Design and Implementation of e-Government
Project of Institutional Capacity Building on
ICT Policies in Thailand

Institute for Information Technology Innovation
Faculty of Engineering, Kasetsart University
Bangkok, Thailand

Inception Report

Work Plan, Conceptual Framework, and Methodology

For the Consulting Services of
Report on Design and Implementation of e-Government (CS-01)

Institutional Capacity Building on ICT Policies in Thailand
Grant No.: TF097929

Submitted to
Office of the Permanent Secretary
Ministry of Information and Communication Technology

By
Institute for Information Technology Innovation
Kasetsart University, Thailand

15 January 2013

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Project Title	Report on Design and Implementation of e-Government (CS-01) Institutional Capacity Building on ICT Policies in Thailand
Project Details	*Project Reference***:** IBRD Grant No. TF097929
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Consultant	Institute for Information Technology Innovation (KU-INOVA)
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Section 1: Introduction

The Ministry of Information and Communication Technology (MICT) of Thailand has received financing from the International Bank for Reconstruction and Development (IBRD) toward the cost of Institutional Capacity Building on ICT Policies in Thailand. The purpose of this technical assistance project is to support Thailand's Ministry of ICT by providing actionable advice for developing the ICT sector as a tool for national competitiveness, duly leveraging international best practice in the design of policy initiatives with the objective to create strategies, design policies and implement programs to grow the ICT sector. In this regard, MICT has selected the Institute for Information Technology Innovation (INOVA) which is an ICT research and development institute under Faculty of Engineering of Kasetart University to provide the consulting services especially on 'Report on Design and Implementation of e-Government'

The objective of this assignment is to help the Royal Government of Thailand to progress along the 'Roadmap for the Advancement of the e-Government' for the Years 2009 to 2014, by focusing on four key areas that can potentially have game changing impact. Those four areas intended to transform Thailand's government are: 1) *Interoperability* for sharing of data/information and services across government organizations, helping to achieve integrated services development; 2) *Institutional structures and governance mechanisms* for establishing high-level management oversight and supervision in the implementation of e-government programs; 3) *Innovation in public services* for fostering innovation in the delivery of government services in Thailand; and 4) Reengineering with a view to "*doing more with less for more*" for combining better services and lower costs while impacting more people.

This 'Inception Report' is the first deliverable under the consulting services of 'Report on Design and Implementation of e-Government'. Its intent is to provide a clear way forward for execution of the assignment, particularly of the detailed work in the coming period. The report contains conceptual framework, methodology, and work plan for the assignment.

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Section 2: Conceptual Framework, Methodology, and Work Plan for the Assignment

2.1 Conceptual Framework

The conceptual framework of the four focused areas of the assignment are based on the Roadmap for Advancement of e-Government (2009-2014) aiming to move the development of integrated e-government services and interchanged transaction. In keeping with the Roadmap, the designs of the following four areas will take into account the development maturity levels of government agencies in terms of e-Government services.

In achieving those designs based on the proposed conceptual framework, the following procedures will be undertaken:

1. As-Is Analysis: The study and analysis of existing e-Government-related work processes will be conducted to understand the present work situations, problems, and obstacles and to figure their possible solutions.
2. Best Practices Benchmarking: The comparative study with selected success cases in e-Government development around the world will be done to learn their effective e-Government implementation for proper application to Thailand's case.
3. To-Be Proposal: Upon completion of as-is analysis and best practice benchmarking and also synthesis of findings, the future state of e-Government development suitable for Thailand context will be proposed.

2.1.1. Interoperability

In order to avoid duplication and waste in the delivery of e-government services and improve efficiencies, it is important that processes are put in place that can help data flows across departmental boundaries. A number of leading governments have adopted formal interoperability frameworks in order to facilitate "joined-up government". However, it has been found that technical interoperability alone is not able to deliver citizen service transformation. It is for this reason that more recently attempts have been made to broaden the interoperability agenda. For example, the European Commission's Pan-European Interoperability Framework focuses on 5 domains of interoperability: technical, semantic, organizational, legal and policy. Interoperability has to be therefore seen in a broader context than the mere definition of technical standards. Financing mechanisms and controls are for example, as important in ensuring interoperability across government organizations, as the mere availability of e-government interoperability frameworks. In the case of Thailand it might be necessary to start with defining a vision of citizen-centric transformation of public services; and go on to designing cross-government policies, governance structures and business processes, in addition to determining technical interoperability. A program of interoperability will be designed for sharing data/information and services across government organizations, helping to achieve the development of integrated services.

2.1.2. Institutional Structures and Governance

The crosscutting nature of e-government makes it important to devise suitable institutional arrangements that can ensure coordination among various government agencies. A World Bank study[1] that surveyed 30 developing and developed countries found four basic models of national institutional frameworks to lead the e-government agenda and fulfill the key functions of governance and coordination. These models ranged from highly centralized

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[1] Information and Communications for Development 2009: Extending Reach and Increasing Impact, 2009, The International Bank for Reconstruction and Development/The World Bank. Web Site:
http://siteresources.worldbank.org/EXTIC4D/Resources/5870635-1242066347456/IC4D_2009_Chapter6.pdf

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institutional structures to highly decentralized ones. For e-government to succeed, it will be important to establish organizational and institutional structures that can avoid duplication and waste, overcome departmental silos, and help achieve integration in order to offer citizen-centric services in an efficient and transparent manner. For the present assignment, it will also be necessary to define the roles of Ministers, Permanent Secretaries, Departmental Directors and CIOs as part of the institutional structures and governance arrangements for promoting e-government.

2.1.3. Innovation in Public Services

A number of countries have started to pursue "open government" initiatives with a focus on transparency, easy access to public information, and new means for citizen participation. Citizen participation is being seen in the broader context of innovation, design thinking and the "co-creation" of services. A number of examples of this approach are emerging, for example, National Health Service's Institute for Innovation and Improvement in U.K, the Department of Public Works and Water Management in Netherlands, Center for Strategic Studies and Management Science, Technology and Innovation in Brazil, and Mindlab in Denmark.

A number of leading companies and innovative governments have begun using open innovation tools for crowd sourcing ideas. In parallel, government business applications in specific domains may be developed by leveraging open source components and leveraging cloud-based infrastructure for both development and operation. These developments will help structure an approach to embedding innovation in public services while promoting the use of open source, crowd sourcing and community sourcing.

2.1.4. Doing More with Less for More

The approach of "doing more with less for more" is to deliver better public services at lower costs while impacting more people. The aftermath of the most recent global financial crisis, the sluggish recovery in some countries and increasing cost containment pressures are forcing government organizations to explore new avenues of cost reduction. According to Gartner, radical ideas for cost reduction are possible in several areas including sourcing and procurement, e-government and government integration and workforce management[2]. It is proposed to identify opportunities for radical cost reduction in the delivery of government services in Thailand by leveraging technology and combining it with concepts of radical/frugal re-engineering in the use of IT and in IT investments by the Government of Thailand.

2.2 Methodology

To achieve the project objectives with the focus on those four key areas and fulfill the required scope of the e-Government study, the project operation will be divided, based on the four focuses, into four main task clusters plus one cluster of other related tasks. Those tasks will be performed using the technical approaches and methodologies as follows:

2.2.1. Task Cluster 1: Interoperability

In performing the task, the recent approaches to interoperability in both local and global levels will be taken into account. The activity will include the interactions with key officials in 20 ministries, and with external stakeholders including private sector organizations (both IT and others), civil society, academic institutions and individual experts. These will be identified jointly with the MICT in order to obtain diverse perspectives on the

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[2] From Modernization to Survival: Radical Cost Reduction in Government (July 2010), Gartner

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different focus areas. Consultations will include a mix of both Thai and foreign stakeholders (e.g. standards organizations). The study will be undertaken on the following topics:

a) Existing e-Government services and infrastructure in Thailand.
b) A Business case for the program.
c) Governance model for ensuring interoperability and data sharing.
d) Privacy and data sharing policy.
e) Supplier management guidelines for ensuring interoperability.
f) Channel integration framework.

The methodologies and tools to be used are such as desk researches, interview, survey, web links collection, automatic search engine. In the case of Thailand, it might be necessary to start with defining a vision of citizen-centric transformation of public services; and go on to create political will, design cross-government policies and strategic directives, governance structures and business processes, in addition to determining technical interoperability and legal support. The study will finally propose a strategy and offer actionable policy recommendations for ensuring interoperability across the government. It will also report a consolidated list of reference models and resources available internationally, that have been validated through successful use, and that can be re-used by the Government of Thailand.

2.2.2. Task Cluster 2: Institutional Structures and Governance

The assignment will take into account institutional structures and organizational models available in the public and private sectors with a view to offering actionable recommendations for effective management oversight and coordination of e-government programs and initiatives. The activities such as field study, desk researches and interactions/interviews with key government agencies will be conducted to gain clear definitions of the respective roles of ministers, permanent secretaries, departmental directors and CIOs for bringing coherence to the design and implementation of e-government programs. As well, the mechanisms for cross agency collaboration and collaboration with the private sector will be explored. Collaboration tools/dashboards that could be used for achieving better management of the program will be investigated through desk researches. (For example, the IT dashboard developed by the US Federal government is likely to be made available as open source to other governments). The activity will discuss the development and design of an overall program for capacity building and training based on the needs of actual practice with specific attention on e-Government interoperability.

2.2.3. Task Cluster 3: Innovation in Public Services

The activity will focus on promotion of innovation in public services taking into account international initiatives to come up with a strategy and actionable recommendations on fostering innovation in the delivery of public services in Thailand. The recommendations will explore the establishment of an e-government innovation lab in a suitable anchor institution, with linkages to the private sector and an emphasis on cross disciplinary and cross organizational approaches, as well as the funding requirements for establishing the program of innovation in public services. The desk researches will investigate a strategy on use of open source for developing vertical applications, including mechanisms for licensing of applications, sharing of IP with the private sector, and the use of

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app stores and online repositories for sharing of source code. Recommendations will also be made together with funding estimates for establishing an online platform for running challenges and crowd sourcing ideas.

2.2.4. Task Cluster 4: Doing More with Less for More

The study of a strategy on implementing concepts of radical/frugal re-engineering and radical cost reductions in the use of IT by the Government of Thailand will be made through the activities of desk researches, survey, and interactions with key agencies. The initiatives taken up by different governments to achieve radical cost reductions in IT investments will be surveyed for those that are relevant to Thailand will be identified. Some actionable recommendations will be proposed and one or more services that could be taken up on priority to demonstrate the concept will be reported.

2.2.5. Task Cluster 5: Other Related Tasks

Other related tasks of the project are the design of international study tour and workshop for presenting the study results. An international study tour on e-government for senior officials from the Government of Thailand including coordination of meetings with identified institutions, practitioners and experts will be designed based on the discussion and coordination with MICT for final conclusion on a travel itinerary and organization of meetings and coordination of contacts.

International Study Tour

To plan an international study tour, it will take into account the e-Government development rankings in a global context such as from the United Nations e-Government Survey 2012 that addresses the conceptual and analytical issues related to how the countries utilize ICTs to support citizen centric service delivery and citizen participation in service delivery to ensure sustainable development. Since the UN e-government rankings in 2012 reflect an assessment of which countries are undertaking their e-government development with a view on integrated and user-centric public service delivery, the list of top world e-government development leaders will be the reference for selecting and proposing potential destination countries. The travel itinerary for the international study will be in accordance with the topics of relevant interests, such as connected e-government, institutional structures and governance, innovation in public services, crowd sourcing, open data initiative, operational outsourcing, through the concept and information mostly gained from the United Nation e-Government Survey 2012.

The travel plan will be proposed into 2 alternatives, which conceptually are:

1. *Policy-Level Visit for Top Executives (Minister, Permanent Secretary/CEO, Deputy Permanent Secretaries/CIO)*
   Mission: Ministerial/CEO/CIO's visit for discussion and experience on high-level topics, such as e-government policy and strategies, trends/scenarios of future e-government, economics of e-government, long–term sustainability of e-government development, cooperation and coordination measures (e.g. institutional coordination, international cooperation)
   Proposed Destination Countries: The countries of choice are tentatively Switzerland (e-Government Strategy Switzerland with the principle of

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"multiple usage and open standards"), Poland (Electronic Communication System for Public Administration or SEKAP – an example of innovative regional solutions to e-government and good practice for other regions, e-Court, e-Tax, and e-Land and mortgage systems)*.*

Initial Interests: EU Member States' governments have developed cross–border e-government services for citizens and businesses in support of the creation of pan–European electronic government so that European citizens and enterprises can access to governmental and administrative services while staying in a different EU Member State than their country of origin. In strengthening European integration, European Union (EU) is transforming information (informed) society into civil (co–decisive) society. Modern information and communication technologies are employed in public administration to adjust modern e-government services to the users' needs and to create significant potential for the sphere of increased citizen activity and participation in governmental processes. The European Commission is running Large Scale Pilots which constitute building blocks for cross–border digital public services supporting mobility of people and services across the EU[3]. These concepts of pan-European e-government as well as cross-border digital public services may provide the ground thoughts for gearing e-government development of Thailand in alignment with related directions of ASEAN and ASEAN Economic Community in the near future.

Opportunities/Strengths: The top executives will have a chance to be oriented with new aspects of e-government development in a regional context and explore high-level collaboration. Moreover, with a view of institutional cooperation and partnership, the Faculty of Engineering of Kasetsart University has received active collaboration from the universities in Switzerland (University of Applied Sciences) and Poland (University of Technology and Life Sciences at Bydgoszcz) in the academic program of IT project management for over 5 years consecutively. This is seen as a good opportunity to achieve effective and efficient coordination and organization for the visit plan.

Constraint/Weakness: High cost and time consuming of travel

2. ***Implementation-Level Visit for Senior and Operational Officials (Department/Division Directors, Section Heads, Experts)***
   Mission: Senior Officials' visit for discussion and experience on topics, such as e-government interoperability/connected government, innovation in public services, institutional structures and governance, concepts of radical re-engineering of public services, open government initiatives.

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[3] summarized from the conference proceedings (an informal paper prepared by the Polish Presidency, summarising the results of and key issues discussed at the Conference), the 6th European Ministerial eGovernment Conference entitled "Borderless eGovernment Services for Europeans" held in Poznań, Poland, 17–18 November 2011

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Proposed Destination Countries: The countries of choice tentatively are Republic of Korea (broadband policy, institutional governance, m-Government, uTradeHub/NSW, Bridging the digital divide at the last miles), U.S.A. (e-government business process outsourcing, open government initiative, e-participation), Singapore (e-Citizen, e-Port, TradeNet....)

Initial Interests: According to the UN e-Government rankings 2012, Republic of Korea, U.S.A., and Singapore are the world's top 20 e-government leaders and also the top two e-government leaders in Asia for Korea and Singapore. The UN e-Government assessment focused on the concept of integrated services exploiting inter-linkages among different public services on a functionally and/or thematically similar one-stop-shop portal. Single sign-on integrated services on portals can organizationally transform public service delivery and can increase functional productivity in governments by identifying and improving governance processes and mechanisms across several departments, leading to greater efficiency and effectiveness of services along with needed cost savings. With a focus on governance solutions that enhance service delivery and streamline public sector efficiency, the United Nations e-government rankings in 2012 reflect an assessment of which countries are undertaking their e-government development with a view to integrated, user-centric public service delivery. Based on the integrated public services concepts with the reflection of their most successful implementation, the world's top e-leaders such as Republic of Korea, U.S.A., Singapore highly call attention and inspire other countries including Thailand to learn the best practices from them.

Opportunities/Strengths: Thailand has already had good relationship and close collaboration with some e-Government related organizations in Republic of Korea and Singapore while a few in U.S.A. to facilitate effective coordination and organization of the study trip. A chance to learn actual success cases of implementation and best practices of all interested aspects of e-government development and opportunity for further collaboration especially on technical assistance/support and capacity building are quite high for Thai government officials. Moreover, the cost and time consumption for travel within Asia is rather affordable, but of course not for the U.S.A.

Constraint/Weakness: A visit to the U.S.A. takes high cost and time for travel. The issue of high security system will be the other constraint for the visit to the U.S.A. both during visa application process and domestic organization visits.

Organization of Workshop

A workshop to present the study results of deliverable (2), (3) and (4)) as a PowerPoint (in both English and Thai) to MICT and other government officials and

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publishing of deliverable (2), (3), (4) and the presentation under deliverable (5) on a website arranged by MICT will be conducted upon discussion with MICT.

In addition, the recommendations on Thailand's directions for the development of e-Government to align with related directions of the Roadmap for an ASEAN Community (2009-2015) will be also provided.

2.3 Deliverables and Work Plan

The deliverables under this project based on its focuses, objectives, and scope within the timeframe will include an inception report; an interim report; a final report; and a conduct of a workshop, as follows:

1. *Inception Report (to be submitted on 15 January 2013)*
   a. Work Plan
   b. Conceptual Framework
   c. Methodology

2. *Interim Report (to be submitted on 11 April 2013)*
   A study report of existing Thailand e-Government Development and Implementation (in both English and Thai) consisting of sections on:
   a. Interoperability
   b. Institutional structures and governance
   c. Innovation in public services, and
   d. Doing more with less for more

3. *Draft Final Report (to be submitted on 14 June 2013)*
   3.1 A draft consolidated report (in both English and Thai) consisting of sections on:
      a. Interoperability
      b. Institutional structures and governance
      c. Innovation in public services, and
      d. Doing more with less for more
   3.2 Travel itinerary for an international study tour for senior officials from the Government of Thailand, together with organization of meetings and coordination of contacts.

4. *Final Report (to be submitted on 13 August 2013)*
   A consolidated report (in both English and Thai) consisting of sections with recommendation on:
   a. Interoperability
   b. Institutional structures and governance
   c. Innovation in public services, and
   d. Doing more with less for more
   The recommendations on Thailand's directions for the development of e- Government to align with related directions of the Roadmap for an ASEAN Community (2009-2015) will be also provided in the final report.

5. *Conduct of a workshop* to present deliverable (2), (3) and (4) as a PowerPoint (in both English and Thai) to MICT and other government officials and

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publishing of deliverable (2), (3), (4) and the presentation under deliverable (5) on a website arranged by MICT. (***to be completed no later than 13 August 2013***)

The specific outputs of each task cluster will include the followings:

Task Cluster 1: Interoperability
1. The report including:
    a. A study of existing e-Government services and infrastructure in Thailand.
    b. A Business case for the program.
    c. Governance model for ensuring interoperability and data sharing.
    d. Draft privacy and data sharing policy.
    e. Draft supplier management guidelines for ensuring interoperability.
    f. Channel integration framework.
2. A strategy and actionable recommendations for ensuring interoperability across the government
3. A consolidated list of reference models and resources available internationally, that have been validated through successful use, and that can be re-used by the Government of Thailand

Task Cluster 2: Institutional Structures and Governance
1. Definition of respective role of ministers, permanent secretaries, departmental directors and CIOs for bringing coherence to the design and implementation of e-government programs.
2. Mechanisms for cross agency collaboration and collaboration with the private sector.
3. A section on collaboration tools/dashboards that could be used for achieving better management of the program and a section on capacity building and training
4. Actionable recommendations for effective management oversight and coordination of e-government programs and initiatives

Task Cluster 3: Innovation in Public Services
1. A report spelling out funding requirements for establishing the program of innovation in public services.
2. A draft strategy on use of open source for developing vertical applications including mechanisms for licensing of applications, sharing of IP with the private sector, and the use of app stores and online repositories for sharing of source code.
3. Recommendations together with funding estimates for establishing an online platform for running challenges and crowd sourcing ideas.
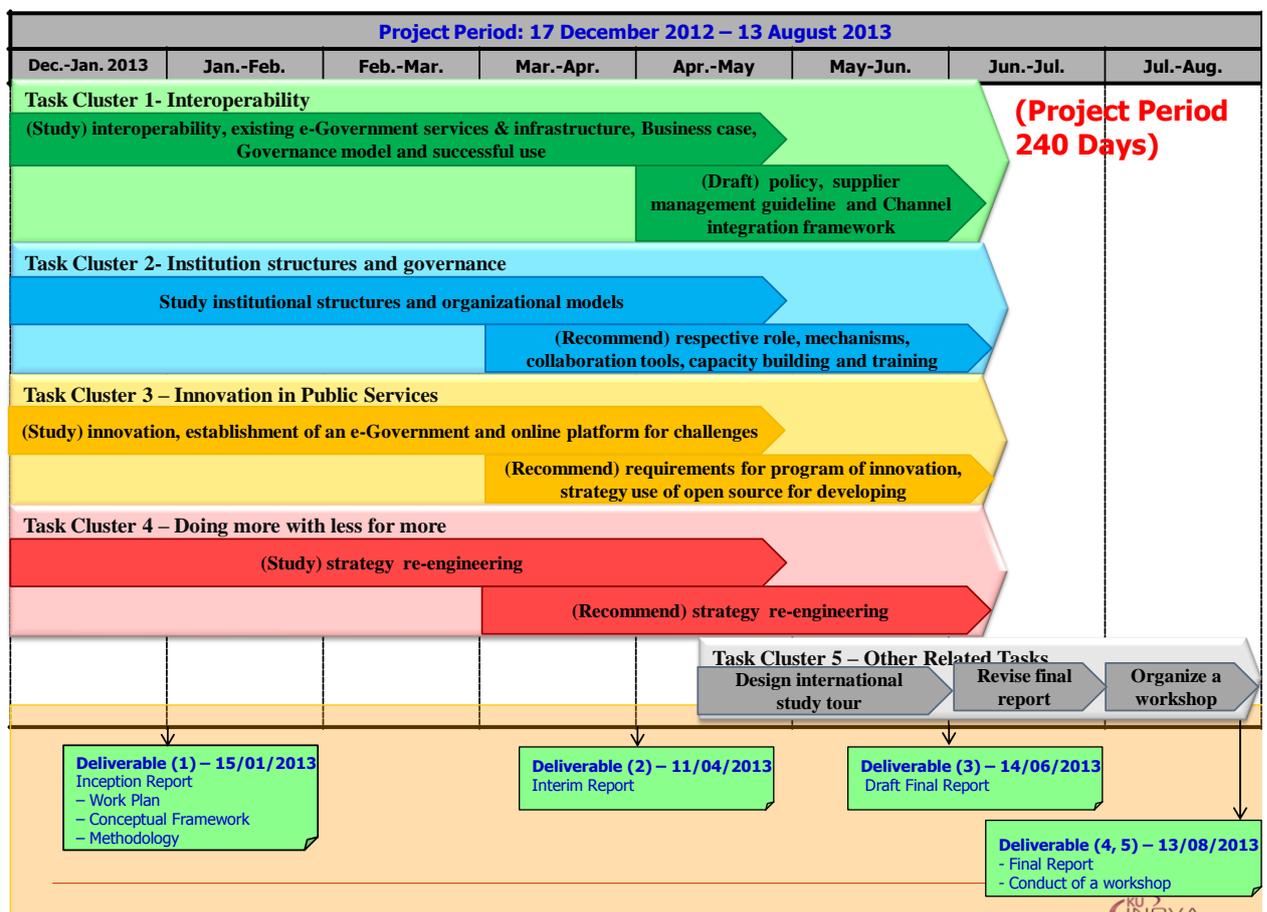
Task Cluster 4: Doing More with Less for More
1. The report laying out a strategy together with actionable recommendations on implementing concepts of radical/frugal re-engineering and radical cost reductions in the use of IT by the Government of Thailand
2. Identification of one or more services that could be taken up on priority to demonstrate the concept.

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Task Cluster 5: Other Related Tasks
1. Travel itinerary including rationales and objectives for an international study tour for senior officials from the Government of Thailand, together with organization of meetings and coordination of contacts
2. A workshop to present deliverable (2), (3) and (4) as a PowerPoint (in both English and Thai) to MICT and other government officials and publishing of deliverable (2), (3), (4) and the presentation under deliverable (5) on a website arranged by MICT.
3. The recommendations on Thailand's directions for the development of e-Government to align with related directions of the Roadmap for an ASEAN Community (2009-2015).

Work Plan

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Work Schedule

No.	Activities	17 Dec.-15 Jan.	16 Jan.-15 Feb.	16 Feb.-15 Mar.	16 Mar.-15 Apr.	16 Apr. -15 May	16 May-15 Jun.	16 Jun. -15 Jul.	16 Jul.-13 Aug.
Interoperability									
1	Study interoperability for both locally and globally, and propose a strategy, and offer actionable recommendations for ensuring interoperability across the government.	←————————				————————→			
2	Study existing e-Government services and infrastructure in Thailand by interaction with key officials in 20 ministries, and with external stakeholders including private sector organizations (both IT and others), civil society, academic institutions and individual experts.	←————————				————————→			
3	Study Business case for the program.	←————————				————————→			
4	Study and recommend Governance model for ensuring interoperability and data sharing.	←————————				————————→			
5	Draft privacy and data sharing policy.				←————————			————————→	
6	Draft supplier management guidelines for ensuring interoperability.				←————————			————————→	
7	Recommend Channel integration framework.				←————————			————————→	
8	Study consolidated list of reference models and resources available internationally, that have been validated through successful use, and that can be re-used by the Government of Thailand.		←————————		————————→				
Institutional Structures and Governance									
9	Study institutional structures and organizational models available in the public and private sectors with a view to offering actionable recommendations for effective management oversight and coordination of e-government programs and initiatives.	←————————					————————→		

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No.	Activities	17 Dec.-15 Jan.	16 Jan.-15 Feb.	16 Feb.-15 Mar.	16 Mar.-15 Apr.	16 Apr. -15 May	16 May-15 Jun.	16 Jun. -15 Jul.	16 Jul.-13 Aug.
10	Recommend the respective role of ministers, permanent secretaries, departmental directors and CIOs for bringing coherence to the design and implementation of e-government programs.				◄	───	───	►	
11	Recommend mechanisms for cross agency collaboration and collaboration with the private sector.				◄	───	───	►	
12	Recommend collaboration tools/dashboards that could be used for achieving better management of the program will also be included.				◄	───	───	►	
13	Recommend capacity building and training.				◄	───	───	►	
Innovation in Public Services									
14	Study innovation in public services to come up with a strategy and actionable recommendations on fostering innovation in the delivery of public services in Thailand.	◄	───	───	───	───	►		
15	Study the establishment of an e-government innovation lab in a suitable anchor institution, with linkages to the private sector and an emphasis on cross disciplinary and cross organizational approaches.	◄	───	───	───	───	►		
16	Recommend requirements for establishing the program of innovation in public services.				◄	───	───	►	
17	Recommend a strategy on use of open source for developing vertical applications, including mechanisms for licensing of applications, sharing of IP with the private sector, and the use of app stores and online repositories for sharing of source code.				◄	───	───	►	
18	Study and recommend, together with funding estimates for establishing an online platform for running challenges and crowd sourcing ideas			◄	───	►			

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No.	Activities	17 Dec.- 15 Jan.	16 Jan.- 15 Feb.	16 Feb.- 15 Mar.	16 Mar.- 15 Apr.	16 Apr. - 15 May	16 May- 15 Jun.	16 Jun. - 15 Jul.	16 Jul.- 13 Aug.
Doing more with less for more									
19	Study strategy together with actionable recommendations on implementing concepts of radical/frugal re-engineering and radical cost reductions in the use of IT by the Government of Thailand.	◄──────────────►							
20	Recommend strategy and implementation concepts of radical re-engineering				◄────────►				
Other Related Tasks									
21	Design international study tour on e-government for senior officials including coordination of meetings with identified institutions, practitioners and experts.					◄────►			
22	Organize a workshop to present the study results of deliverable (2), (3),(4)) as a PowerPoint (in both English and Thai) to MICT and other government officials and publishing of deliverable (2), (3), (4) and the presentation under deliverable (5) on a website arranged by MICT							◄────►	
Reports									
23	Inception Report	◄───◆							
24	Interim Report		◄────────◆						
25	Draft Final Report					◄────────◆			
26	Final Report							◄────────◆	