LINZ across Government; and greater collaboration and partnership with other Government agencies taking a leadership role in data and ICT.

- The best utilisation of expertise and resources across LI, particularly around standards and interoperability.

- Implementation of the LINZ Data and Information Management policies.

- The best way to focus and align our efforts.

- Clear roles and responsibilities.

- Continued business delivery and provision for succession planning.

4   Proposal

To give effect to a new approach to standards and interoperability – and ensure that all our work in this area is led by domain experts and aligned with operational delivery to clear New Zealand needs - we are proposing to devolve the standard and interoperability function to the LI business groups.

This approach would be supported by stronger governance and clearly defined standards and interoperability leadership roles across LI.

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4.2   Governance

To support the principle of being expert-led, and to provide effective governance, it is proposed that:

4.2.1   Technical governance

Technical governance and leadership across all standards development work would be provided by a group of technical leaders drawn from each of the LI Groups – and others across LINZ business groups as required. The scope and membership of the Technical Leaders' group would be determined by function which may result in membership of the group changing over time. The standards and interoperability function would be the first agreed responsibility for this new group.

The Technical Leaders' group would:

- Oversee the overall standards and interoperability work programme.

- Support the sharing of expertise across LINZ.

- Oversee cross-cutting standards and interoperability work.

- Advise and support LILT and ensure a consistent approach across LI's work.

4.2.2   Strategic governance

Strategic governance of the standards and interoperability work programme would be provided by LILT to ensure that the work programme is aligned to the LI Strategy and Outcomes Framework. LILT would:

- Approve cases for new data investment and monitor benefits realisation.

- Set and monitor policies, processes and frameworks for data management.

4.2.3   Cross-Government Governance

Both Stats NZ and DIA are working to ensure that data and information held by Government can be used to inform policy and add public and private value, with a focus on standards to enable sharing of data; building capability; and working across Government to ensure key data sets are accessible.

Stats NZ is setting up a cross-Government Approvals Board to review data collection standards and recommend whether they should be published for use across Government. LINZ will be represented on this Board by the Chair of the Technical Leaders' Group.

4.3 Standards and interoperability leadership roles

4.3.1 Chair of Technical Leaders' Group

The chair of the Technical Leaders' Group would be a member of LILT and provide standards and interoperability leadership in the context of the key challenges for New Zealand as described in the LINZ Outcomes Framework. They would:

- Represent and champion the standards and interoperability view for strategic and operational decisions, both within LINZ and externally.

- Ensure the technical leadership group functions correctly (including advising on group membership).

- Ensure policy, processes and guidelines are in place and used for standards and interoperability/data management functions across LINZ.

The Chair of the Technical Leaders' Group would lead the review of LI's engagement on Standards and Interoperability (both internal and external) and review our current membership roles (Including but not limited to ANZLIC/ICSM, Standards New Zealand and ISO).

4.3.2 Domain Leads (e.g. Topography, Geodetic, Marine, Addressing)

Domain leads in each of the business groups would:

- Lead collaborative development of data standards with LINZ groups and external (NZ and International) communities to meet user requirements.

- Implement data and information policy, processes and guidelines for domain data.

- Participate in the Technical Leaders' Group.

The domain lead would not necessarily be a single person from a business group.

4.3.3 GM Data Services

The GM Data Services, supported by the LDS team would provide leadership across LI for:

- Development of geospatial metadata standards and tools.

- Development and adoption of API technology standards, including data discovery, access and sharing.

- Spatial data publishing best practices for both LINZ and other government agencies (Including discovery, technology APIs, formats, metadata, geospatial types, and coordinates systems).

4.4 Standards Development Processes

This proposed change would be supported by improvements to standards development and approval and data management processes, including more consistent application of LINZ's existing Data and Information Management policies. Ensuring our own processes are working well is critical to the new approach.

Standards development support (for example standards writing support) would be contracted as required.

4.5   Proposed Functional Structure

As a consequence of this proposed devolution of the standards and interoperability function; and the proposed new Standards and Interoperability leadership and governance roles across LI, there would no longer be a requirement for centralised standards and interoperability resource in Data Services. As a consequence, it is proposed that the two Senior SDI Technical Lead roles currently in Data Services be disestablished.

4.5.1   Data Services Group
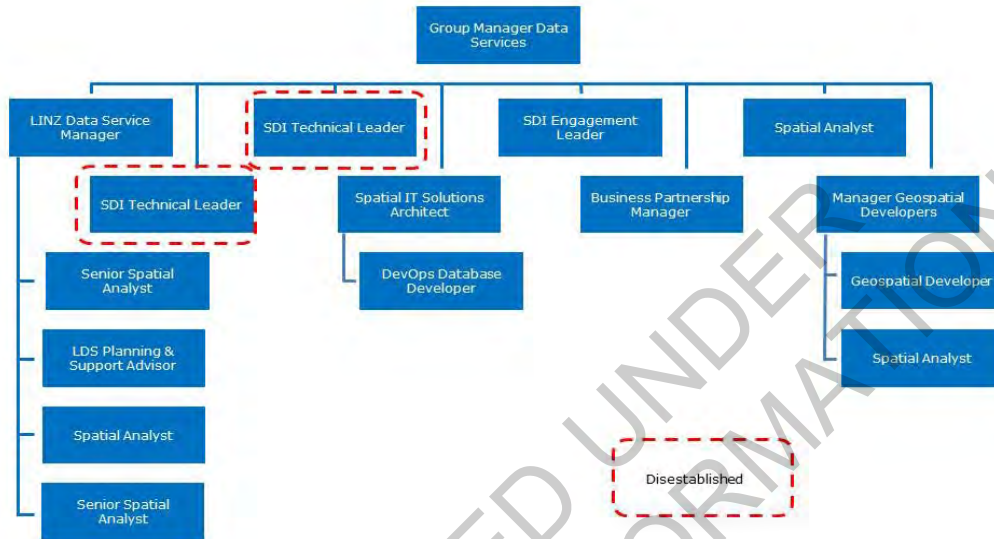
4.6 Functions and Responsibilities

4.6.1   Data Services

- It is proposed that the two Senior SDI Technical Lead roles currently in Data Services be disestablished.

- The LDS team would provide the cross-functional support for the technology, best practice and metadata functions.

4.6.2   Positioning and Resilience

- It is proposed that Positioning and Resilience continue its current work on standards development as well as contributing to work across the system in their domain on standards development and interoperability through the Technical Leaders' Group.

4.6.3   Integrated Property Services (IPS) and Addressing

- It is proposed that IPS and Addressing continue its current work on standards development as well as contributing to work across the system in their domain on standards development and interoperability through the Technical Leaders' Group.

4.6.4   Topography

- It is proposed that the Topography team continue its current work on standards development as well as contributing to work across the system in their domain on standards development and interoperability through the Technical Leaders' Group.

4.6.5   Hydrography

- It is proposed that the Hydrography team continue its current work on standards development as well as contributing to work across the system in their domain on standards development and interoperability through the Technical Leaders' Group.

4.6.6   Business Management

- There are no changes proposed for Business Management.

4.7 Impact on current positions

4.7.1   Impact on current positions

Position	Proposed Change
2 x SDI Technical Leaders	Disestablish roles

4.7.2   Impact on other roles

This proposal assumes that senior technical leaders within each LI Group will, through the Technical Leaders' Group, continue to contribute to wider thinking on standards and interoperability and work more formally on cross-cutting initiatives.

5.   Next steps

5.1 Process for consultation

Please send all feedback to feedback@linz.govt.nz by 5.00pm on Wednesday 3 October 2018 using "Feedback on the LI consultation document" in the subject line.

5.2 Indicative Timeframe

The following is an indicative timeframe for key activities of this consultation and decision making process. You will be kept up to date with progress and any changes to the dates.

Date	Activity
Wednesday 26 September	Consultation document provided to Location Information
Wednesday 3 October	Consultation closes at 5pm
3 -10 October	Feedback analysed
Thursday 11 October	Final decisions made and communicated

5.3 Support available

It is acknowledged that change can be unsettling. If you have any professional or personal concerns that arise as a result of this process, you are welcome to discuss them with Jan Pierce, your direct people leader, or Lyndsey Gilbert in HR.

If you believe you would benefit from independent confidential support you are reminded that the Employee Assistance Programme (Vitae) is available to you at any time for confidential counseling or other assistance.

Their contact details are:

Phone – 0508 664 981   Email – assistance@vitae.co.nz

If you need any further clarity, you are welcome to speak to Lyndsey Gilbert in HR.

6. Process for change management

The process outlined below is a standard process. As all parts of the process may not be required in different circumstances, only those clauses that are relevant to the specific situation will be applied. The process operates in accordance with the principles of good faith and the provisions of LINZ employment agreements. Where any conflict arises between this process and an employment agreement, then the provisions of the applicable employment agreement would prevail.

6.1   Coverage

This process is applicable to all open term (permanent) staff.

Fixed term and seconded people who may be impacted by the outcome of the proposal, would be consulted with in good faith. Where their work is not impacted by the outcome of the proposal, the employee's fixed term/secondment would continue in accordance with the term of the agreement. If the fixed term/secondment is no longer required because of the outcome of the proposal, the employment/secondment agreement would be terminated in accordance with the provisions of that agreement.

6.2   Announcement of the final decision

Following the announcement of final decisions, people will be formally notified by letter of the impact the decision has on their substantive position and the implication for them personally. Only those deemed "affected" will be subject to the steps outlined below.

For clarity, people will not be "affected" by change if the only change is a reporting line change, position title, and/or a small change for the purpose of realigning their position. In these cases, they will be confirmed in their position.

6.3   Reconfirmation

The first step in assigning people to the new positions is reconfirmation.

Reconfirmation occurs when duties of the new position are substantially similar to the duties of the person's current position, taking into account:

- general scope and responsibilities

- skills, knowledge and experience required
- location of the position (i.e. based in the same city)

In addition, the salary must be the same, and terms and conditions of employment no less favourable.

The process starts with a comparison being made between the new position and what the person currently does. This is done on the basis of the old and new position descriptions.

If there is one clear person who is able to be reconfirmed in a position, then that person will be reconfirmed into the position. If there are more people who could be reconfirmed than the number of positions available in the new structure, those people will be required to go through a contestable, merit based, selection process to determine who will be reconfirmed.

People will be advised in writing that they have been reconfirmed. Once reconfirmed, the person is no longer affected and the process for them ends here.

People who have not been reconfirmed would be considered for reassignment.

6.4 Reassignment

Reassignment means placement into a different, but suitable position. Assessment of a suitable position will be made by matching skills, knowledge, experience and abilities of the individual with the requirement of the position, taking into consideration the potential for retraining on new or unfamiliar aspects of the position (generally this would not exceed three months duration). The terms and conditions will be no less favourable and the location will be the same. (If the location is different, then reassignment will only be made with the person's agreement.)

People may be asked to submit an Expression of Interest (EOI) to indicate their preferences for a position(s) to be considered for reassignment to, or they may just be reassigned to a position where it is clear they are suitable for the position, and there are no other affected people who would also be suitable for the position.

Where a person is asked to submit an EOI they can express an interest in more than one position. It is possible that one position may have multiple people expressing an interest.

A panel generally comprising of the one-up people leader, an HR representative, and another LINZ manager from a different business group, will assess the information provided in the expression of interest and make a merit based decision. An interview process and personal files including performance assessments may be used to provide the panel with additional information before decisions are made. Any preferences indicated by the individuals will be taken into consideration by the panel, however it is possible that they may not be reassigned to their first or any of their preferences, and they may be reassigned to a position they have not indicated.

Where an individual is deemed to be suitable for reassignment, they will be offered that reassignment in writing for their consideration.

If an individual declines an offer of reassignment to a suitable position, they will not be eligible for severance compensation and if they do not secure another position in the organisation, they will be regarded as having resigned.

Once reassigned, the person is no longer affected and the process for them ends here.

6.5   Redeployment

People who have not been reconfirmed or reassigned can be considered for redeployment to another position in the new structure or the wider organisation.

Redeployment occurs where the alternative position is significantly different to the employee's current position and may require different skills, knowledge, experience and abilities. The individual would need to be able to demonstrate that they have the required skills, knowledge, experience and abilities to undertake the position, as well as the potential for retraining on any new or unfamiliar aspects of the position (generally not exceeding three months duration). The position may have different terms and conditions of employment including remuneration and location. In this situation, where an individual is offered redeployment, their terms and conditions of employment may be subject to negotiation between themself and LINZ.

An individual may decline an offer of redeployment without forfeiting their entitlement to redundancy / severance compensation.

6.6   Review process

If an affected person disagrees with the outcome of the reconfirmation or reassignment, that individual is entitled to have the process reviewed.

The individual must advise the Group Manager Human Resources in writing within five working days of receiving notification of the outcome, setting out the reasons for disagreement.

Each review will be addressed and resolved individually with the person concerned (and his/her representative). An individual who requests a review will be invited to clarify their concerns, to ensure a complete picture is given. The original assessment determining a reconfirmation or reassignment will be reviewed by the appropriate delegated authority to take into account the new information.

6.7   Advertising and appointment to remaining positions

An appointment process is used for positions that are still vacant after reconfirmation and reassignment processes are completed. These vacancies will be advertised internally and externally and any person, not just those affected, will be able to apply.

In some circumstances there may be positions in the new structure which LINZ may wish to open up immediately to other internal and external candidates through an appointment process. This will generally only occur where:

- the position is more senior than any of the existing affected positions; or

- it is a specialty position requiring particular qualifications, skills, experience and abilities which no affected employees have demonstrated in previous positions; or

- It is a position of strategic important to LINZ such that it is imperative that the best person for the position be appointed.

6.8   Other options

Any person whose position is disestablished and who has not been placed into an alternative position will be declared surplus. People who are in a surplus situation will receive this advice in writing and the notice provisions of their employment agreement will apply.

During that time other options will be explored. This could involve redeployment to another position in LINZ or the public sector, leave without pay, or enhanced early retirement. Options would be considered on an individual case-by-case basis between LINZ and the affected person.

In the event that no other options are found, the individual will be paid severance / redundancy compensation according to the provisions in their employment agreement.

6.9   Voluntary redundancy

Where there is a surplus staffing situation (i.e. there are more affected people than there are positions available in the new structure), an affected individual may request to be considered for redundancy and not take part in a contestable process.

The person will be required to submit their request in writing for the Chief Executive to consider. The final decision will rest with the Chief Executive. Where the request is approved, the individual will be declared surplus and the severance / redundancy compensation provisions of their employment agreement will apply.