

For discussion
5 June 2003

Paper No. CB(2)2247/02-03(05)

Panel on Security of the Legislative Council

Proposed Retention of a Supernumerary Post of Chief Systems Manager in the Immigration Department

PURPOSE

This paper seeks Members' support for the retention of a supernumerary post of Chief Systems Manager (CSM)(D1) in the Immigration Department (ImmD), for a period of three years from 1 November 2003 to 31 October 2006, to provide dedicated support at the directorate level in the planning, management and co-ordination of information technology (IT) related activities for the implementation of projects under the Updated Information Systems Strategy (ISS-2).

BACKGROUND AND JUSTIFICATIONS

Information Systems Strategy

2. In 1999, ImmD conducted an Information Systems Strategy (ISS) review and concluded that the implementation of ISS-2, comprising 30 inter-related projects, was necessary to enable ImmD to meet the growing demand for better public services at a lower cost and in a more responsive manner. Major projects including the HKSAR Identity Card Project (Phase 0), the IT Infrastructure Upgrade and Immigration Control Automation System (ICAS) Enhancement Programmes (Phase I) and the Automated Passenger Clearance (APC) and Automated Vehicle Clearance (AVC) Systems (Phase II) have already secured funds from the Finance Committee (FC). They are in good progress. A list of the projects under ISS-2 and the funds approved are at **Annex A**.

3. Subject to the approval of funds to implement remaining projects in Phases III and IV, all ISS-2 projects are scheduled for full implementation by 2006-07, resulting in tangible savings of some HK\$438 million per annum at 2002-03 price level (indicative figure including savings of some 425 posts, equivalent to some \$172 million per annum).

Supernumerary post of CSM

4. With the approval of the Establishment Sub-committee (ESC) on 23 May 2001, a CSM post was created for the period up to 31 October 2003 to assist in implementing the HKSAR Identity Card project (Phase 0 of ISS-2). The post is responsible for planning, directing and monitoring all IT activities relating to the implementation of the smart ID card system and the launching of the region-wide ID card replacement exercise. The FC was also informed when we sought funds to implement the Phase I and Phase II projects that the CSM would absorb the extra work in relation to all IT related activities in these projects before November 2003 and that ImmD would review in 2002-03 the continued need for a CSM to oversee the implementation of all approved projects, to take forward other projects in Phase III and Phase IV and to take charge of all IT operations and maintenance support of existing and new production systems.

Justifications for Retention

5. Following a review, ImmD concludes that there will be continued need for a technical expert at directorate level, i.e. a CSM, beyond 31 October 2003 to ensure timely implementation of the ISS-2 projects. Many of the ISS-2 projects are mission-critical, of large scale and with high degree of complexity and inter-dependency. The value of the approved projects to be overseen by the CSM is about \$1.9 billion, which is among the highest compared with those in other bureaux/departments. Based on the estimate of those Phase I and Phase II projects for which funds have been approved and the task of integrating on-going and future projects, an additional 36 man months of CSM will be required to ensure successful implementation of all ISS-2 projects by 2006-07.

6. Strategically, the CSM will provide leadership in synergising the current projects underway and future projects which are still being studied. Operationally, the CSM post is required to oversee performance of various systems under Phases I and II of ISS-2, steer and coordinate actions required to rectify irregularities and defects upon the roll-out of the systems, manage the performance of external consultants, contractors and contract staff and ensure proper institutional arrangements are in place to safeguard Government's interests in the implementation of projects where technical and contractual issues are involved. Other tasks include maintaining the existing systems and managing some 200 IT staff seconded from Information Technology Services Department (ITSD) and IT contract staff.

7. With the devolution of IT support from the ITSD to client government departments, ImmD has set up its own IT Management Unit (ITMU), named the Technology Services Division (TSD) in April 2001. It is one of the largest ITMUs in terms of size of IT staff (some 200) and span of control of Senior Systems Managers (4). In view of the complexity of the computer systems, and the scope and the level of responsibility with the management of IT projects and staff, ImmD needs a technical expert at the directorate level dedicated to these tasks. Director of Information Technology Services also supports ImmD to retain the CSM post.

8. The CSM post, if retained, will be accountable to the Assistant Director (Information Systems). The Deputy Director (Smart Identity Card) to whom the CSM currently works will lapse on 1 November 2003. The main responsibilities and the line of responsibility of the supernumerary CSM post are set out at Annexes B and C respectively.

OTHER ALTERNATIVES CONSIDERED

9. We have considered the option of engaging a non-civil service contract officer or a consultant to lead and control the planning and implementation of the various projects and systems under ISS-2. However, due to security concern and to avoid potential conflict of interest in dealing with external consultants/service contractors, we opine that the work should continue to be assumed by civil service staff. To dispense with the current setup will remove a technical service co-ordinator/adviser who is familiar

with the background, development and requirements of ISS-2 without which the continuity and integration of various inter-dependent projects under ISS-2 will be at risk.

10. We have also considered other options including the use of IT support from the ITSD and the deployment of a SSM to take up the CSM's duties but concluded that these options are not feasible. First, as mentioned in paragraph 7, with the devolution of information technology support from the ITSD to bureaux/departments, ITSD has repositioned its core services and has since relinquished its technical support services to ImmD other than providing general advice and guidelines. ImmD has to take care of its own needs for a CSM on a full-time basis to take forward the development and implementation of all ISS-2 projects. Second, due to the complexity and the scale of the projects and taking into account the span of SSMs in the current hierarchy, it is not suitable for one of the SSMs to assume a leadership and management role.

11. We have also critically examined the feasibility of identifying a directorate post within ImmD to absorb the duties of the CSM. This is not operationally feasible as all existing directorate posts are fully occupied with their existing responsibilities relating to immigration entry/exit control, visa policies, enforcement and liaison, personal documentation, information systems including the implementation of the smart identity card project, administration and planning.

12. A permanent directorate post (D1) to be identified shortly will be deleted to offset the supernumerary CSM post.

FINANCIAL IMPLICATIONS

13. The notional annual salary cost of the CSM post at mid-point is \$1,217,520. The full annual average staff cost of the CSM post to be retained, including salaries and staff on-cost, is \$2,133,000.

ADVICE SOUGHT

14. Subject to Members' views, we will seek the endorsement of the ESC on 18 June 2003 and the approval of the FC on 11 July 2003 for the proposed retention of the CSM post for a period of three years from 1 November 2003 to 31 October 2006.

Security Bureau
June 2003

List of projects and macro implementation plan of the Updated Information Systems Strategy for the Immigration Department

Phase	Project No.	Name of Project & Description	Implementation	Status
Phase 0 (1999-2000)	1	HKSAR ID Card^D To develop and implement the necessary infrastructure and application system for issuing smart ID cards to the public and to replace all existing ID cards by smart ID cards in 4 years	June 2003	The Finance Committee approved a total of \$1,225,589,000 in March 2001 and May 2002. Development work is in active progress. The project will be implemented on 23 June 2003.
Phase I (2000-01)	2	Business Process Re-engineering^E To streamline and centralise work processes	Throughout the implementation of the updated ISS	Studies have been and will be conducted to identify the business process re-engineering opportunities prior to implementation of the related information systems.
	3 (Part I)	Electronic Visit Permit Application System (Pilot)^D To introduce the iPermit System for handling applications and issue visit permits to Taiwan visitors through electronic means	April 2002	The iPermit System was successfully rolled out on 18 March 2002.
	4	Infrastructure Upgrade Programme Mainframe Investment^E To upgrade the processing and storage capacity of the mainframe)) In 3 stages :) Administrative)))
	5	Midrange Investment^E To upgrade the server computers) Network by) August 2003,) upgraded) Infrastructure) The Finance Committee approved \$362,119,000 on) 11 January 2002 for Phase I including the IT) Infrastructure Upgrade and Immigration Control) Automation System Enhancement Programmes.) Development work is in active progress.
6	Desktop Investment^E To provide suitable modern personal computers on the desktop for immigration officers) to control) points by) February 2004,) upgraded) Infrastructure) The Programme will be completed in) October 2004.))	
7	Communications Network Investment^E To upgrade the communication network) to travel) documents) issuing) offices by) October 2004)))))	

Phase	Project No.	Name of Project & Description	Implementation	Status
Phase I (2000-01)	8	Immigration Control Automation System (ICAS) Enhancement Programme ICAS Enhancement^D To enhance the existing system and to raise the technology platform to support and interface with other initiatives of the updated ISS	April 2004	Ditto (The programme will be completed in June 2004.)
	9	Improvement on Information Security^D To improve data security of ICAS		
	10	Information Systems (IS) Branch Organisation Restructuring^E To restructure the IS Branch (comprising 353 staff as at 1 March 2003)	Throughout the implementation of the updated ISS	
Phase II (2001-02)	11	Automated Passenger Clearance^D To enable self-service immigration clearance by passengers using smart identity card and biometrics technologies	November 2004	The Finance Committee approved \$352,753,000 on 24 January 2003 for Phase II including the Automated Passenger Clearance and Automated Vehicle Clearance Systems. Tendering exercise is in progress. The system will be rolled out in November 2004 and the whole programme completed in June 2006.
	12	Automated Vehicle Clearance^D To automate clearance of vehicle drivers at land crossing points	November 2004	Ditto (The programme will be completed in December 2004.)

Phase	Project No.	Name of Project & Description	Implementation	Status
Phase II (2001-02)	13	Capability Improvement Programme IS Process Improvement^E To equip the IS Branch with new and improved processes based on good IT industry practices))
	14	IS Performance & Quality Measuring^E To conduct monthly performance review to evaluate the performance of information systems in relation to agreed performance measurements) Throughout the implementation of the updated ISS) To tie-in with project no. 10 (IS Branch organisation restructuring), these initiatives will be pursued throughout the implementation of the updated ISS.
	15	IS Strategy Project Office^E To set up a Project Office to conduct periodic reviews of the overall strategy and to obtain funding for successive Phases))
	16	Change Management^E To proactively manage change	Throughout the implementation of the updated ISS	Proactive change management has been adopted and will be maintained as an established approach.
	17	Communication^E To communicate to the staff within ImmD to keep them informed of the progress of the implementation of the updated ISS	Throughout the implementation of the updated ISS	The communication has started and the effort will be sustained. The implementation of the prototype of the Intranet (project no. 25) in June 2003 is one of the measures.

Phase	Project No.	Name of Project & Description	Implementation	Status
Phase III (2002-03)	18	<p>Processing Automation System (PAS) Enhancement Programme PAS Enhancement^D To enhance the system to support the introduction of imaging for more efficient handling of applications for visas, entry permits and extension of stay</p>	2005-06	FS is being conducted and will be completed by June 2003. Implementation of the Programme is subject to availability of funds.
	19	<p>Integration of Supplementary Labour Scheme Information Management System (SIMS) into PAS^D The SIMS will be integrated with PAS to enable more effective maintenance of information on quotas of the importation of labour schemes</p>		
	20	<p>Electronic Records Programme File Conversion^E A programme of work to progressively convert a large volume of essential non-electronic records into electronic machine-readable format. The records include visa, travel document and civil registration applications.</p>	2005-06	FS is being conducted and will be completed in September 2003. Implementation of the Programme is subject to availability of funds.
	21	<p>Imaging^E To exploit imaging technology to make more information available to greater number of staff at faster speed</p>		
	22	<p>Workflow^E To employ workflow tools and techniques to automate some business processes</p>		
	23	<p>Document Management^E To centralise document management to enhance productivity</p>		

Phase	Project No.	Name of Project & Description	Implementation	Status
Phase IV (2003-04)	24	Data Warehousing (Management Information System)^D To provide user-friendly access to information held in ImmD databases to aid decision making	2006-07	FS has been advanced to June 2003. It will be completed by November 2003. Implementation of the project is subject to availability of funds.
	25	Intranet Implementation^D To install an intranet with increasing range of facilities and information for more effective communication among some 3,000 ImmD staff	2006-07	The prototype of the intranet will be implemented in June 2003.
	26	Electronic Service Delivery Support^D An ongoing programme to offer a wider range of information and services to the public via the Government Electronic Service Delivery (ESD) infrastructure	2006-07	Implementation of the project is subject to availability of funds.
	3 (Part II)	Electronic Visa/Permit & Advance Passenger Processing [Full Version]^D To provide alternative means for travellers to Hong Kong to apply for and be issued with permits or visas which may be electronic or in hard copy to be delivered by more efficient methods. To utilise data captured at airline check-in to allow pre-checking of passengers and to facilitate passenger processing	2006-07	Implementation of the project is subject to availability of funds.
	27	Business Information^E To provide secure electronic access to essential documents required by ImmD officers in their day-to-day duties, and to the public via ESD	2006-07	Implementation of the project is subject to availability of funds.
	28	Chinese Language Support^D To introduce Chinese language facilities into ImmD information systems wherever feasible and affordable	2006-07	The Chinese Language facilities have been and will be installed in relevant information systems of the updated ISS.

Phase	Project No.	Name of Project & Description	Implementation	Status
Phase IV (2003-04)	29	Personnel Support^E To provide systems, tools and facilities to support the ongoing training of ImmD personnel and to provide a personnel information system in order to manage career progression and handle duty rostering	2006-07	The Personnel Information System is being enhanced to web-based platform for efficiency. A full-scale FS will be conducted in April 2004. Implementation of the project is subject to availability of funds.
	30	Additional Long Range Strategic Studies^E To explore in detail other possible strategic opportunities identified in the ISS Review with a view to bringing about cost saving and cost avoidance	2006-07	ImmD will conduct these long range studies after implementing the time- and mission-critical initiatives under the updated ISS.

Notes :

D denotes that the project is one of the 12 delivery projects.

E denotes that the project is one of the 18 enabling projects.

Main Responsibilities of the Supernumerary Chief Systems Manager Post

1. To assist in developing IT plans and strategies and allocating IT resources in accordance with the Immigration Department's business needs and overall e-government targets;
2. To facilitate the re-engineering of the Immigration Department's business processes through the use of IT;
3. To deliver and maintain e-business solutions in the Immigration Department by planning, budgeting for, acquiring and managing IT expertise and resources, arranging strategic IT partnership and managing the performance of contractors;
4. To formulate, recommend and execute strategies for IT outsourcing, the procurement of IT services and computer equipment at various stages of the project;
5. To engage contract staff through body-shopping contracts,^(Note) manage and conduct performance review on these contract staff;
6. To assist in maintaining and upholding the IT security policy and security framework in the Immigration Department and establish appropriate checks and balances to ensure their compliance by appropriate parties;
7. To provide advice on all IT related technical and policy matters and on technology management, promote government's IT standard and practices and enhance IT awareness and competence for the Immigration Department;
8. To act as the IT consultant of the Immigration Department and the central liaison point between the Immigration Department and ITSD on matters concerning service-wide IT standards, technology infrastructure and IT manpower deployment; and
9. To participate in the development of inter-agency systems in the Government and maintain interoperability with these systems, where applicable.

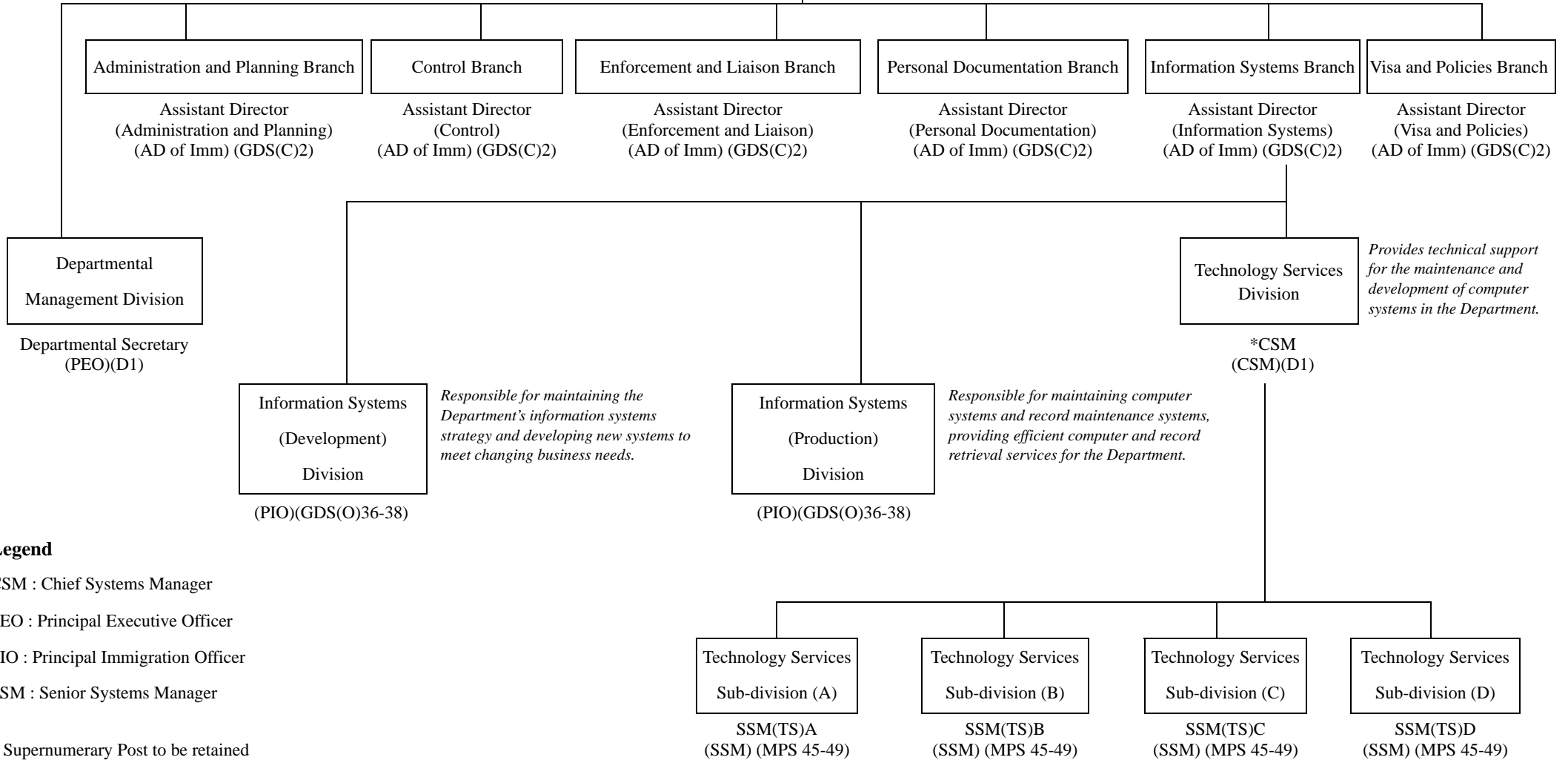
Note: Refer to term contracts for the provision of IT contract staff services arranged by the Information Technology Services Department.

Proposed Organization Chart of Immigration Department

(w.e.f. 1 November 2003)

Director of Immigration
(D of Imm) (GDS(C)4)

Deputy Director of Immigration
(Administration and Operations)
(DD of Imm) (GDS(C)3)



Legend

- CSM : Chief Systems Manager
- PEO : Principal Executive Officer
- PIO : Principal Immigration Officer
- SSM : Senior Systems Manager

* Supernumerary Post to be retained