

**For Discussion
on 13 February 2006**

**Legislative Council Panel on
Information Technology and Broadcasting**

**Administration's Response to Issues Raised by
the Panel on the New Strategy for E-government Service Delivery
at the meeting held on 9 January 2006**

PURPOSE

This paper provides information on the issues raised by the Panel at its meeting on 9 January 2006 concerning the revised implementation approach for the New Strategy for E-government Service Delivery (the New Strategy), and elaborates on the rationale for the changes.

RESPONSE TO THE PANEL CHAIRMAN'S QUESTIONS

2. Our detailed response to the questions raised by the Panel Chairman vide his letter dated 9 January 2006 is at **Annex A**.

RATIONALE FOR THE REVISED IMPLEMENTATION APPROACH

The Need for a New Strategy for E-government Service Delivery

3. The current Electronic Service Delivery (ESD) Scheme, launched in January 2000, is operated by ESD Services Limited (ESDSL), a private sector operator selected through open tender. Through the Scheme, the Government has made available, with lower initial investment, a platform to jump-start the development of e-government and e-commerce in Hong Kong.

4. A review of the ESD Scheme was conducted in 2003-04. While the Scheme has attained the objective of providing an online platform for the public to conduct electronic transactions with the Government, over the years the ESD portal (ESDlife) has evolved to become a prime e-commerce site with e-government services presented alongside its commercial offerings. Moreover, the take-up rate of the majority of our e-government services is still on the low side. As with the experience of other economies, this is primarily due to the government-centric way in which online government information and services are delivered to citizens. Experience of these governments suggests that the problem can be addressed by creating a government-branded portal based on a "citizen-centric" approach of service delivery.

This approach involves the proactive re-engineering of government processes, integration and re-packaging of information and services across departmental boundaries and the delivery of related information and services in clusters that meets and anticipates citizens' needs. Our review concludes that Hong Kong needs to adopt a new strategy for delivering citizen-centric e-government services based on a service clustering approach and an open and interoperable infrastructure, and that it is no longer appropriate to ride on a subsidized commercial portal to provide the services. **Annex B** shows the ESDlife portal and the government portals of Australia, Canada, Singapore, the UK and the US. Except for Hong Kong, all the above-mentioned countries deliver government information and services to citizens through their government-branded portals.

The Challenges

5. Our major challenge is to get more of our citizens and businesses to use e-government services through providing truly one-stop, end-to-end and citizen-centric electronic services. The New Strategy requires e-government services to be designed and delivered in a different way from that under the current ESD Scheme.

The ESD Contract

6. Under the ESD Scheme, ESDSL is responsible for putting in place the front-end infrastructure, developing the applications for 49 e-government services covered by the Scheme and operating the ESDlife portal and services. In return, it has the flexibility¹ to use the portal for other revenue-generating commercial activities (e.g. advertisements and e-commerce services), in addition to receiving payment of subscription and transaction fees² from the Government. The contract has a **fixed duration**, with an initial contract period of five years, and an option for the Government to extend it for two years on the same terms and conditions. It does not provide for further extension or renewal beyond the seven-year period (i.e. mid-January 2008). Hence even if the Government were to continue with the current model of e-government service delivery, it would have to put the service requirements to a new, open tender. This contractual limitation under the ESD Scheme is well intended to afford the Government the opportunity to review and revise the e-government service delivery strategy at an appropriate juncture.

Public-private sector Partnership (PPP)

7. When we briefed Members on the next wave of e-government development in March 2005, our plan was to continue with the PPP approach for implementing the New Strategy but to bring in more private-sector partners to operate the individual service clusters. As we entered into the last stage of preparation for the Expression of

¹ ESDSL is subject to certain conditions relating to the nature of non-government services and content that may co-locate with those of the Government on the ESDlife portal.

² Under the ESD contract, the Government will pay a monthly subscription fee of \$400,000 and a transaction fee of \$5.5 per chargeable transaction to ESDSL one year after the threshold of 2.3 million chargeable transactions was reached. This threshold had been reached around mid-2004.

Interest (EOI) document in April 2005, we found that engaging the private sector to deliver the initial One-stop Access Portal (OSP)/service clusters would be premature.

8. While the PPP model has been widely used in physical infrastructure projects (e.g. tunnels, bridges, water treatment plants), we were concerned that adopting a PPP model for the implementation of the New Strategy before the underlying business and technology models were well understood would have a high probability of failure. This is because delivery of citizen-centric services requires individual bureaux/departments (B/Ds) to understand the citizens' needs and expectations, transform departmental business processes and introduce appropriate customer relationship management (CRM) measures. The private sector cannot possibly take charge of and deliver such changes on behalf of the Government. Moreover, a balance has to be struck between improving convenience and utility on the one hand, and observing data privacy on the other. Secondly, the lack of details of the services/businesses to be covered by the service clusters at that point in time makes it difficult for the private sector to respond meaningfully to the EOI exercise. Thirdly, the Government will have to bear significant risks in managing multiple private-sector operators looking after different service clusters, especially when the Government is under a tight timeframe to re-provision the ESD services on a new platform and undertake business process re-engineering (some of which may result in legislative amendments) to enhance user-friendliness of the services.

9. For the reasons given in paragraphs 6 and 8 above, we came to the view that the objectives of the New Strategy could not be attained fully through the existing ESD contract. Indeed, ESDlife has evolved into a prime commercial portal with e-government services add-ons, and is perceived as such by the public. We also decided to engage an experienced consultant to help us draw up a roadmap for implementing the New Strategy. Meanwhile, we exercised the option in mid-2005 to extend the ESD contract for two years (from mid-January 2006 to mid-January 2008) to allow us time to work out the details and implement the Strategy.

The Roadmap Study

10. Through competitive bidding, the OGCIO commissioned gov3, a UK-based consultancy with global expertise in e-government development and service transformation programmes, to put together a roadmap for implementing the New Strategy (hereinafter referred to as the "Roadmap Study"³). Background information on gov3 and the Roadmap Study report are at **Annex C**.

11. Recognizing our concerns and drawing on international experience, the Consultants have made the following key recommendations for implementing the New Strategy (see p. 14 of the report at Appendix to Annex C) -

- (a) Create a single destination for all online government services and content

³ The Roadmap Study is different from the one referred to in paragraph 13 of the background note prepared by the Panel Secretariat dated 28 December 2005 (study on measuring the benefits of e-government initiatives).

(to build a one-stop access portal and a strong and unified e-government branding);

- (b) Use a modular approach and build the service incrementally *(to implement the New Strategy in four stages so as to lower the risks to the Government, and to identify PPP opportunities at a later stage);*
- (c) Use departmental infrastructure and funding *(to adopt a readily available and scalable platform);*
- (d) Launch the service ahead of first major departmental requirement *(roll out the OSP in time to cater for the new or revamped e-services to be introduced by Immigration Department and Transport Department in mid-2006 to early 2007);*
- (e) Build the service downwards and across over time *(to broaden and deepen the service clusters gradually from mid-2006 onwards);*
- (f) Deliver cross-government transactional capability ahead of the ESD contract expiry *(to enhance Government's own e-government infrastructure for service delivery 12-18 months before mid-January 2008);* and
- (g) Adopt a policy that opens up government content/services to private sector delivery channels *(to consider allowing ESDlife to continue as a private sector delivery channel but also enabling others to join in).*

The Revised Implementation Approach

12. We consider that the Consultants' recommendations are able to address our concerns regarding the timing of introducing PPP into the operation of the service clusters. We have thus decided to bring in a number of changes to the implementation approach for the New Strategy, details of which have been set out in the Panel paper submitted by the Administration in January 2006 (LC Paper No. CB(1)596/05-06(07)). In particular, we will involve the private sector after we have established the branding and positioning of the OSP and formulated a service clustering strategy. Subject to the outcome of the EOI exercise to be conducted in the second half of 2006, consideration will be given to introducing, where appropriate, private-sector content and services to the OSP/service clusters from 2007 onwards and further PPP opportunities from 2008 onwards. ESDSL and other private sector companies may then participate in the delivery of e-government and e-commerce services on a non-exclusive basis.

13. It should be noted that under the revised implementation approach, both the OGCIO and the B/Ds concerned will be **outsourcing** to the private sector a significant portion of our work in application development, system implementation and maintenance and provision of technical support. Indeed, a major proportion of the

non-recurrent funding to be spent by the Government in 2006-08 will go to the private sector (see paragraph 14 below).

Financial Implications

14. Under the ESD contract, ESDSL bears the non-recurrent and recurrent costs involved in providing the front-end infrastructure, common services and individual e-government applications as well as in marketing and publicity. The Government, on the other hand, invested about \$140 million non-recurrent provision in setting up the departmental back-end systems for ESD services, and pays ESDSL subscription and transaction fees. Moving from a commercially funded and operated environment, where the operator derives its revenues from advertising, e-commerce services and fees paid by the Government, to a government-owned platform, where the Government has its own brand and image, requires more government investment. Hence under the New Strategy, the Government will have to invest in both the front-end and back-end infrastructure initially. The total non-recurrent expenditure to be incurred is estimated to be about \$260 million from 2005-06 to 2007-08. A comparison of the funding models for the ESD Scheme and the New Strategy is at **Annex D** for Members' reference.

CONCLUSION

15. For the reasons set out in this paper, we consider that the non-recurrent funding (\$170.8 million) under consideration by the Panel is necessary and justified to enable Hong Kong to further its e-government development and strengthen its standing as a leading digital city. We will contract a significant portion of the work concerned with the implementation of the New Strategy to the private sector and involve private-sector organisations in the provision of value-added content/services and PPP as and when appropriate.

16. Members are invited to support the proposed funding submission.

**Office of the Government Chief Information Officer
Commerce, Industry and Technology Bureau
February 2006**

Response to the Hon. Sin Chung-kai's Questions dated 9 January 2006

Policy Objective

Q1. *Regarding the provision of e-government services, how much has been saved and what risks have been shared so far under the current PPP model? Why does the Government drop the PPP approach under the new strategy? The Government will now make heavy investment in the acquisition of hardware, software, and hire of implementation services first and gradually introduce private sector participation later. What is the reason for adopting this approach?*

A1. Under the current ESD contract, the costs and risks of building the front-end infrastructure and the ESDlife portal and promoting them to the public were borne by ESDSL. We have no official record on the total amount of investment made and the recurrent expenses incurred by ESDSL in operating the ESD Scheme (and hence the additional resources that otherwise had to be incurred by the Government). The Government remains firmly committed to using private sector's expertise and services where appropriate, and has not ruled out private-sector participation or even PPP under the New Strategy. Our revised approach only defers the introduction of such to a more appropriate juncture so that we can minimize the risks involved, enable the timely launch of the OSP in mid-2006 and better meet the business needs of our B/Ds and expectations of our citizens.

Q2. *What are the differences and similarities between the current PPP model and the citizen-centric e-government services and OSP proposed in the new strategy? Has the Government considered asking the existing e-government services operator to upgrade its services to meet the requirements of the proposed new strategy? What are the details?*

A2. Both the ESD Scheme and the OSP provide an online platform for the public to transact with the Government and obtain e-government services. Under the revised implementation approach, the Government will own the initial OSP/service clusters and be responsible for enhancing the customer orientation and utilization of our e-government services through a clustering strategy. Specifically, the ESD Scheme and the New Strategy differs in the following aspects -

- (i) *Ownership of and accountability for e-government services* – instead of putting the onus on the private-sector partner(s) to improve e-government services and market them to the public (as is currently under the ESD Scheme), the revised implementation approach requires individual B/Ds to

take ownership of their e-government services and assume the responsibility for implementing CRM measures, reviewing internal and external processes and transforming their service culture;

- (ii) *Retaining control and flexibility over service scope and priority* - given the evolving nature of the OSP/service clusters, the terms and conditions of a PPP agreement such as the ESD contract would pose limitations on their longer-term development. The revised approach enables the Government to retain control over the design and operation of the OSP/service clusters, and to progressively expand the scope and number of e-government services to be provided. Furthermore, a government-owned central infrastructure and OSP will give the Government greater flexibility in introducing value-added content and services provided by different private-sector sources and entering into business relationships with new private-sector partners as and when appropriate; and
- (iii) *Branding and positioning of the OSP* – it is interesting to note that ESDlife is perceived by many as a private-sector portal, and that the majority of the respondents in our recent customer research consider it important for the HKSAR Government to establish a clear, independent and non-commercial branding for its government portal. As far as we know, the ESDlife portal is the only e-government portal that is not owned by the government and features a mixture of government and commercial content and services. We will establish a strong and unified e-government brand for the new OSP and take into account citizens' views when introducing private sector content and services to the OSP/service clusters in the future.

As to whether the Government has considered asking the existing ESD operator to implement the New Strategy, the suggestion is not feasible due to the contractual limitation explained in paragraph 6 of the main reply. The Government must go through an open tendering process to identify a suitable contractor to deliver the OSP/service clusters. While the incumbent ESD operator is free to participate in the tender exercise, its proposals will be considered on a par with other competing bids to ensure fairness and openness in the procurement process, including our commitments to the WTO Agreement on Government Procurement (WTO GPA). Furthermore, for the reasons given in (i) to (iii) above, ESDSL cannot take the place of the Government or B/Ds in implementing the new model of e-government services.

Q3 In 1999, the Government said the objective of outsourcing the operation of the ESD portal to a private sector organization was to create an environment conducive to the wider adoption of e-commerce and e-transactions. Do the proposed new strategy and the OSP still adhere to this policy objective proclaimed by the Government in 1999?

A3. The OSP will be the one-stop platform for the public to obtain online

information/services from and conduct electronic transactions with the Government. Having regard to the overseas experience, we believe that the OSP will help improve the utilization of e-government services, which may in turn serve as a catalyst to the wider adoption of e-commerce and e-business.

Moreover, we are not ruling out PPP in the revised approach to implementing the New Strategy. Subject to the support of citizens and relevant B/Ds, e-commerce opportunities generated through closer integration of services and transactions provided by the Government and commercial entities will be identified and made available to the private sector.

Q4 Last month, the Government submitted a paper to this Panel and proposed that, in the light of the long-standing loss sustained by Hongkong Post in running the e-Cert scheme, the provision of e-Cert service should be handed over to the private sector. Why is the Government adopting a different approach to e-government service delivery (i.e. changing from a PPP model in running the ESD portal to operating a government-owned OSP and introducing private sector participation at a later stage)? What are the considerations for the different approaches?

A4. It remains Government's policy to engage the private sector in the provision and delivery of public services, including e-government services, where appropriate and beneficial. The way forward proposed by the Administration for the e-Cert scheme, as outlined in LC Paper CB(1)460/05-06(05), involves the outsourcing of an established business operation of a trading fund department. Given that the Hongkong Post has been providing the services for a number of years, it would be less difficult for the Government to price and assess the risks of outsourcing the e-Cert operation. It should be noted that under the proposed outsourcing, the Postmaster General would remain the owner of the e-Cert scheme and be accountable for the performance of its private-sector contractor/partner.

For the OSP/clusters, it is important for the Government to establish the underlying business and technology models before inviting the private sector to run the service clusters. We will, nonetheless, engage the private sector through procuring professional services in developing, implementing and operating the OSP/service clusters. PPP opportunities will be explored after the launch of the initial OSP/service clusters when the positioning of the OSP and the service cluster strategy are better defined.

Costs and Benefits

Q5 Apart from the cost avoidance of \$72 million in respect of subscription and transaction fees, what other tangible benefits will the new strategy bring? How does the Government determine that the new strategy, which will cost over \$300 million to implement, is cost-effective in terms of its tangible and intangible benefits?

A5. It is estimated that implementation of the New Strategy will incur a total non-recurrent expenditure of \$260 million over three years (see A7 below). Apart from the cost avoidance of \$72 million as quoted in paragraph 7 of LC Paper No. CB(1)596/05-06(07), the major **tangible benefits** of implementing the New Strategy will be realized through boosting the utilization of existing and new e-government services and migrating the Internet users to the online channel of service delivery.

The latest survey conducted by the Census & Statistics Department on the usage and penetration of IT in Hong Kong shows that while about 57% (3.5 million) of our citizens aged 10 and above are Internet users, only around 37% (1.3 million) and 16% (0.56 million) of them have accessed online government information and used e-government services respectively. In other words, there is a sizable pool of potential users of e-government services who remained “untapped”. The successful migration of these Internet users to the e-channel will reduce the demand for services delivered via the traditional channels, thereby enabling the Government to focus its resources to better serve those citizens who have to rely on the phone or government counters/offices to obtain public information and services and to re-deploy its resources to address other pressing needs for public services. Enhancing the value and user-friendliness of our electronic services through the adoption of CRM measures and business process re-engineering is a pre-requisite to the realization of more tangible benefits.

The **intangible benefits** that can be derived from the New Strategy have been set out in paragraphs 8-10 of the LC Paper No. CB(1)596/05-06(07). The OSP will offer a more convenient access to a comprehensive range of the latest government information and services in a citizen-centric manner. It will also provide enhanced search function and new personalization services. Moreover, the OSP will deliver over 100 new online services, in addition to re-provisioning and enhancing the existing 40-odd ESD services, from August 2006 onwards. Notable examples include application submission, appointment booking, and status enquiry in relation to the HKSAR passports (the electronic passports), visa, permits by Immigration Department and appointment booking for renewal of driving licences by Transport Department; and a range of new online services to be introduced by Inland Revenue Department. We will continue to discuss with other B/Ds on the introduction of new e-government services on the OSP/clusters.

Separately, we will be commissioning a consultancy study in early 2006 to devise a reliable and consistent methodology for quantifying and measuring the benefits, both tangible and intangible, that may be derived from e-government initiatives. We aim to report the outcome of the study to this Panel in mid-2006.

Q6 *Besides the \$170.8 million to be spent in 2006-08, will the Government have to incur any other non-recurrent expenditure after 2008 for the setting up of the OSP?*

A6. Development of the OSP/service clusters beyond January 2008 will be driven by citizens' needs for e-government service delivery; and further non-recurrent provision will be justified based on customers' needs and utilization of e-government services.

Q7. *In the aforesaid paper, the Government indicated that the funding proposal did not cover the costs to be incurred by individual B/Ds in developing applications and maintaining their systems. Hence, the non-recurrent expenditure to be incurred may be more than \$170.8 million. If the costs required by individual B/Ds for applications development and system maintenance are taken into account, what will be the total non-recurrent provision required for setting up the OSP?*

A7. To implement the new strategy and reprovision the existing ESD services, the Government will need to invest in the front-end and back-end infrastructure initially. The capital investment includes the \$170.8 million non-recurrent funding under consideration by the Panel, which will be used to enhance the central E-government Infrastructure Service (EGIS), develop the OSP/service clusters and conduct publicity and marketing campaigns for the OSP. In addition, we have secured about \$20 million from CWRP Head 710 Subhead A007GX (Block Allocation) for engaging professional services to help us with some of the preparatory work including programme management, customer research and the branding and design of the OSP/service clusters. Individual B/Ds that have to reprovision their ESD services will require about \$70 million from the Block Allocation for developing their respective applications and enhancing the back-end systems. The total non-recurrent expenditure to be incurred for implementing the New Strategy is estimated to be about \$260 million in 2005-06 to 2007-08. A comparison of the funding models for the ESD Scheme and the New Strategy is at Annex D.

Q8 *It was known that the Government had invested resources in setting up the backend systems for providing the existing ESD services. How much was involved?*

A8. The Government has invested about \$140 million in setting up the departmental back-end systems for the ESD Scheme.

Q9. Will it be a waste of resources if the Government completely abandons the existing systems for providing the ESD services? If so, what are the resources involved and how much in money term? Has the Government considered the feasibility of re-using the existing systems (e.g. hardware and software) to reduce wastage of resources?

A9. Implementation of the New Strategy does not require the replacement of the departmental back-end host systems. However, to cope with the anticipated increases in transaction volume, the capacity of the connection servers connecting the departmental back-end host systems to the front-end systems will have to be enhanced. The non-recurrent costs involved in the enhancement will be covered by the \$260 million provision mentioned in A7 above.

We have examined the option of re-using the front-end systems of the ESDlife portal through procurement from ESDSL at a negotiated price. Given that the user requirements of the OSP/service clusters are very different from that under the ESD Scheme, we have concluded that it would not be cost-effective to buy back the existing systems (hardware and software) from ESDSL for delivering the new model of e-government service delivery.

Q10. Has the Government negotiated with the current ESD service operator for reducing the subscription and transaction fees? What are the details?

A10. Insofar as provision of e-government services under the New Strategy is concerned, the Government has not negotiated with ESDSL on the possibility of reducing the subscription and transaction fees. The reasons are that, as explained in paragraph 6 of the main reply, the ESD contract has a fixed duration and cannot be further extended beyond the seven-year period (mid January 2008). The Government is thus not allowed to negotiate with the ESD operator on the provision of services for the New Strategy without going through a new, open tender. In other words, engaging ESDSL to help deliver the New Strategy under the existing ESD contract is not possible regardless of the fee level. For provision of existing ESD services under the current contract, the contract only provides the Government with the option to extend it for two years on the **same terms and conditions**, which include the level of subscription and transaction fees.

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Travel and transport
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Crime, justice and the law
Crime prevention, Prison and probation, Anti-social behaviour, Safer communities...

Motoring
Licensing, Medical rules, Learner drivers, Practical tests, Buying and selling, Vehicle tax...

Employment
Looking for work, A new job, Working hours and time off, Redundancy, Jobseeker's Allowance...

Health and well-being
Healthy living, Local health services, First aid, Resuscitation, NHS Direct...

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Young people
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- Pay your council rent
- Report an abandoned car
- Appeal against a parking fine
- Report flytipping

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- Find local health services
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- Find your council
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Wednesday, 18 January 2006

Education and learning

Education and learning

Early learning for under fives

- Nurseries, playgroups and reception classes
- Helping your child to learn
- Special educational needs
- Preparing for the first day at school

Schools

- Choosing a school
- Find a school
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Choices at 14 to 19

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University and higher education

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Adult learning

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- Finding and applying for a course

Qualifications explained

- Choosing the right qualification for you

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Free and impartial advice on courses and careers

- learnirect advice (opens new window)

Do it online

- Find a school
- Find a course near you
- Apply for Education Maintenance Allowance
- Find a university or college (opens new window)
- Apply for a higher education course (opens new window)
- Become a school governor
- Search for Ofsted school reports

Useful contacts

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The US Government Portal

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In Focus

Gulf Opportunity Pilot Loan (GO Loan) Program

The GO Loan Program speeds small business financing to those communities impacted by Hurricanes Katrina and Rita. The SBA will provide loan processing to qualified lending partners that agree to make expedited SBA 7(a) loans available to small businesses located in

gov3 and The Roadmap Study

Background on gov3

gov3 is a consultancy company set up by experts who have spent their careers delivering e-transformation inside the government sector. Prior to setting up gov3, the management team and senior associates of gov3 worked in the Office of the e-Envoy of the UK Government and developed “Directgov”, a one-stop government portal that adopts a citizen-centric service delivery model. In doing so, the experts had drawn on the best practices adopted and lessons learnt from the forerunners of e-government development such as Canada, the US and Australia. At the UK's Office of the e-Envoy, this team worked directly to the Prime Minister between 1999 and 2004.

2. The gov3 consultants are drawn from the UK public sector, governments across the world, international institutions and the academia. They include -

Andrew Pinder, President of gov3, was the UK e-Envoy from 2000 to 2004, reporting directly to the UK Prime Minister and responsible for all UK ‘e’ issues.

Bill Edwards, Managing Partner, was with the UK’s Office of the e-Envoy since 2000 and led the UK online customer delivery and marketing. Bill created Directgov, the UK Government's flagship online service and was its first Managing Director.

Chris Parker, Managing Partner, set up the UK's Office of the e-Envoy in 1999 and was its Chief Operating Officer up to September 2004.

Graham Walker, Managing Partner, was with the UK’s Office of the e-Envoy since its creation, and was its Director of Strategy up to December 2003. Graham then moved to UK Government's Efficiency Team to work on a £30 billion package of IT enabled savings.

The Roadmap Study report

3. The report on the Roadmap Study submitted by gov3 is at **Appendix**.



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Study for the Development of a Roadmap
for Implementation of the New Strategy for
E-government Service Delivery

ROADMAP

Version 1.2 (Incorporating client amendments)

(Please address enquiries about this document to: bill.edwards@gov3.co.uk)

Contents

- **Introduction**
 - Brief
 - Methodology
 - Structure of the roadmap

- **Part 1: Overview**

- **Part 2: Strategic Direction**
 - Requirements and proposal
 - Supporting argument
 - OSP development

- **Part 3: High level roadmap**
 - Overview
 - Process flow
 - Workstreams and actions

- **Part 4: Governance and delivery structures**

- **Part 5: Detailed delivery steps for releases 1 and 2 of the One Stop Portal**

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Introduction

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Introduction

Brief and methodology

■ Brief

This document is written as a deliverable to the tender document: “Study for the Development of a Roadmap for Implementation of the New Strategy for E-government Service Delivery” and the additional and revised deliverables agreed with the client during the project. It sets out a delivery strategy, a roadmap and supporting information, and is based on client feedback and additional requests following submission of previous draft documents.

■ Methodology

This work has been carried out in five stages:

- Stage 1
 - Preparatory work.
- Stage 2
 - Fieldwork in Hong Kong:
 - Carrying out workshops
 - Attending various internal and external meetings with central and departmental personnel
 - Presenting to the PCC
 - Developing the enhanced proposition
- Stage 3
 - Preparing the first roadmap deliverables to verify the timeline of the enhanced proposition
- Stage 4
 - Fieldwork in Hong Kong:
 - Reviewing work with OGCIO
 - Presenting the enhanced vision to key departmental personnel and getting support
 - Presenting recommendations to the PCC
 - Various meetings with central personnel
- Stage 5
 - Preparing final documentation.

Introduction

Structure of the roadmap

- **The roadmap is split into five major components:**
 - **Part 1: Overview**
 - **Part 2: Strategic Direction** – our proposed strategy for achieving the Hong Kong SAR Government’s vision, together with the supporting arguments
 - **Part 3: High level roadmap** – together with supporting process flow charts, and a narrative of early actions
 - **Part 4: Governance and delivery structures** – our recommendations on governance processes, and the team structure in OGCI0 needed to deliver the programme
 - **Part 5: Detailed delivery steps for releases 1 and 2 of the One Stop Portal** - a Microsoft project chart, supported by a detailed narrative to accompany the project plan at Annex C



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Part 1

Overview

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Overview

Introduction

- The original vision of using clusters is sound and appropriate in Hong Kong. Implemented effectively, it has the potential to transform service take-up and provide a strong platform for more efficient service delivery. It will also enable Hong Kong to move ahead of many countries in the delivery of citizen centric government.
- However, in the workshops and interviews which we conducted with key stakeholders through the project, we identified a number of significant risks which needed to be addressed. The most significant risks we identified are:
 - A 2007/08 delivery timetable does not meet the urgent business requirements of the of the Immigration and Transport departments¹
 - Introducing PPP delivery simultaneously at the portal, cluster and infrastructure layers, makes it difficult for the private sector and the government to price and manage risk
 - A “big bang” approach, leaves the government dependent on an orderly transition from ESD Life in a narrow window at the end of 2007.

¹ The Immigration and Transport departments have requirements for new service delivery well before the planned transfer of services from ESDSL to the new One Stop Portal (OSP). Without a change to the delivery plan, these service would either have to be built into delivery in ESD Life for a short period and then rebuilt for the new service, or delivered as stand-alone services. Based on interviews with departmental personnel, the most likely outcome of a non-intervention approach would be the development of stand-alone services. This would be very damaging to the OSP vision. It would rob the new service of two key transactional streams that will generate large numbers of visitors. Additionally, there would be cost and, potentially, technology duplication. Our approach is to find a way of safely accelerating the delivery of enough of the OSP to meet the timelines of the Immigration and Transport departments, and then build the rest of the OSP incrementally in time for it to deliver all services currently in ESD Life by the end of 2007.

Overview

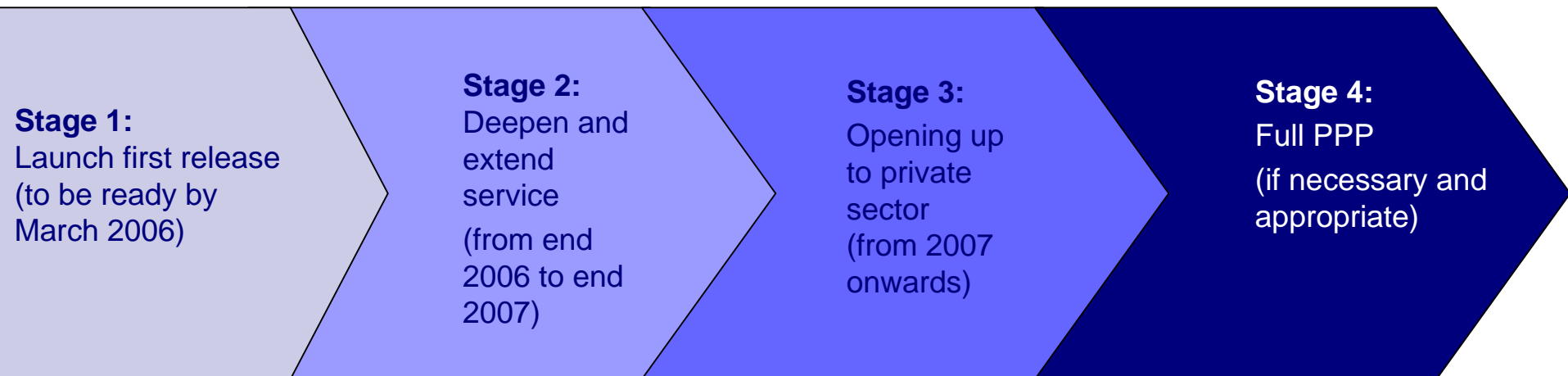
Proposal

- Our proposal is therefore that the government should launch a public version of the OSP ahead of the first major departmental requirement from the Immigration Department, and that (if possible) it should incorporate the existing info.gov.hk and the planned OSP into a single service to obtain the significant benefits from combining transaction and information service delivery.

- So that this can be done in a safe and timely way, the roadmap has been developed to enable a staged deliverable that:
 - Decouples the longer-term technology work needed to deliver existing services outside of the ESD Life platform
 - Uses the existing government web hosting capacity to deliver a simple initial service in the shortest timeframe
 - Delivers non technology dependent issues such as brand and look and feel very quickly
 - Provides an early framework for departments to build services that will act as building blocks for the OSP (speeding up delivery and minimising risk)
 - Decouples the business element of cluster delivery from the technical aspect to offer PPP opportunities that do not involve IT delivery.

- The following two charts provides a high level view of the overall delivery programme:
 - Chart 1 outlines the four key stages of the roadmap between now and end 2008
 - Chart 2 sets out in more detail the main tasks in stages 1-3 of the roadmap, up to early 2008

Chart 1 – four stages of the roadmap



- first release of OSP with a new branding and look and feel
- content co-exist with e-services, mainly by hyper-linking to existing websites
- build on existing infrastructure

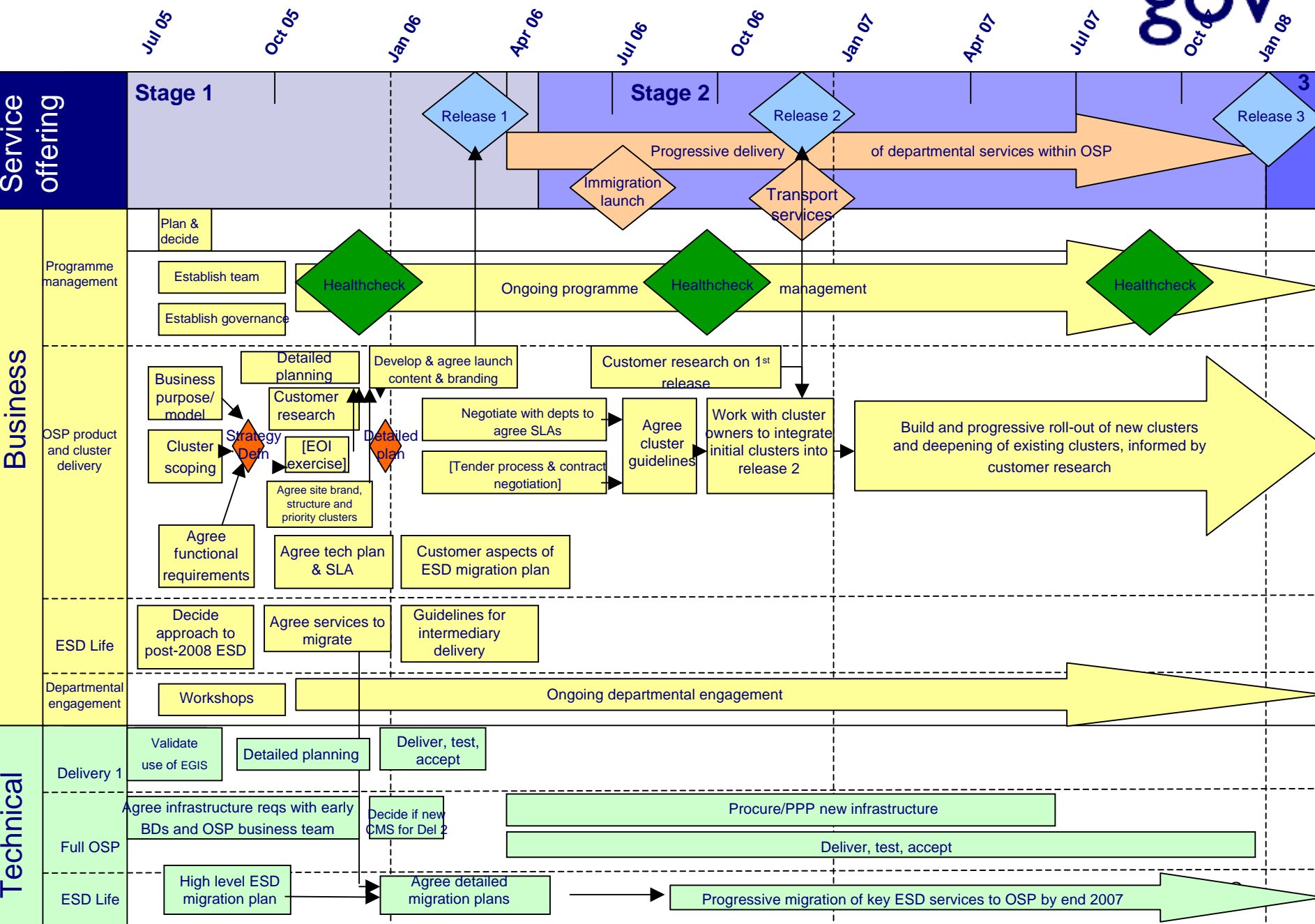
- new e-services added and roll-out of clusters
- de-couple from reliance on current ESD
- new infrastructure put in place (or existing infrastructure expanded) to cope with the clusters

- open up e-government services for introduction of value-added services by the private sector to benefit citizen

- full PPP where the private sector takes over the operation of part of the e-government services with revenue and risk sharing
- detailed plan to be defined by 2008

Chart 2 – Roadmap overview

This slide shows an overview of the OSP programme from now until full migration of ESD Life services





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Part 2

Strategic direction

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Strategic direction

Introduction

- This section of the roadmap:
 - Records the requirements surfaced through workshops and interviews with government personnel
 - Sets out a product development strategy based on these requirements, and lists the underpinning arguments
 - Depicts the incremental approach to development of the OSP through a series of charts

Strategic direction

Requirements

- At workshops and other client interactions, the following requirements were surfaced for the customer focused delivery strategy:
 - Customer focused delivery should use cluster principles
 - Delivery model should be capable of generating high levels of take-up of services
 - Opportunities for PPP delivery of some elements should be included in the programme
 - Department and Bureaux operational requirements and timelines need to be met
 - OGCIO timeline needs to be met
 - There should be a sustainable funding model
 - The programme should contribute to government-wide operational cost reduction
 - There must be a well managed transition from ESD Life (service and transactional infrastructure)

Strategic direction

Proposition

- We recommend a programme delivery approach that:
 - Creates a single destination for all online government services and content
 - Use a modular approach and build the service incrementally
 - Use departmental infrastructure and funding (for sustainability)
 - Launch the service ahead of first (known) major departmental requirement
 - Build the service downwards and across over time
 - Deliver cross-government transactional capability ahead of ESD Life contract end
 - Adopt a policy that does not prevent ESD Life continuing as private sector delivery channel (and facilitates other private sector delivery channels)

Strategic direction

Supporting arguments

- The following pages contain the supporting rationale for each of the points in the proposition.

- For each point we have covered:
 - Supporting argument
 - How the proposal is achieved
 - When it needs to be done

Strategic direction > supporting arguments

Create single destination for all online government services and content

- Proposition
 - Build service on info.gov.hk
- Supporting argument
 - Consumers do not distinguish between content and services
 - Content drives usage
 - Simple proposition for consumers (no new service introduced)
 - Orderly and staged user migration from ESD Life possible (and enables ESD Life to continue as fully commercial service if ESDSL want to do this)
 - Greater cross-sell opportunities will generate greater and faster take-up
 - Provides fastest delivery option
 - Integrated offering with existing content assets decouples multi-department transactional infrastructure development from initial service offering (which can be content led)
 - Broad content asset and infrastructure allows credible early product offer with only one transaction, followed by incremental build
 - Incremental build is lowest risk option
 - Early delivery meets B/D requirements and avoids costly and difficult two stage migration for new services (needed ahead of the point when all services currently on ESD Life are available via the OSP)
 - Early service delivery will build confidence in B/Ds
 - Existing funding streams and human assets can be fully exploited
- How
 - Get B/D and Political buy-in
 - Establish cross government governance and funding arrangements
 - Build new detailed delivery model (that integrates major departmental projects)
 - Put in place necessary human and technical assets
 - Rebuild service
- When
 - Launch ahead of Immigration Department service

Strategic direction > supporting arguments

Use modular approach and build incrementally

- Proposition
 - Create a credible service at the earliest opportunity using existing assets that enables the phased introduction of services
- Supporting argument
 - This delivers a customer facing service at the earliest opportunity
 - It is a risk averse solution from presentational and technical perspectives
 - It allows the development of skills over time and before full switchover from ESD Life
 - It enables the earliest engagement of B/Ds
 - It allows flexibility in the delivery of transactional services
 - PPP participation is not a single point of failure
 - PPP participation can be introduced over time
 - It builds a customer facing asset that is independent of the underlying technology, and which can evolve over time to meet business and political needs
- How
 - Create new content website to incorporate and replace under info.gov.uk
 - Add standalone content and transaction applications from B/Ds
 - Develop clusters using mixed business model to grow service
 - Develop common applications (including CRM) to support and improve transactional experience
- When
 - Start immediately
 - Deliver first implementation in under 12 months
 - Add first departmental service(s) from Immigration Service in under 12 months
 - Introduce clusters as soon as possible after launch
 - Offer all government services currently on ESD Life by end 2007

Strategic direction > supporting arguments

Use departmental infrastructure and funding

- Proposition
 - Harness departmental projects and funding to build and sustain service
- Supporting argument
 - Provides sustainable business and funding model
 - Avoids duplication
 - Creates cross-government working to support cluster strategy and delivery
 - Enables fastest (and one-step) delivery
 - Creates share ownership model
 - Most likely to meet departmental needs
 - Supports efficiency activity in B/Ds
 - B/D projects available now to kick start project
 - Risk averse from B/D perspective
 - Supports channel strategy development
- How
 - Define common architecture for content and service layer
 - Allow flexibility to meet B/D needs and current development work
 - Define detailed produce and service architecture and map individual B/D programmes into this
- When
 - Roll out from first departmental deliverables (Immigration)

Strategic direction > supporting arguments

Launch ahead of first (known) major departmental requirement

- Proposition
 - Deliver public facing service 3 months ahead of first departmental service requirement
- Supporting argument
 - Create headroom
 - Flush out internal and external business process issues
 - Carry out live running user trials
 - Bed in live running business operation before critical service delivery
 - Provide confidence for departmental pilot
- How
 - Develop detailed business process for service delivery
 - Move quickly using existing info.gov.uk and departmental assets
 - Use existing delivery infrastructure
- When
 - Begin immediately
 - Launch inside 12 months

Strategic direction > supporting arguments

Build downwards and across over time

- Proposition
 - Start with minimum credible service and build out over time
- Supporting argument
 - Avoids all eggs in one basket
 - Problems will be flushed out well ahead of ESD end of contract deadline
 - Provides early customer experiences
 - Provides tangible deliverable for departments to get engaged in
 - Provides opportunity for parallel running with ESD Life
 - Acts as confidence builder for stakeholders
 - Decouples PPP clusters from transactional imperatives
 - Enables staggered rollout of clusters to test operational model
 - Allows early service delivery ahead of common infrastructure components (eg R&E, CRM)
- How
 - Launch as content service segmented by clusters
 - Add B/D service using B/D infrastructure
 - Add true cluster businesses over time
 - Add more B/D transactions
 - Develop common infrastructure assets
- When
 - Start now
 - Initial launch inside 12 months
 - First services inside 12 months
 - Opportunity for PPP clusters by 2007

Strategic direction > supporting arguments

Deliver cross-government transactional capability ahead of ESD Life contract end

- Proposition
 - Deliver replacement for ESD Life government service functionality
- Supporting argument
 - Need to provide replacement for ESD Life service functionality
- How
 - Initially by individual transaction to provide early parallel running and reassurances
 - Development of common services applications and infrastructure
- When
 - Complete by end of 2007

Strategic direction > supporting arguments

Adopt a policy that does not prevent ESD Life continuing as private sector delivery channel (and facilitates other private sector delivery channels)

- Proposition
 - Adopt an enabling policy allows non-government electronic distribution channels to offer government services on a commercial base
- Supporting argument
 - Enables intermediaries to integrate government transactions into their service offering
 - Boosts take-up
 - Allows ESD Life to continue on purely commercial model if the operator wishes to do that
 - Contributes to ESD Life exit strategy
 - Creates competitive market for e-delivery of government services
 - Increases opportunities for PPP
- How
 - Provide a non-branded (white label) transaction stream from the OSP that can be used by non-government providers to integrate government transactions into their own services where this is of benefit to the government.
- When
 - From end of ESD Life contract

Note

This does not propose that any special consideration is given to ESD Life. It is simply a proposal that a policy is adopted that allows non-government electronic distributions channels where this is in the interests of government and citizens. Central to this would be a level playing field for all non-government distribution channels.

In such a case, ESDSL would, if it wished and without any support from government, to use its existing experience and infrastructure (where this was practical and appropriate) to offer services purely on a commercial base.

Strategic direction > supporting arguments

OSP development

- The following diagrams show the incremental build of the OSP using:
 - Central content
 - Contributing services from departments
 - Clusters
 - Services moved from ESD Life

1 Create new presentation and content to replace info.gov.hk on web

Early central content layer built to mimic clusters

A blue rectangular box containing the text 'Presentation and content layer'. A blue triangle points downwards from the top center of the box.

Presentation and content layer

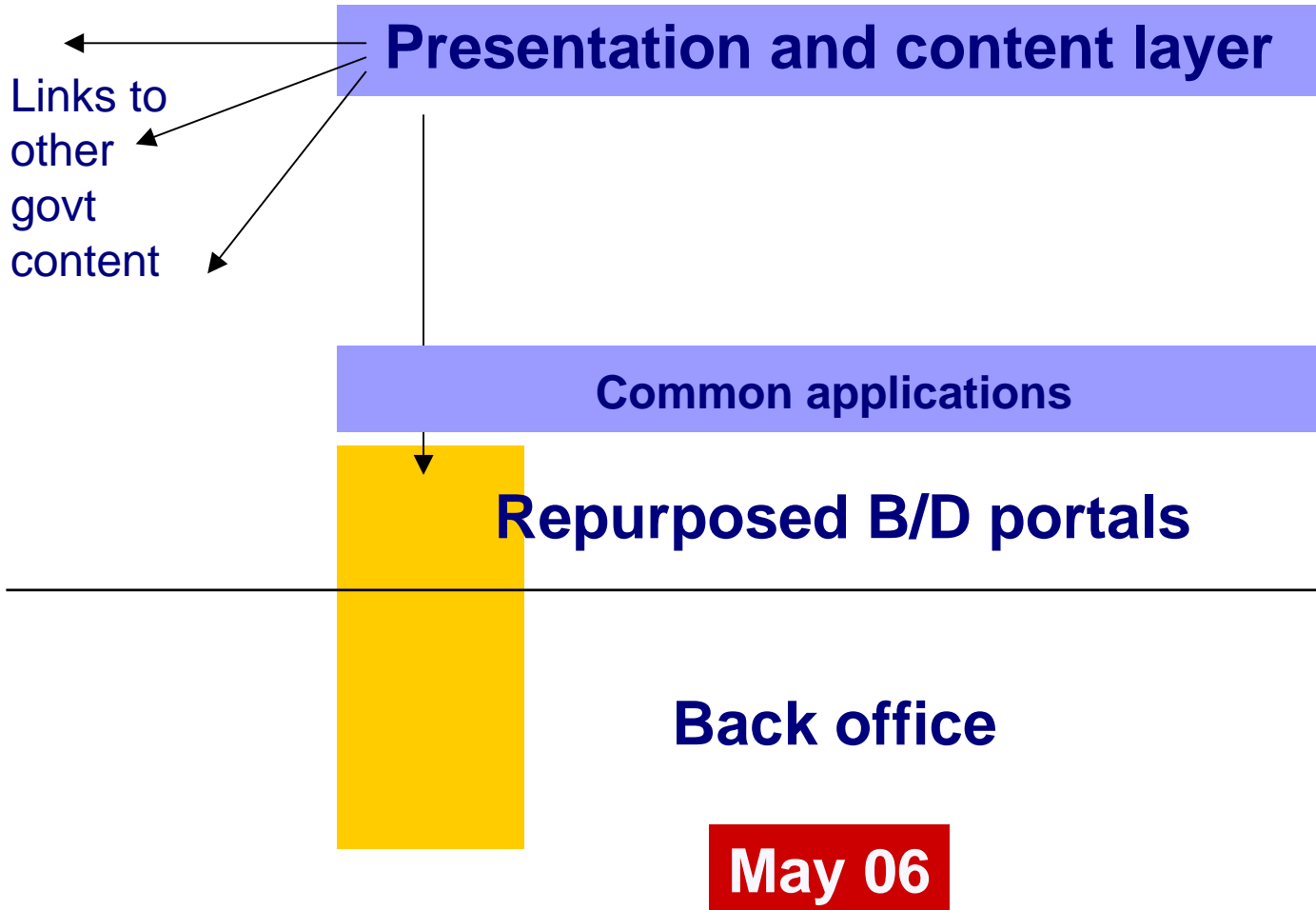
info.gov.hk content and functionality can be incorporated into new service

Back office

March 06

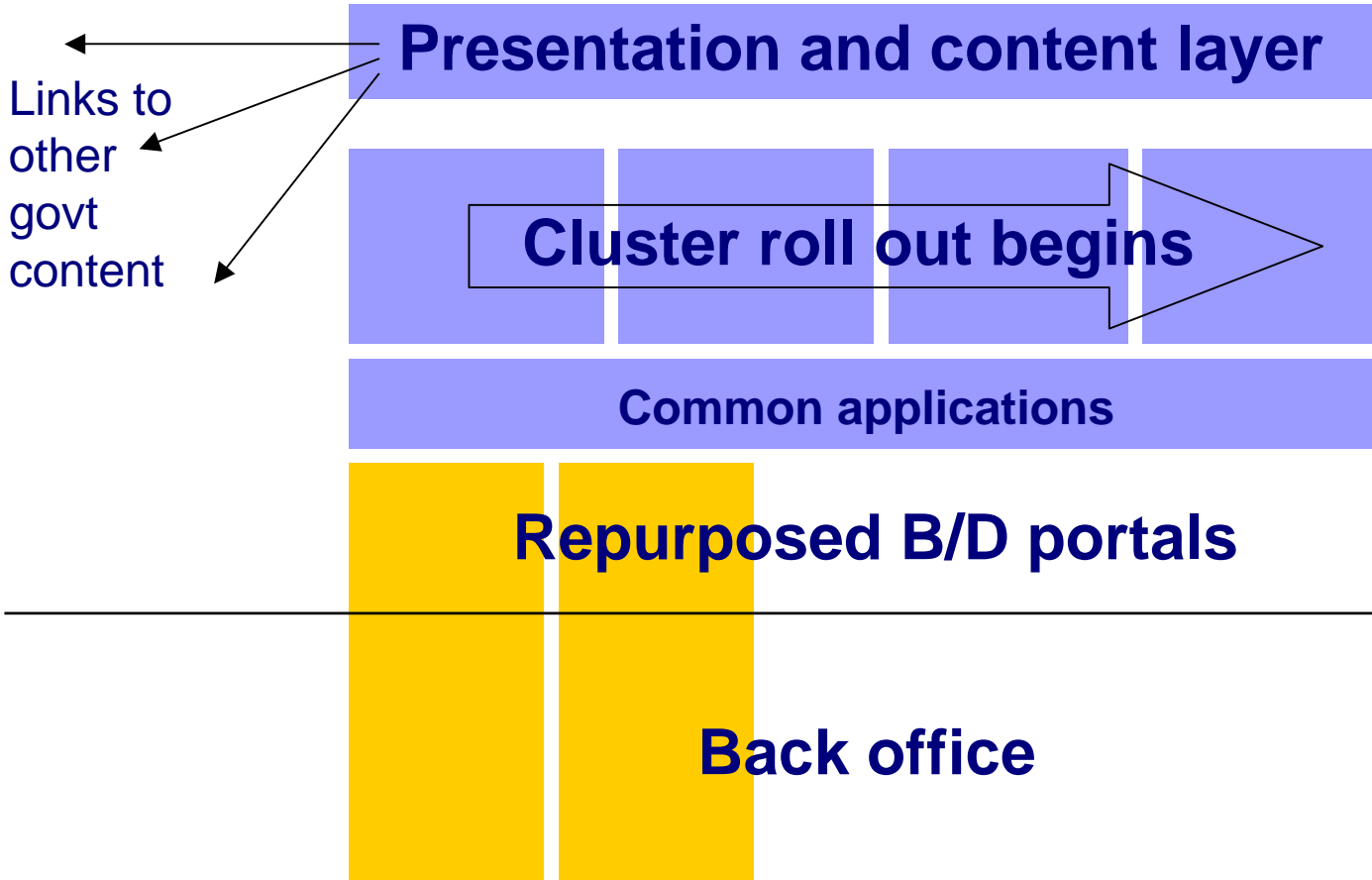
2 Launch first departmental service

Channels



3 Add true clusters

Channels



Mid 07

4 Add more departmental services and build out common Applications and additional channels

Channels

Presentation and content layer

Clusters

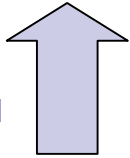
Common applications and ESD transactions

Repurposed B/D portals

Back office

Dec 07

Content deepened



Clusters take over some of presentation layer

Relevant services currently in ESD Life migrated or rebuilt



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Part 3

High level roadmap with supporting process flow charts and early actions

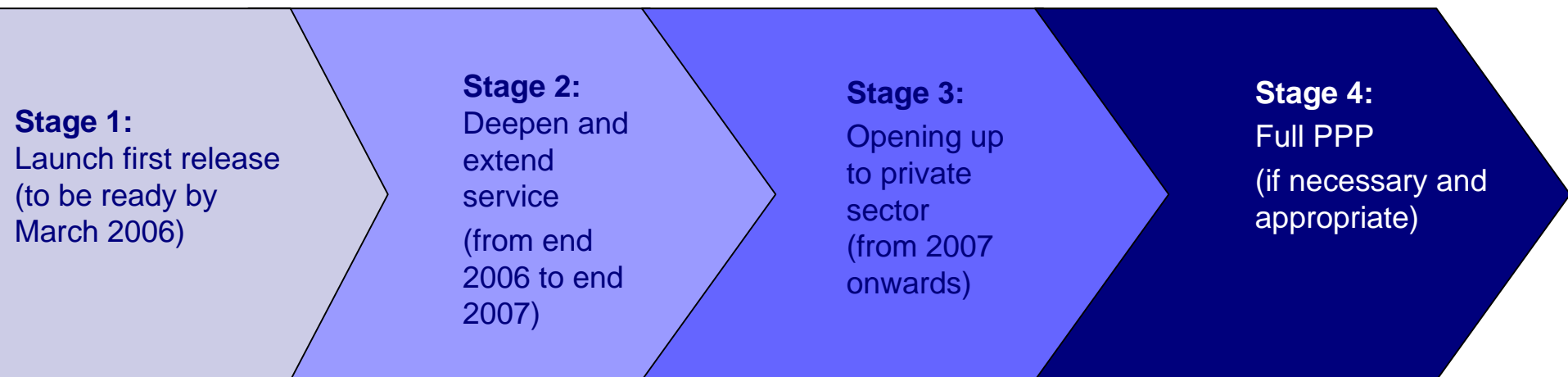
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High level roadmap, process flow and early actions

Introduction

- This section:
 - Provides a high level roadmap of the stages and workstreams needed to deliver the strategy set out in Part 1
 - Lists the key business and technical workstreams
 - Show the key stages of each workstream though process flow charts

Chart 1 – four stages of the roadmap



- first release of OSP with a new branding and look and feel
- content co-exist with e-services, mainly by hyper-linking to existing websites
- build on existing infrastructure

- new e-services added and roll-out of clusters
- de-couple from reliance on current ESD
- new infrastructure put in place (or existing infrastructure expanded) to cope with the clusters

- open up e-government services for introduction of value-added services by the private sector to benefit citizen

- full PPP where the private sector takes over the operation of part of the e-government services with revenue and risk sharing
- detailed plan to be defined by 2008

Chart 2 – Roadmap overview

This slide shows an overview of the OSP programme from now until full migration of ESD Life services

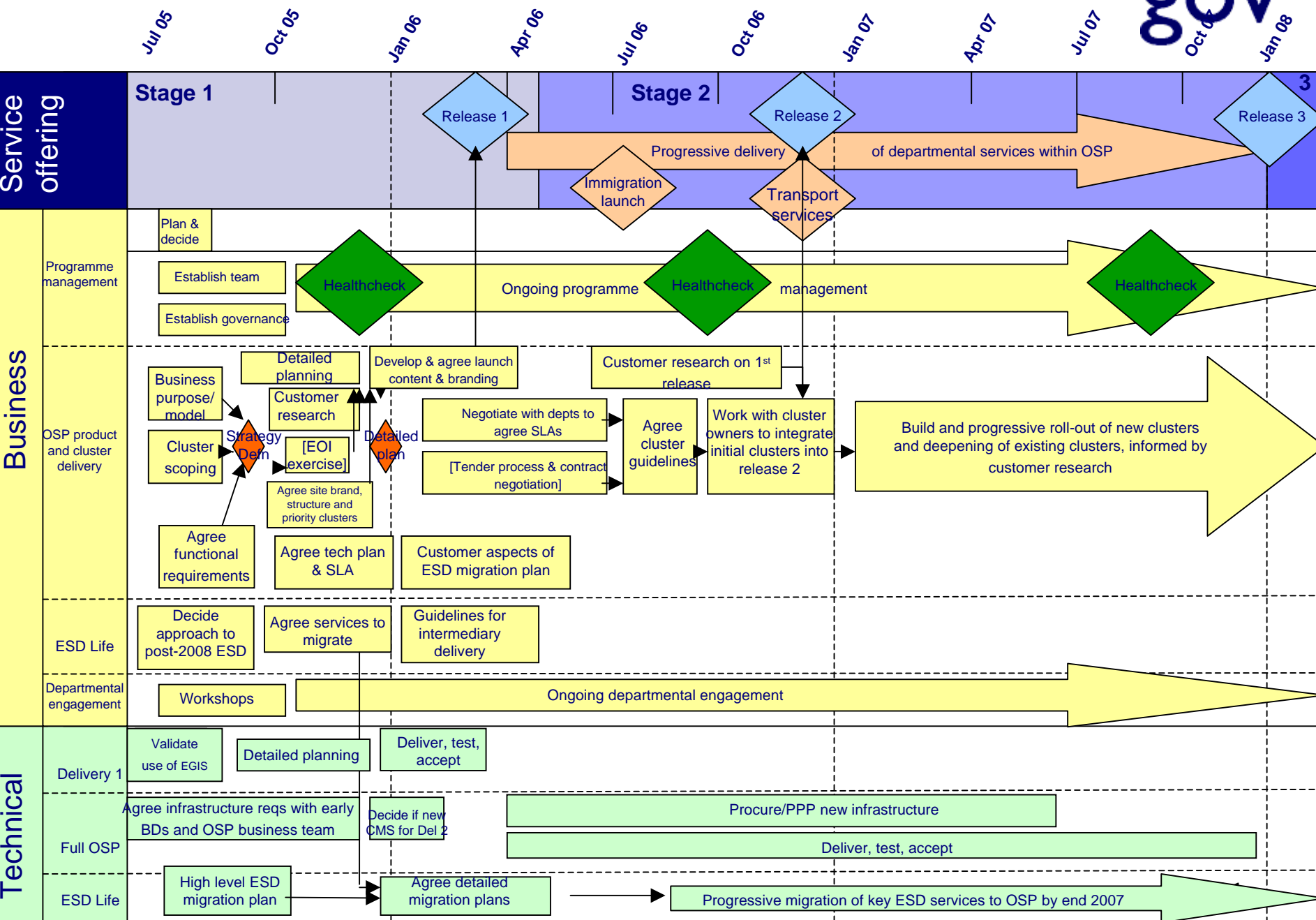
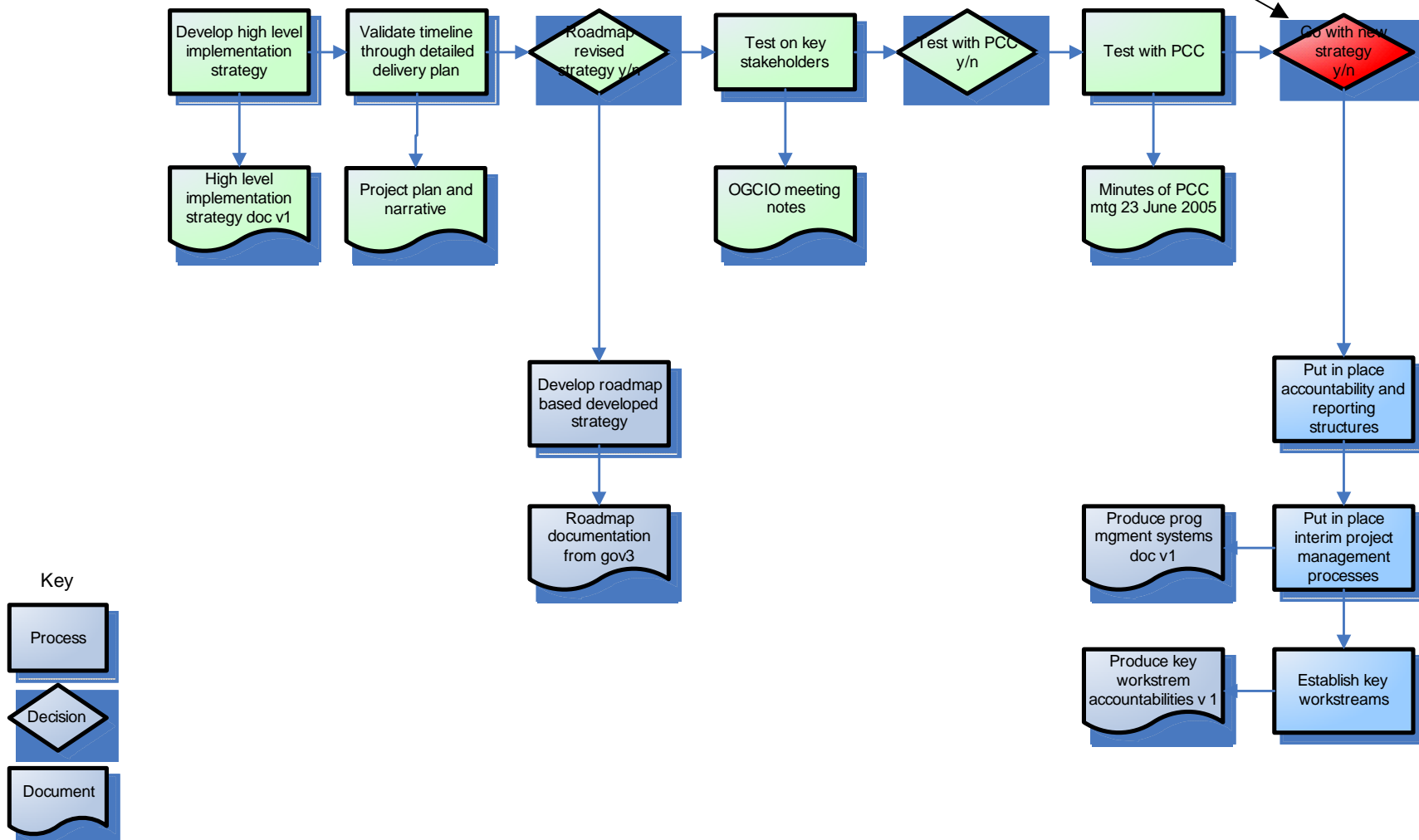


Chart 3 – Strategy development, stakeholder testing and workflow identification

This slide shows the process flow so far and the immediate decisions and actions needed to begin the programme.

First decision



High level roadmap, process flow and early actions

Key workstreams and dependencies

- This section sets out the key workstreams for the business and technical workstreams.
- This is followed by process flow charts providing more detail on actions, and critical path information.

High level roadmap, process flow and early actions

Key workstreams

■ Business

□ Programme management

- All aspects of programme management
- Business case, governance, funding and metrics (all work to do with generating a business case, setting and agreeing performance targets and monitoring these)

□ Product definition and delivery

- Responsibility for delivering the new services, including cluster definition and PPP delivery

□ Departmental commitment delivery

- All aspects of delivery from departments

□ ESD Life

- All matters relating to the contract end, the continuation of relevant services via the OSP, and the continuation or not of services on ESD Life

■ Technology

□ Release 1

- Delivery of hosting capacity for release 1 static website
- Procurement on behalf of Product and Marketing workstream of HTML coding

□ Release 2

- As release 1 unless this is built on a dynamic platform; in which case:
- Delivery of CMS

□ Release 3

- Development (or enhancement if release 2 delivered on dynamic platform) of end-to-end CMS publishing environment and platform

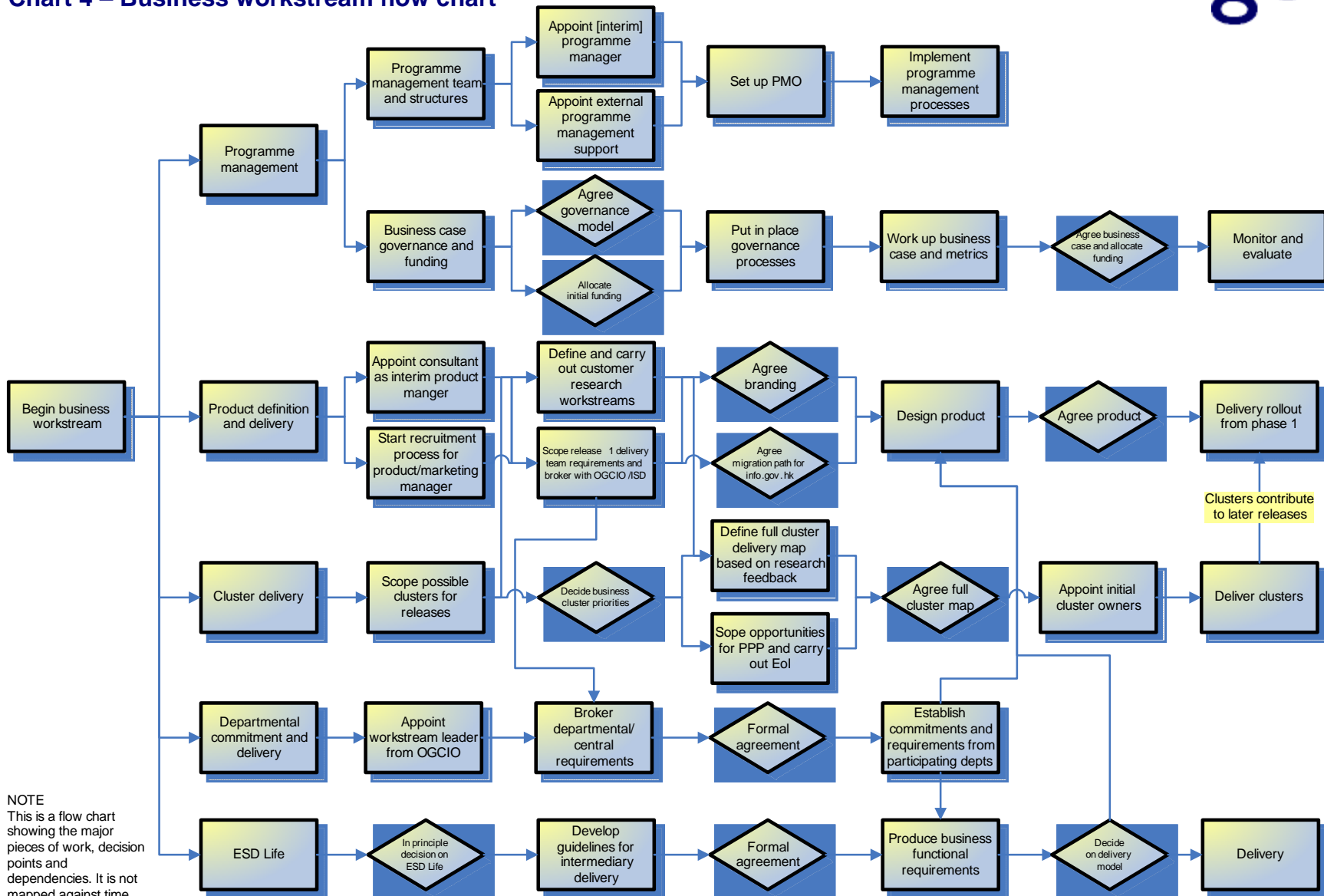
□ Early departmental delivery components

- Working with departments to ensure an effective delivery solution is in place for all releases
- Procurement and development of applications and hosting environment for departmental services

□ ESD Life

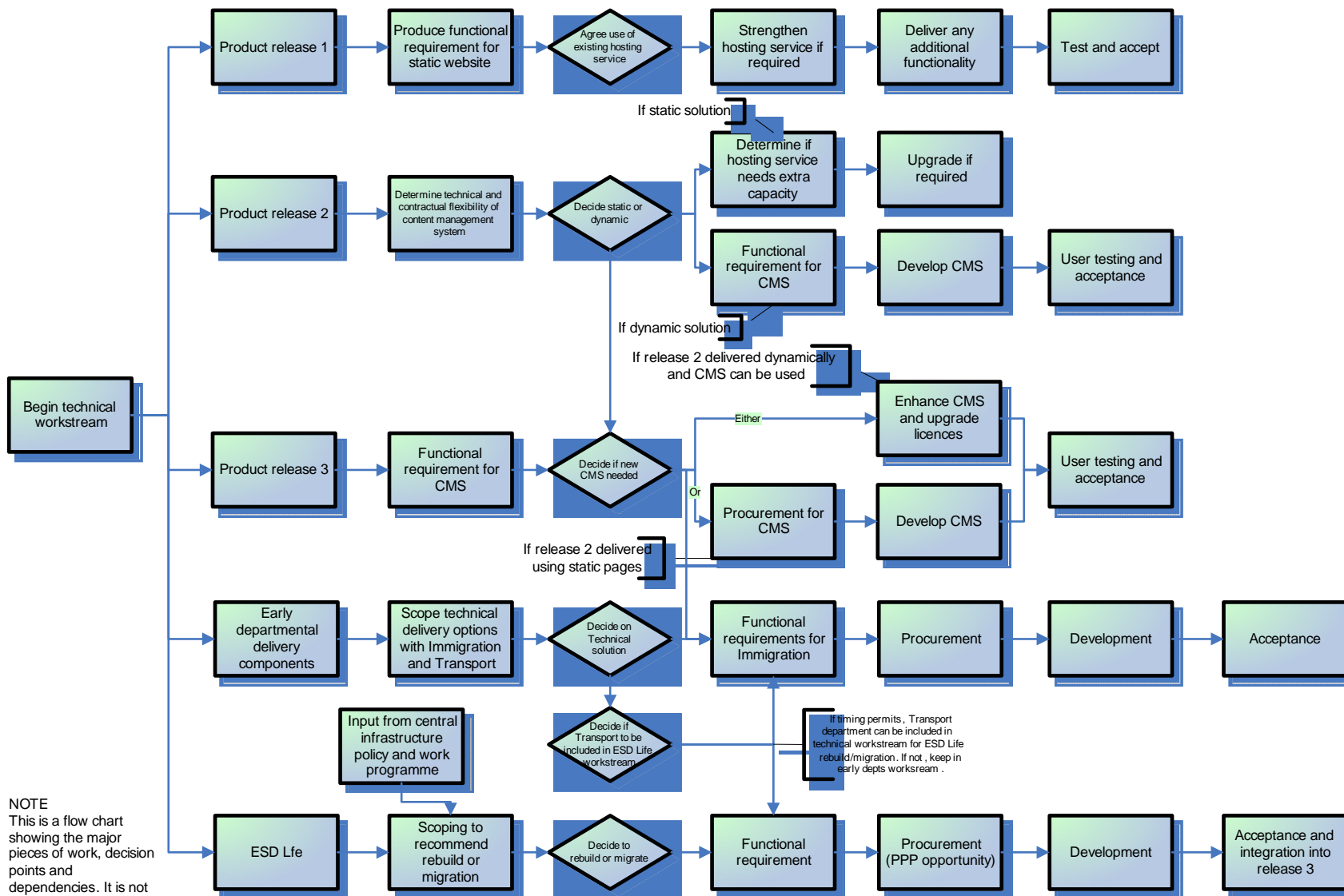
- Providing advice on whether to migrate services or rebuild
- Management of transition

Chart 4 – Business workstream flow chart



NOTE
This is a flow chart showing the major pieces of work, decision points and dependencies. It is not mapped against time.

Chart 5 – Technical workstream flow chart



NOTE
This is a flow chart showing the major pieces of work, decision points and dependencies. It is not mapped against time.



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Part 4

Governance and delivery structures

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Governance and delivery structures

Overview

- Strong collective governance is essential. This is a major change in the way the Hong Kong government manages its relationship with citizens and businesses, and it can only work with governance mechanisms that:
 - include strong political leadership
 - give business departments assurance that their business needs are being met
 - ensure progress is not dictated by the pace of the slowest

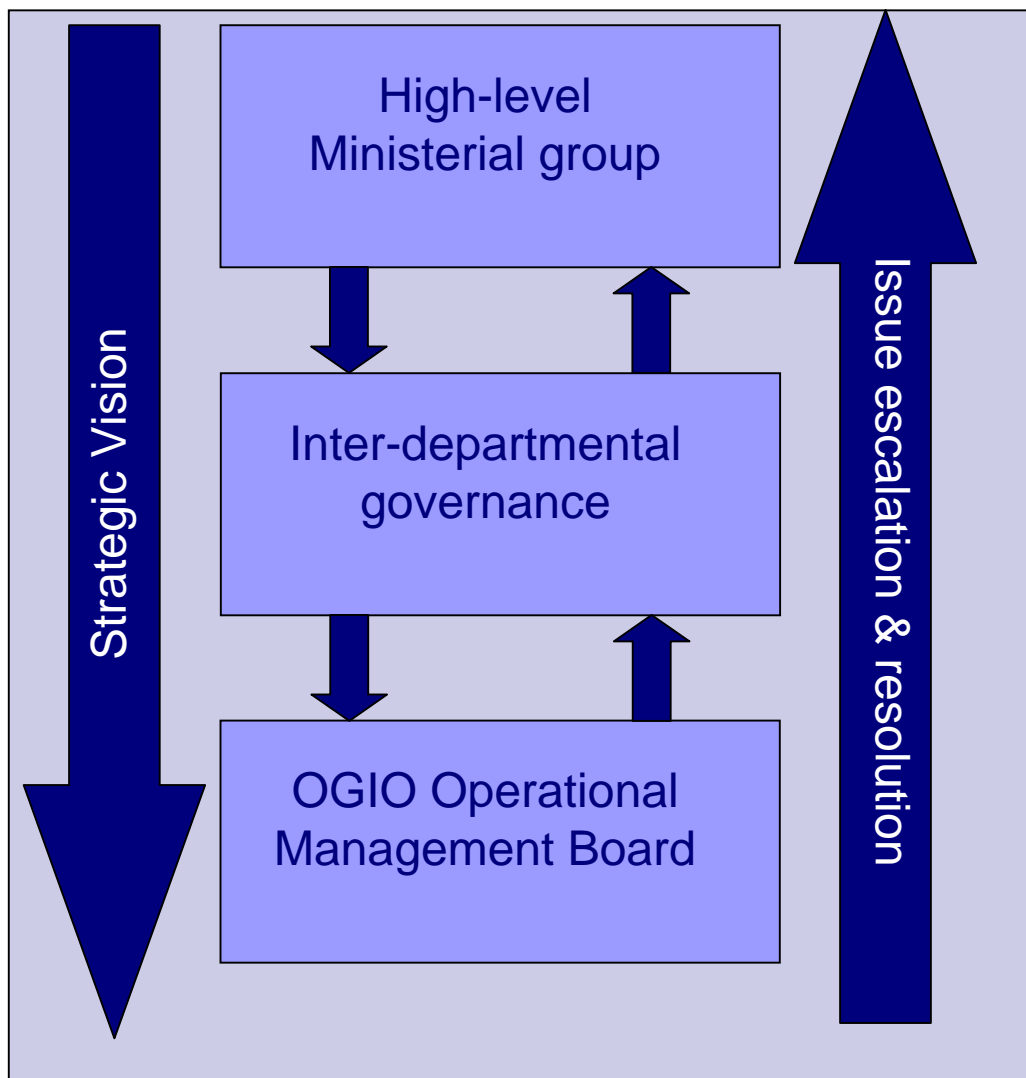
- We recommend two core sets of governance processes:
 - the programme delivery process
 - communications with wider stakeholders

- Elements of all of these processes are already in place. At OGCIO's request we have not gone into detail of how existing structures might need to be adjusted to align with this model.

- The flowing charts show the recommended governance and delivery structures.

Governance and delivery structures

Programme delivery governance and management



Role:

- Political sponsorship of the programme
- Public championing of the vision
- High-level monitoring of progress to ensure delivery is on track with original vision
- Resolution of issues which cannot be resolved below this level

Role:

- Key customer-facing departments need to be represented on board
- Board members need to be empowered within their departments
- But Board members must be accountable for delivering the cross-government objective, not just representing departmental interests
- Each Board member to act as board-level sponsor for a major cross-government aspect of the delivery programme
- Meets monthly, chaired by GCIO

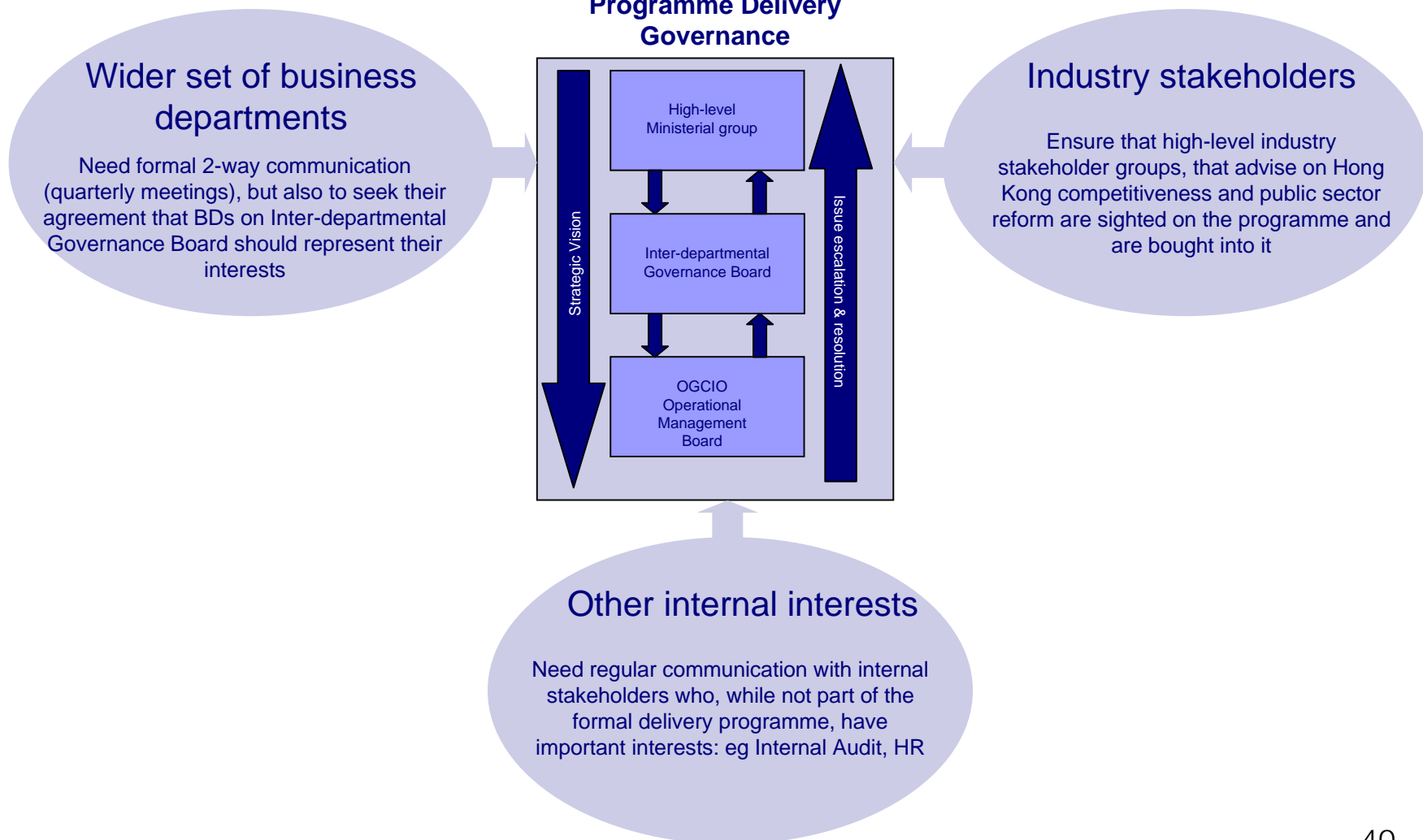
Role:

- Close monitoring of the programme.
- Composition: GCIO, DGCI (PS), DGCI (O), Programme Director, Workstream Leads
- Meets monthly, chaired by GCIO
- Every fourth week, chaired by GCIO

Governance and delivery structures

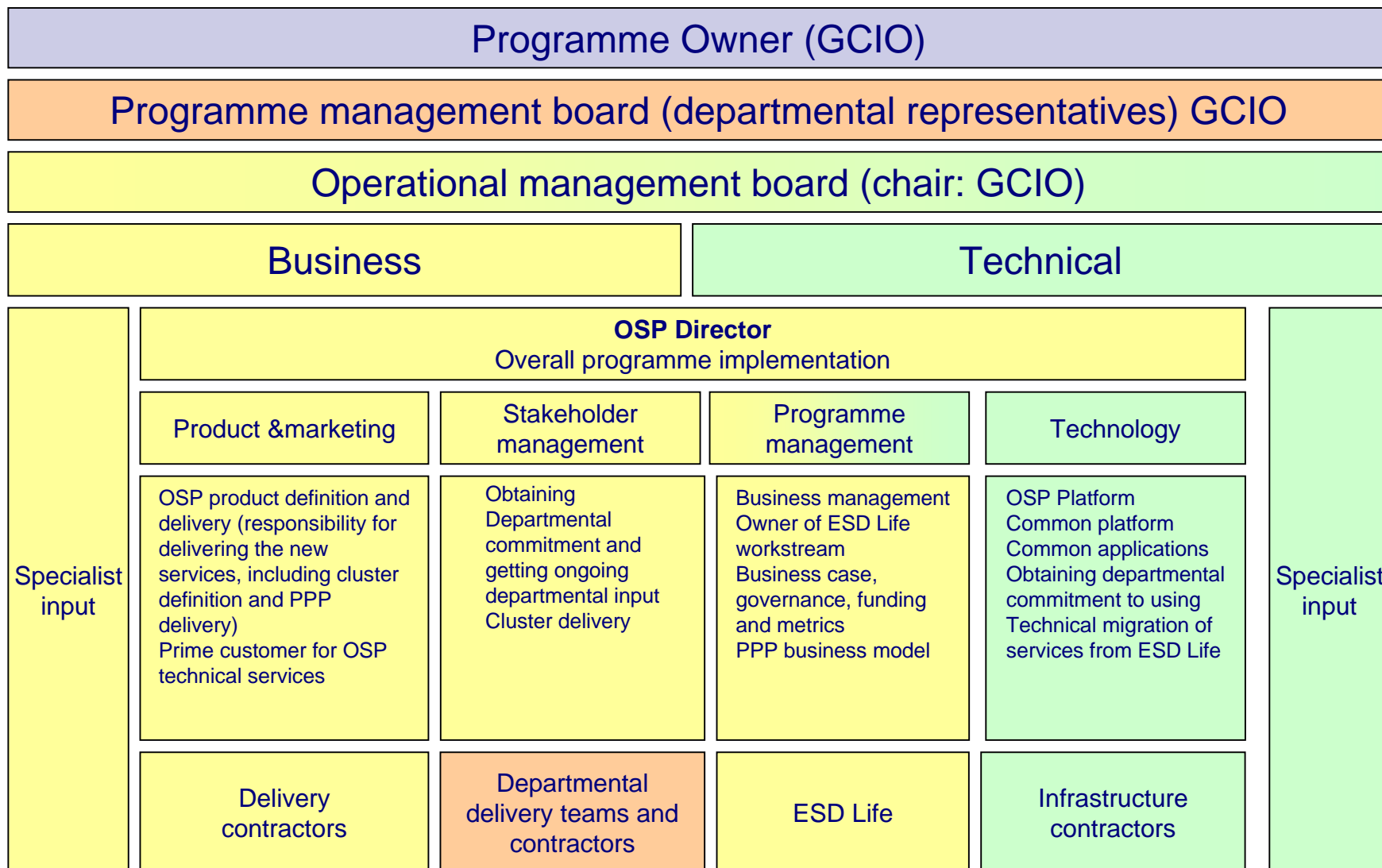
Stakeholder communications

Programme Delivery Governance



Governance and delivery structures

Delivery management structure



Note: Responsibilities that fall under the business workstream are depicted in yellow. Technical workstream responsibilities are shown in green.

Governance and delivery structures

Delivery roles part 1

- **Senior Responsible Officer (SRO)**

The SRO is responsible for ensuring that the OSP programme meets its objectives, delivers the projected benefits, maintains its business focus and is well managed with clear authority, context and control of risk.

- **Programme management and operational management boards**

The roles of these boards are set out in the programme delivery governance chart above.

- **OSP Director**

Full time manager and sponsor of the OSP programme. Responsible for all personnel directly and contractors employed on the programme inside the business workstream, and customer for all deliverable from the technical workstream.

- **Product and marketing manager**

Owner and manager of the product and marketing workstream. Principle responsibilities are to define and manage delivery of the product releases, and to act as principle architect of the cluster map. Owns responsibility for the effective and appropriate use of customer research in the development of the OSP product and cluster map.

Governance and delivery structures

Delivery roles part 2

- **Stakeholder manager**

Owner and manager of the stakeholder workstream. Responsible for all intra-government engagement and communication. Has responsibility for getting all commitments and deliverables from departments (particularly with regard to early delivery from Immigration and Transport, and for departmental participation in cluster delivery).

- **Programme manager**

Responsible for delivering capability through the management of the programme's portfolio of projects, on behalf of the OSP Director. The programme manager ensures the coherence of the programme, and develops and maintains the appropriate environment to support each individual project within it. Also has line management responsibility for business related deliverables including transition from ESD Life.

- **Technology manager**

Owner of all technology deliverables for the OSP programme. Responsible for interpreting business requirements, and preparing full requirements specifications for infrastructure and application delivery. Acts as the bridge to the OGCI operations team, and is point of contact for all technical dialogue between the OSP programme and any government or external parties.

- **Specialist support**

Consultancy support to deliver skills not available inside the OSP team, and to cope with peaks in workload.

**Comparison of Funding Models
under the ESD Scheme and the New Strategy**

		ESD Contract	New Strategy
Front-end Infrastructure + Common Services/Applications (e.g. e-payment, e-authentication, search) + Initial E-government Applications of B/Ds + Promotion & Publicity	Non-recurrent	Borne by ESDSL (deriving revenues from advertising and other commercial activities on ESDlife + subscription & transaction fees at \$12M – \$14M per year from Government from 2005/06 ¹)	Borne by Government (non-recurrent expenditure: \$260M + recurrent expenditure: \$60M per year) <i>(PPP / revenue opportunities to be identified after mid 2006)</i>
	Recurrent		
Back-end Infrastructure	Non-recurrent	Borne by Government (\$140M)	
	Recurrent	Borne by Government (\$13M per year)	
Financial charges (for e-payment services) + Other Miscellaneous Expenses	Recurrent	Borne by Government (\$10.5M per year)	
Total Government Investment	Non-recurrent	\$140M	
	Recurrent	\$35.5M - \$37.5M (per year)	\$60M (per year)

¹ Under the ESD contract, the Government will pay a monthly subscription fee of \$400,000 and a transaction fee of \$5.5 per chargeable transaction to ESDSL one year after the threshold of 2.3 million chargeable transactions was reached. This threshold was reached in mid-2004.