



**The Republic of Vanuatu/La République de Vanuatu**

**Office of the Prime Minister/Bureau du Premier Ministre**

**Office of the Government Chief Information Officer (OGCIO)/  
Bureau du Chef de Service de l'Information (BCSI)**

# **OGCIO**

# **Corporate and Business Plan**

# **2013-14**

December, 2012



## Greetings from Fred Samuel, Chief Information Officer!

Welcome to our business plan! This Corporate and Business Plan is the first ever plan by the Office of the Government Chief Information Officer (OGCIO), and as such represents a major milestone in the development of the Office. The position of Chief Information Officer (CIO) and the OGCIO was established by Council of Ministers on 23 November 2011, in decision number 109-2011. In only a year, the Office has already achieved a number of important goals, as described later in this Plan.

OGCIO has two main foci: First, to use ICTs (information and communications technologies) to efficiently and effectively achieve an educated, healthy and wealthy Vanuatu. Second, to lead the iGov Initiative, (the Integrated Government Initiative), which uses world-class e-government solutions and ICTs to bring better service delivery methods to all ministries and agencies, and ultimately to Vanuatu's residents and businesses.

Both of these areas are well underway, and we believe they will lead to a better Vanuatu, with a more responsive, citizen-focused government, and a population that is better off in many ways.

We hope you enjoy reading our Corporate Plan, and we invite your comments and inputs. Thank you for your interest in the exciting world of ICTs!

Sincerely,

Fred Samuel  
OGCIO



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## **Approach to this Report**

To develop this Corporate and Business Plan, OGCIO undertook a scan of other Government of Vanuatu ministerial Corporate Plans, and also carefully reviewed the corporate, business or strategic plans of CIO or similar organizations in countries leading the world in ICTs, including Singapore, Australia, Estonia and South Korea, among others.

It was found in general that the more developed the country, the shorter and more “high level” the plans. Some Government of Vanuatu (GoV) ministerial plans were quite detailed, with dozens of detailed spreadsheets describing projects and sub-projects, while some plans were only two to three pages, with minimal detail. Since this is OGCIO’s first Corporate and Business Plan, we decided to pursue a middle course, providing details on our vision, mission, values, planned programs, and organizational chart, but not providing exhaustive spreadsheets on budgetary needs. These are available in other OGCIO documents already, and are somewhat dependent on funding still under negotiation.

This Corporate and Business Plan does contain two unusual sections, namely a section on international benchmarking, and a section on SWOT analysis.

In the benchmarking area we compare Vanuatu in its e-readiness and e-government effectiveness to all the other nations on Earth, using standardized and well-respected outside measures. This is apparently the first time this has ever been done in a GoV Corporate Plan, but we feel it is important to measure our progress against world-class organizations, in a fair and open comparison.

A SWOT analysis, a standard, useful business tool, is not usually included in most foreign corporate plans. However, such an analysis is traditional among the more complete GoV ministerial corporate plans, is quite useful, and is in line with our values of openness and transparency. Hence it is included here.

## **Motto of the OGCIO**

# **ICTs Blong Everywan!**

## **Vision Statement of the OGCIO**

High quality, high speed, highly useful, efficient, effective and affordable information and communication technology (ICT) tools for all Vanuatu residents, public servants and businesses, as a key enabler of good governance, and of the sustainable and inclusive economic and social development of Vanuatu.

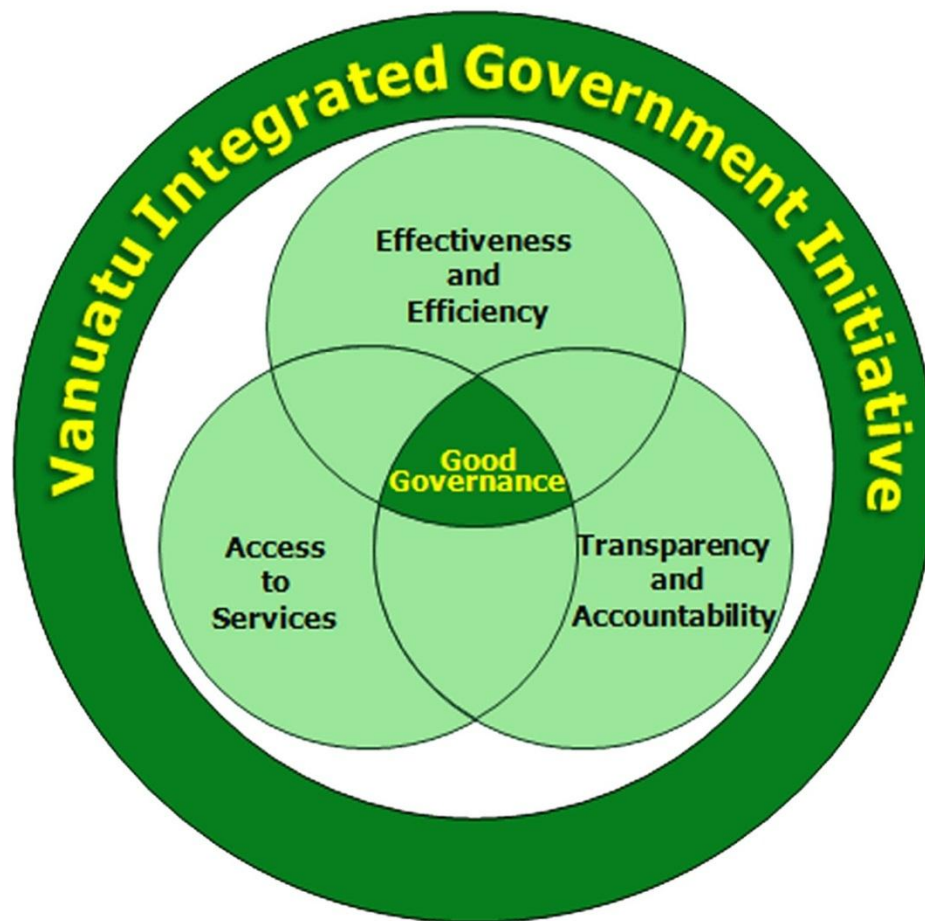
## **Mission Statement of the OGCIO**

The mission of the OGCIO is to:

- Lead and coordinate the Government's efforts to maximize contribution, efficiency and effectiveness of information and communication technology tools in achieving the national vision of an "Educated, Healthy and Wealthy Vanuatu."
- Lead and coordinate the effort to maximize the penetration of ICTs in society, government and business.
- Transform government service delivery where-ever feasible to be web-enabled, citizen-oriented, useful, rapid and accessible 24/7/365.
- Move up the various stages of the internationally-recognized e-government development sequence as rapidly as possible, to ultimately achieve seamless, integrated government service delivery.
- Lead and provide policy and strategy support to the iGov (integrated government) Initiative, coordinating efforts across all agency boundaries and at all levels, including for iGov budgeting and expenditures.
- Manage and standardize the government's network and ICT resources in a professional, customer-oriented and efficient manner.

## Our Values

The figure below shows the OGCIIO values and principles, and how they intersect and build to create Good Governance, a core value for our organization.



It was this graphic that was used by OGCIIO as the symbol of the first-ever National ICT Day in Port Vila in 2012. This is the symbol worn by OGCIIO staff in running the first-ever national Face-to-Face video-conference in August 2012, in which the Prime Minister and Leader of the Opposition answered tough, direct questions from residents of the outer islands.

## **Our Stakeholders**

Drawing on international best practice and on the GoV guidance documents (described later in this Plan), OGCIO has identified the following key external (national ICT policy) and internal (iGov applications) processes and programs:

- The people of Vanuatu
- PMO, Council of Ministers, Parliament, and Malvatumauri (National Council of Chiefs)
- Development Committee of Officials (DCOP), and the National ICT Development Committee (currently being established)
- Technical Advisory Group (TAG) of the OGCIO
- Ministries and agencies, including quasi-independent or independent agencies, of the Government of Vanuatu
- Telecommunications and Radiocommunications Regulator (TRR)
- Telecommunications service providers
- ICT equipment installers, sellers of ICT equipment, ICT consultants, offshore outsourcing firms, and other players and employers in the ICT market
- Other utilities in Vanuatu
- Vanuatu Chamber of Commerce and other business associations
- Labor unions and professional associations
- SMEs and organizations of SMEs
- Private sector firms
- Voluntary government watchdogs
- Public policy institutes and think tanks in Vanuatu and the region
- Regional and international associations active in ICTs
- Regional and international voluntary groups and professional associations active in ICTs
- Universities and colleges in Vanuatu and the region
- Public and private schools in Vanuatu
- Banks in Vanuatu
- Tourism organizations and agencies in Vanuatu and the region
- Agricultural associations in Vanuatu
- NGOs and donor partners active or potentially active in Vanuatu
- Diplomatic missions to Vanuatu, and countries active in trade, diplomacy, aid or exchanges with Vanuatu
- International and regional organizations active in the area of ICTs, in particular the International Telecommunication Union, the Asia-Pacific Telecommunity, and the Secretariat of the Pacific Community
- Press and media outlets, domestic and foreign, which cover Vanuatu

- Cultural centers, museums, speakers of regional and island languages, and other repositories of ni-Vanuatu culture and local content
- Custom land owners
- Current and potential investors in Vanuatu.

OGCIO has already consulted many of these stakeholders as part of its comprehensive review of the existing ICT systems and needs of all the ministries and agencies. This review explicitly included a section on “stakeholder response” for each ministry or agency. OGCIO is also dramatically increasing its level of stakeholder consultation, as part of its re-invigorating of the National ICT Policy development process. This process, set to continue through 2012 and into the middle of 2013, involves a structured process, including consultations and working groups, which will make the National ICT Policy an action plan with active stakeholder involvement in implementation, not just a document.

OGCIO is committed to continuing its efforts to involve and advise stakeholders, and to move to an even higher level in the future, by using ICTs to maximize democratic consultation and stakeholder input.

### **International Benchmarking**

Various e-readiness and e-government surveys are done annually or bi-annually around the world. These provide a neutral, objective measure of progress against internationally accepted benchmarks, and are a key tool in OGCIO’s assessment of its progress. Since Vanuatu is a small economy, and most surveys focus on the larger countries, only one of the major surveys actually measures Vanuatu directly. However, quite a bit can be learned from other surveys, hence the following three major surveys<sup>1</sup> are described here:

- Economist Intelligence Unit (EIU)
- Waseda University
- UNPAN.

This analysis will be done in some detail, since this has never been done before. Also discussed will be lessons learned by OGCIO from the literature on e-gov development models.

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<sup>1</sup> Other studies not described here include the World Bank Knowledge Economy Index survey, the World Economic Forum Networked Readiness Index, INSEAD’s Global Innovation Index, the Brown University e-gov surveys, ITU studies, etc. Generally these show the same findings as described here, and the World Bank study relies in part on the UNPAN study described in detail here.



## **Economist Intelligence Unit**

The Economist Intelligence Unit (EIU) is a branch of the well-regarded *Economist* magazine. The EIU survey of 70 countries was done in 2010 and ranks Sweden as the most e-ready country, with a score of 8.49 out of a possible 10.00, and with Denmark as second, the US as third, Singapore, Australia and New Zealand as 8<sup>th</sup>, 9<sup>th</sup> and 10<sup>th</sup> respectively, the UK at 14<sup>th</sup>, and Azerbaijan as last at a ranking of 70 and a score of 3.00/10.00. Vanuatu is not scored or ranked, and no other similar Pacific island countries are included in the survey. However, by examining the criteria for the survey, it is possible to estimate that Vanuatu would likely be scored about 3.50 on the 10.0 rating scale, in the same range as Ukraine, Indonesia and Pakistan (which are ranked 62-66 out of 70 countries).

The EIU uses 27 criteria in six areas to rate e-readiness. Many of these are long term items which are difficult for an organization like OGCIO to influence. Examples include: Political and macro-economic environment and degree of innovation (as measured by patents registered and R&D spending).

However, there are a number of criteria which are subject to OGCIO control or influence (through the development and implementation of a national ICT policy). These will be factored into OGCIO programs; they include:

- International Internet bandwidth
- Internet security
- Internet laws and electronic identification of individuals
- Ease of registering a new business
- Government spending on ICT as a percent of GDP
- Digital development strategy
- E-gov strategy and e-participation
- On-line procurement
- On-line government services for citizens and businesses
- E-business development level
- Use of Internet and e-gov by consumers and businesses
- Technical skill level of the workforce.








## **Waseda University**

Waseda University of Tokyo has done a prestigious survey of e-gov level of achievement for eight years, and most recently ranked 55 countries, with Singapore first (scoring 93.8/100.0) and Georgia last (36.8/100.0). Vanuatu is not ranked but Fiji is, at 49<sup>th</sup> in rank and 43.6/100.0 in

score. It is likely that Vanuatu would be ranked somewhat below Fiji in rank and score, perhaps with a score of about 40.0/100.0, if this scoring was done.

The criteria used by Waseda University in its e-gov rankings are as follows:

### WASEDA UNIVERSITY E-GOV CRITERIA AND EST. OF VANUATU SCORES

Indicators	Dimensions	Likely Vanuatu Score (of 5)
1. Network Preparedness/ Infrastructure	1-1 Internet Users 1-2 Broadband Subscribers 1-3 Mobile Cellular Subscribers 1-4 PC Users	
2. Management Optimization/ Efficiency	2-1 Optimization Awareness 2-2 Integrated Enterprise Architecture 2-3 Administrative and Budgetary Systems	
3. Required Interface - Functioning Applications	3-1 Cyber Laws 3-2 e-Tender systems 3-3 e-Tax system 3-4 e-Payment system 3-5 e-Voting system 3-6 Social Security Service 3-7 Civil Registration 3-8 e-Health system	
4. National Portal – Homepage	4-1 Navigation 4-2 Interactivity 4-3 Interface 4-4 Technical	
5. Government CIO	5-1 GCIO Presence 5-2 GCIO Mandate 5-3 CIO Organizations 5-4 CIO Development Programs	
6. e-Government Promotion	6-1 Legal Mechanism 6-2 Enabling Mechanism 6-3 Support Mechanism 6-4 Assessment Mechanism	
7. e-Participation/ Digital Inclusion	7-1 e-Information and Mechanisms 7-2 Consultation 7-3 Decision-Making	

Also included above (on the right) are OGCI estimates of how Vanuatu would score on these criteria, on a five star scale. This analysis is and will be factored into OGCI programs.

### UNPAN

The United National Public Administration Network (UNPAN, part of the UN Department of Economic and Social Affairs -- UNDESA) does a well-known regular survey of e-gov status among 190 countries in the world, and in 2012 ranked South Korea as first in the world (with a score of 98.3/100.0) and Somalia as last (6.4/100.0). Vanuatu is ranked as 135<sup>th</sup> in the world (of 190), with a score of 35.1/100.0. Various other rankings including Pacific island nations are shown in the table below.

## UNPAN E-GOV SCORES FOR SELECTED COUNTRIES

<u>RANK</u>	<u>SCORE</u>	<u>COUNTRY</u>	<u>FLAG</u>
1	98.3/100	S. KOREA	
2	91.3	HOLLAND	
3	89.7	UK	
5	86.9	USA	
6	86.4	FRANCE	
12	83.9	AUSTRALIA	
13	83.8	NZ	
105	46.7	FIJI	
113	43.6	PALAU	
114	43.5	SAMOA	
134	35.4	TUVALU	
<b>135</b>	<b>35.1</b>	<b>VANUATU</b>	
141	32.4	NAURU	
146	31.3	MARSHALL IS.	
149	29.9	KIRIBATI	
168	24.2	SOLOMONS	
177	21.2	PAPUA N. G.	
190	6.4	SOMALIA	

There may be some dispute over some of these figures -- for example it seems unlikely that Tuvalu could outscore Vanuatu -- but in the main this UNPAN rating is very useful and objective.

The UNPAN scoring is made up of four primary “pillars” which include the following sub-scores for Vanuatu (out of 100.0):

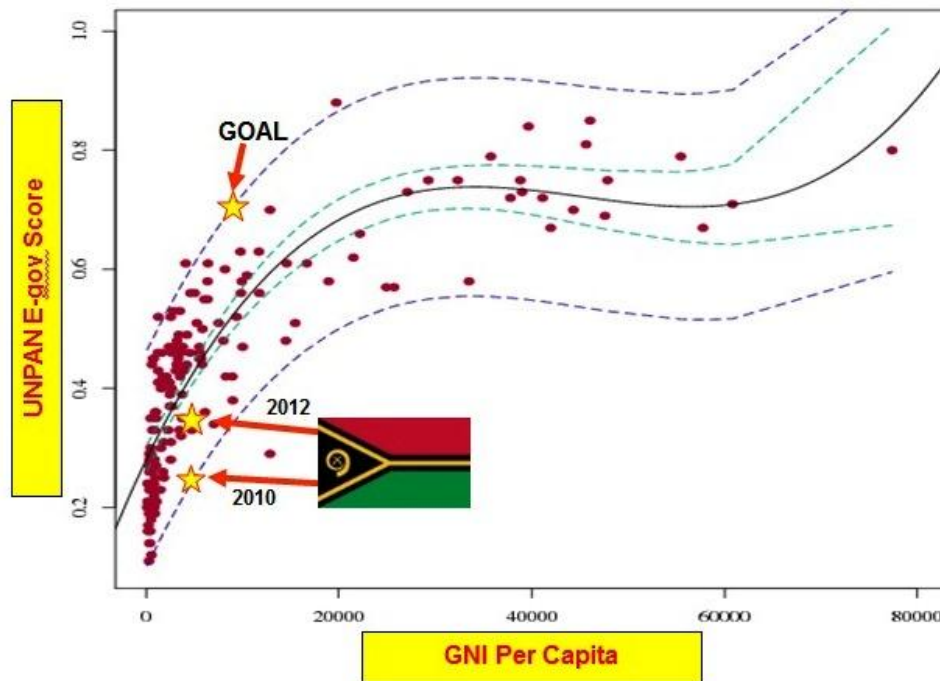
- On-line service quality: 22.2
- Infrastructure: 17.8
- Human capacity: 65.3
- E-participation: 5.3

Here it is clear that the lowest score by far for Vanuatu, and one which is most amenable to rapid increase, is the e-participation rating.

It is well understood that e-gov scores on ratings like this are largely driven by national per capita income or GDP per capita. This means that it is unfair in a way to compare a high per capita income country like Sweden with a low per capita income country like Vanuatu. Therefore it is appropriate to see how Vanuatu is really doing, by removing or examining the impact of income. The figure below does this, by taking the UNPAN score for various countries, and also providing the income figures for each country, thus creating a large scatterplot. Here the dark solid line curving through the scatterplot

is the regression line, and the two lines on either side show the first and second standard deviations above and below the regression line.<sup>2</sup>

## UNPAN E-GOV SCORES VS. GNI PER CAPITA



Focusing on the low income countries (on the left of the chart), the following points are evident:

- Vanuatu in 2010 scored quite low even within its income class, almost at the second standard deviation below what would normally be expected (i.e., a score right at the regression line, for its income figure).
- By 2012 Vanuatu had risen considerably in UNPAN score, with its income of course remaining about the same. This rise is perhaps attributable to creating the OGCIO and beginning the iGov Initiative. This 2012 score is much closer to the first standard deviation line and the regression line – or about what would be expected for this income level.
- The score of other countries, both low income and high income, varies quite a bit around the regression line, showing that while income is important, it is not the only determinant of e-gov score. Most analysts think that political will and technical expertise in society are other key determining factors.

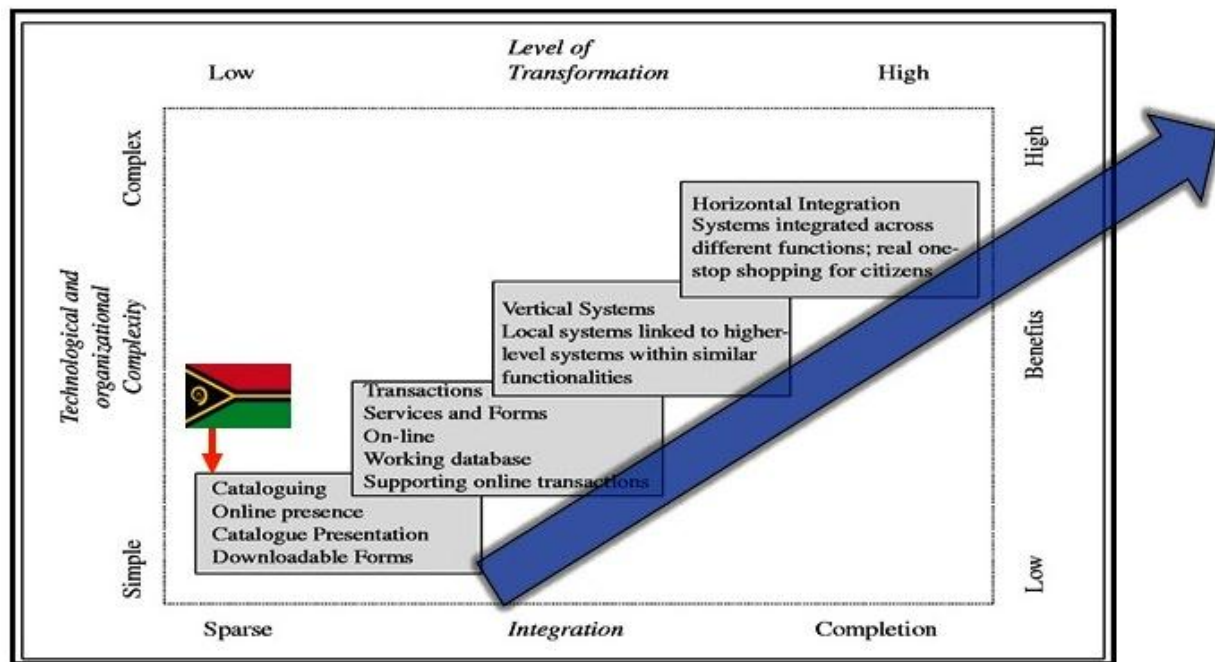
<sup>2</sup> This chart is adapted from Morton Goodwin, "Is Financial Wealth Leading to High Quality Government Services?" August 2010, [egovernments.wordpress.com](http://egovernments.wordpress.com). Scores are: 2010 e-gov: 25.21; 2012 e-gov: 35.12; GNI per capita in both years: \$2640 USD.

## Stages of E-gov Development

An entire literature has sprung up on the question of the stages and sequencing of e-gov development, with at least seven different stage models.<sup>3</sup> Many of these models have been applied to numerous countries, including developing countries.

A classic presentation is also one of the earliest analyses, done by Layne and Lee in 2001. It shows a four stage e-gov development sequence, running from simple but static on-line presence in stage 1 to horizontal integration across “stove-pipes” of various ministries and agencies (with high customer orientation and “one stop shopping” for citizens in their on-line interactions with government) in stage 4. This model is shown below.

### CLASSIC E-GOV DEVELOPMENT MODEL



Source: Adapted from Layne and Lee (2001)

Vanuatu is clearly in the early portion of stage 1 in this model, based on having:

- Little on-line cataloged information that is up-to-date
- On-line presence that is weak and not informative, with a few exceptions
- Few if any downloadable forms and information.

<sup>3</sup> Various well-known models have included the UN’s five stage model, Moon’s five stage model, and the Deloitte six stage model, among many others.

## **Summary of Key Points in Benchmarking**

The following points summarize the impact of this analysis of international benchmarking and e-gov stage development, on the OGCIO corporate plan:

- Vanuatu is ranked low on the e-readiness and e-gov rankings “league tables,” and is performing low even within its income class. The country is only in the early part of the first stage of the classic four-stage e-gov development sequence. Thus considerable additional work is required.
- Vanuatu has moved up substantially in its e-gov score in just two years. The country is on the right track, but with a long way to go.
- Vanuatu’s and OGCIO’s goal is to substantially increase its e-gov and e-readiness score within its income class (as shown by the “goal” star in the scatterplot above). This will have a positive long run effect on national per capita productivity and wealth, thus moving the “goal” star somewhat to the right on the income scale.
- Vanuatu’s and OGCIO’s goal is and should be to move as rapidly as possible up the four-stage classic e-gov development sequence.
- A number of the items ranked by outside scorers are important, worthy of study, within OGCIO control or influence, and some are not even very difficult or expensive. Thus for example the “National Portal” section of the Waseda ranking is already a high priority of OGCIO, is not costly, and can be implemented quickly (and is a “quick win” already identified by OGCIO). The e-participation ratings, quite low in the UNPAN, EIU and Waseda scorings, are actually quite easy to raise, via establishing on-line consultation and input, and are similar to the already implemented Face-to-Face video-conferencing direct political consultation. And the EIU items of having a “digital development strategy” and an “e-gov strategy” are relatively easy to undertake, and in fact are already underway or have recently been done.
- OGCIO is studying these ratings, has incorporating their lessons into this Corporate Plan, and will incorporate them as appropriate into future strategy statements and budget submissions.
- The various rating organizations need to be contacted by OGCIO to ensure that they receive the correct figures and thus are able to do completely fair and accurate ratings in the future.

## **Review of Foundation Documents**

There are a number of key documents that set out the mission and goals of the OGCIO, or define the environment in which the OGCIO operates, or define the program of the OGCIO. These include:

- Priorities and Action Agenda
- Millenium Development Goals
- Planning Long, Acting Short: Action Agenda
- Council of Ministers Decisions
- PSC Decision of 2009
- OGCIO Planning Products.

These are discussed below.

### **Priorities and Action Agenda**

OGCIO planning begins with the premise that the primary focus of ICTs in Government is to support the realization of government's vision and the achievement of government's objectives, whatever they may be. ICTs are seen as tools and enablers for the effective conduct of the business of government. As such, any discussion or plans regarding Vanuatu's Integrated Government Initiative must begin with its national vision and national development priorities.

In 2005, a review of the first Priorities and Action Agenda, developed in 2003, was undertaken. The resulting report, Priorities and Action Agenda 2006-2015 (PAA) re-affirms Vanuatu's national vision and articulates a Medium Term Strategic Framework consisting of seven Strategic Priorities. The National Vision, under the banner of "An Educated, Healthy and Wealthy Vanuatu" is as follows:

*By 2015 Vanuatu will have achieved a significant increase in real per capita incomes, along with steady growth in levels of employment. Within the region, Vanuatu will be among the leading countries in achieving the Millennium Development Goals in education, health, environmental management, and other key social indicators. Public sector reforms will have raised standards of governance, levels of productivity in the civil service, and will have resulted in higher standards of services and managerial accountability. Through continuing structural reform, Vanuatu will have established an effective enabling environment to sustain the significant private sector growth, which it aims to achieve in output and employment.*

The seven Strategic Priorities designed to realize the national vision are:

- Private Sector Development and Employment Creation
- Macroeconomic Stability and Equitable Growth
- Good Governance and Public Sector Reform
- Primary Sector Development (natural resources and the environment)
- Provision of Better Basic Services; especially in rural areas
- Education and Human Resource Development
- Economic Infrastructure and Support Services.

## **Millenium Development Goals**

As a party to the United Nations Millennium Declaration, the Government of Vanuatu is deeply committed to achieving the Millennium Development Goals (MDG), as indicated by their explicit inclusion in the national vision statement. Additionally, the MDG targets and indicators are included as key performance indicators in the PAA. The MDGs are to:

1. Eradicate extreme poverty and hunger
2. Achieve universal primary education
3. Promote gender equality and empower women
4. Reduce child mortality
5. Improve maternal health
6. Combat HIV/AIDS, malaria and other diseases
7. Ensure environmental sustainability
8. Develop a Global Partnership for Development.

While none of the MDGs or PAA Strategic Priorities explicitly mention ICTs in their titles, it is understood that all of the MDGs or PAA priorities can be facilitated, assisted, managed and made more efficient in their delivery via the use of ICTs and e-government. Indeed, many analysts have argued that ICTs constitute one of the major “force multipliers” in achieving these goals, without which failure is much more likely.

## **Planning Long, Acting Short: Action Agenda**

The Planning Long, Acting Short: Action Agenda 2009-2012 (PLAS) laid out objectives for various departments and agencies. This document re-affirmed and operationalized the PAA and MDG goals and objectives. Although this document is now expiring and was drafted before the creation of the OGCIO, there is at least one relevant section of the PLAS which is relevant to ICTs. This is section 2 (IV), which sets as a goal to “ensure vigorous telecommunications competition” that will drive prices lower and ensure greater access to ICTs for Vanuatu residents. In general this is a competition goal for the TRR to enforce, but OGCIO also has a significant role in increasing access to ICTs for Vanuatu residents, by creating a vigorous National ICT Policy and implementation under that policy.

## **Council of Ministers Decisions**

There are three relevant CoM decisions, namely:

- Council of Ministers Decision 6/2006
- Council of Ministers Decision 7/2008



- Council of Ministers Decision 109/2011.

Council of Ministers Decision 6/2006. This decision of 27 February 2006 was entitled “Information Systems Infrastructure and Service Management Strategy.” It stated that:

- The Government Information Systems Network would be upgraded, using donor funds
- All Government ministries and departments must comply with all standards (including standards on the procurement of equipment and software) established by the Information Services Division of the Department of Finance (the predecessor of the OGCIO).
- PSC and MFEM should take an active role on disciplinary actions on any cases of deliberate abuse of the Information System
- Ministries were ordered to design and implement a Disaster Recovery Strategy for all Government IT systems
- All Government Ministries and Departments were ordered to transfer all their IT systems to the Government Information Systems Network during the upgrade and following a timeline schedule provided by the DoFT, to reduce costs, improve security and effective communication
- A committee would be set up which includes representative of the various Ministries and chaired by the Director of Finance to oversee the implementation the Information Systems improvement strategy
- The Information Systems committee must report annually to the MBC on the progress of the of the Information Systems development
- An internal Government telephone network would be set up which would utilize the improved Government Information Systems Infrastructure
- There must be an improvement in the Network Security for all classified documents.

Council of Ministers Decision 7/2008. This decision, entitled the “Vanuatu E-government Project,” approved receipt of a low interest loan from China to finance the large Government Broadband Network (GBN), and authorized the Ministry of Infrastructure and Public Utilities (then in charge of ICTs in the GoV) to appoint members of the GBN work team.

Council of Ministers Decision 109/2011. This important decision, entitled “Transforming Government Service Delivery – Vanuatu Integrated Government Initiative 2011-2013,” was passed on 23 November 2011, and had the following main provisions:

- Established the Strategic Plan for Vanuatu’s Integrated Government Initiative (iGov Initiative)
- Established the OGCIO as the lead agency for the iGov Initiative

- Established that OGCIO will have overall interagency and cross-level coordination responsibility for the iGov Initiative and related matters
- Stipulated that the OGCIO will report directly to the Prime Minister
- Stated that OGCIO will provide policy and strategy development support to the National ICT Steering Group
- Gave the OGCIO the responsibility to provide advice on iGov expenditures, planning and accounting, although MFEM remains as the “financing and controlling entity for all Government ICT investments” and MFEM will “play a key role in Government ICT investment decisions.”

### **PSC Decision of 2009**

In December 2009 the Public Service Commission (PSC) endorsed the position of Chief Information Officer (CIO) in the Department of Finance and Treasury (DoFT) in the Ministry of Finance and Economic Management (MFEM). Subsequently, in April 2011 the PSC approved the first ever appointment of a government CIO in the Government of Vanuatu. The designated duties of the CIO were and are to:

- Advise the Minister of MFEM, the Director General (DG) of MFEM, Director of DoFT and the Government on strategic information & communication technology issues including the Government wide-area network, and inter-island communications issues.
- Steer and oversee DoFT responsibilities for implementing key ICT policies of the Government
- Oversee the operations of the IT Division to ensure they are consistent with the Government’s strategic direction and meet the operational needs of all Government agencies.

(As noted above, the CoM decision 109/2011 subsequently designated that the CIO and the OGCIO would report to and be located directly under the Prime Minister, as part of the Prime Minister’s Office --PMO.)

### **OGCIO Planning Products**

As part of its initial establishment and launch, OGCIO prepared a number of key documents which have helped to define its activities and target programs. These include:

- The Strategic Plan for Vanuatu’s iGov Initiative, 2011-2013
- The iGov Applications Requirement Document
- The iGov Initiative Activity Prioritization Workbook
- The Vanuatu iGov Initiative Requirements Analysis and Portfolio Definition Report

- The iGov Initiative Program Design
- The iGov Enterprise Architecture Design.

These documents were prepared in a careful, comprehensive, sequential manner, with extensive consultations with every stakeholder. All steps were documented, transparent and logical, and all reflected the higher level policy guidance discussed above.

## **Definition of iGovernment**

Because many definitions of the traditional term “eGovernment” exist, it is important to explain the use and the meaning in Vanuatu’s case, of the unique term “iGovernment.” In order to achieve the public sector reform objectives articulated in the Planning and Action Agenda (PAA) and the other high level guidance and policy documents discussed above, the focus of Government ICT deployment is on the *integration* of the currently widely divergent management processes and information sets. It is in line with international best practice (as discussed earlier) and with Vanuatu national planning guidance to be customer- and citizen-oriented, rather than to be solely focused on the agency or ministry point of view. This is often called “reducing the ‘stove-pipe’ orientation” of many current ICT systems. As such, the iGov Initiative has derived and adopted the definition of iGovernment:

The use by the Government of web-based Internet applications and other information technologies/systems, combined with the processes for implementing and managing these technologies, to:

- a) enhance the access to and delivery of Government information and services to citizens, residents, customers, private sector, other agencies, and other Government entities; or
- b) integrate and strengthen Government operations to increase effectiveness, efficiency, and service quality, and to strengthen accountability, increase transparency and combat corruption.

## **SWOT Analysis**

A SWOT (strengths, weaknesses, opportunities and threats) analysis is a classic business tool and is present in many GoV Corporate Plans. A SWOT analysis for the ICT sector and for OGCIO is presented here.

## Strengths

- The telecom/ICT sector in Vanuatu is growing rapidly and is becoming a major employer.
- The development of a final, adopted National ICT Policy is underway again, after a delay of several years.
- The Prime Minister's Office (PMO) and Ministry of Finance and Economic Management have a high level of commitment to and support of OGCIO plans and programs.
- The location of OGCIO in the PMO is in line with international best practice and provides an excellent platform for influencing line agency operations.
- The OGCIO has a good reputation and high donor support.
- The government CIO is trained, experienced, connected and committed.
- The OGCIO manages and controls the bulk of GoV ICT resources and assets.
- The OGCIO has now developed whole-of-government ICT Enterprise Architecture; comprehensive inventory of ICT assets; catalog of ICT applications in-house and set of future requirements; multi-year funding plan; strategic plan; and other key plans and documents.
- OGCIO services, assistance and projects are in high demand by line agencies.
- OGCIO staff are technically trained and very familiar with the new Government Broadband Network (GBN).
- The new GBN is modern and highly reliable, and is highly used by civil servants.

## Weaknesses

- The large distance and isolation of Vanuatu from major international markets, the spread of the country's population across many islands, and the difficult terrain, all increase costs and hamper service quality.
- The very high vulnerability of the country to almost every kind of disaster increases risks and costs, and deters investment in infrastructure.
- The monopoly in the electricity/water/sewer sector causes direct and indirect cost hikes for inputs in the telecoms/ICT sector; hampers provision of telecom service in rural areas; reduces quality of service (QoS) in the telecom sector (due to intermittent power failures); reduces overall economic growth, thus indirectly affecting the demand for ICT services; and makes it less likely that outside investors will invest in ICT efforts in Vanuatu, since electricity is one of the major inputs and cost elements of such projects.
- The relatively low levels of literacy and numeracy are a challenge in developing ICT skills and projects in the population.
- The installed copper-based wireline phone system in the country is unreliable and outdated, and is not being upgraded.
- Of the two OGCIO data centers, one is vulnerable to earthquakes and one to cyclones.

- The growth in wireless penetration is impressive, but wireless access via handheld devices is currently much less amenable to many e-gov applications than traditional wired access via laptops and desktop computers, despite recent emphasis in some countries on “m-government” (i.e. mobile e-government).
- OGCIO has little control of its human resource salary scale and promotion structure, which are not in line with market realities, leading to the likelihood of high turnover.
- OGCIO does not have a succession plan in place for its senior managers.
- OGCIO is reliant on outside advisors for many key areas, other than network management.
- OGCIO’s stable of contracting firms has some weak performers.
- OGCIO has only moderate real control over line agencies’ ICT spending and planning.
- To fully implement its plans and programs, OGCIO needs about \$50 M USD over the next 6-10 years; none of this large amount is currently secured.
- The vital FMIS SmartStream system, one of the few widely used, whole-of-government IT systems, needs replacement in the next 2-4 years; thus creating a substantial lump of planning, procurement, installation and training for OGCIO and MFEM.
- The GoV HR IT system, a module of SmartStream, is weak, not-feature-rich, and is not well integrated or utilized. A replacement will require a major effort in terms of planning, integrating with the new financial management system, procuring, installing and user training.

## **Opportunities**

- The very high percentage of youth in the population should facilitate rapid change and early adoption of new technologies.
- ICT sector development can lead to major gains in mobile banking, trade, agriculture, SME formation and expansion, tourism, and craft sales.
- ICTs can cut costs in the transport of goods, services and information around the island chain; which currently adds considerably to costs in all sectors.
- There is a high potential for growth in ICT-based jobs, taking advantage of the high fluency in English and French in the local population, and the increase in mobile penetration and ICT usage.
- Improvements in ICT technology should move mobile handsets from 3G in Vanuatu (4G in the developed world) to 6G or 7G in just 10 years, meaning very high functionality at affordable prices.
- Undersea fiber optic cable and/or O3b (or similar) broadband links should eliminate Vanuatu’s poor connection to the Internet, and lead to a 100-fold increase in bandwidth and price drops of 50-80%, if properly managed.

- Correctly designed and installed iGov Initiative programs and applications could lead to very large gains in productivity for each civil servant.
- There is a high potential for large increases in ICT-based democratic consultation and input on policy issues of national, provincial, island and local importance.
- There is a high potential for large gains in G2C, G2B and G2G (and the reverse) interactions and information flows, thus dramatically increasing government efficiency, openness and customer-orientation, and reducing the governmental burden on citizens and businesses.
- There is a high potential for a large rise in the ratings of Vanuatu in the “e-readiness scores” and “e-gov league tables,” thus improving the country’s image and attractiveness, and accurately reflecting its achievements.
- OGCIO has a high likelihood of attracting substantial donor funding for its programs.

## Threats

- The possible business or technical failure of the undersea fiber optic cable venture or the planned O3b satellite system could keep Vanuatu still isolated from the global Internet, at the end of a low-bandwidth connection, for some years or indefinitely.
- Possible pullout, weakness or failure of one of the two main telecom operators could lead to a monopoly or quasi-monopoly telecom market, driving up prices and stifling innovation.
- Natural disasters, fire, sabotage or cyber attack could lead to damage or destruction of OGCIO’s data centers; backup is available but is not world-class.
- The potential for a truly major disaster (e.g. super-cyclone, almost-Krakatoa-type explosion of the Ambae volcano, etc.) is not negligible; such a disaster could cripple the economy and dominate donor efforts for 3-5 years.
- Continued lack of Parliamentary and political leaders who regularly use and truly understand ICTs could lead to a drop in high level support.
- Loss of political or donor support could cripple OGCIO programs and progress.
- Shifting a high percentage of IT expenditures to the OGCIO budget could make that budget a large tempting target for budget slashing.
- The high initial capital cost of ICT expenditures and the need for regular, expensive technology refreshes and upgrades could lead to a backlash re funding.
- The lack of HR capacity re ICTs in the population, civil service, among the country’s teachers, and in the country’s university system, could lead to major bottlenecks in ICT adoption, production and efficiency.
- High turnover due to poor civil service IT salaries could reduce OGCIO capabilities.

- World-wide and especially in the developing world, e-gov and ICT projects have a fairly low rate of highly satisfactory performance; a high rate of success in the GoV will require high commitment, funding, consensus and professionalism.

## **Accomplishments to Date**

Any Corporate Plan must recognize and build upon past accomplishments. Here the main accomplishments can be broken into two parts, the achievements in the telecom sector over the last several years, and the achievements of the OGCIO since its founding. These are presented below.

### **VANUATU ACCOMPLISHMENTS IN THE TELECOMS/ICT SECTOR**

- ✓ **Open competition (2008)**
- ✓ **Independent Telecom Regulator (2008)**
- ✓ **E-Government Network Infrastructure (2008)**
- ✓ **8 new ISP licenses (2009) (now up to 15)**
- ✓ **Draft National ICT Policy (2010/2011)**
- ✓ **e-Government Strategic Road-Map (2011)**
- ✓ **Integrated Govt. Initiative (iGov Plan 2012-17)**

A major result of these various policy, regulatory and market changes has been the enormous explosion of the mobile sector, which has gone from only about 15 percent penetration in 2008 to over 80 percent in 2012. This is a tremendous accomplishment, and shows the beneficial results that can occur when government regulates market forces in such a way that the private sector is able to rapidly meet customer needs at reasonable prices.

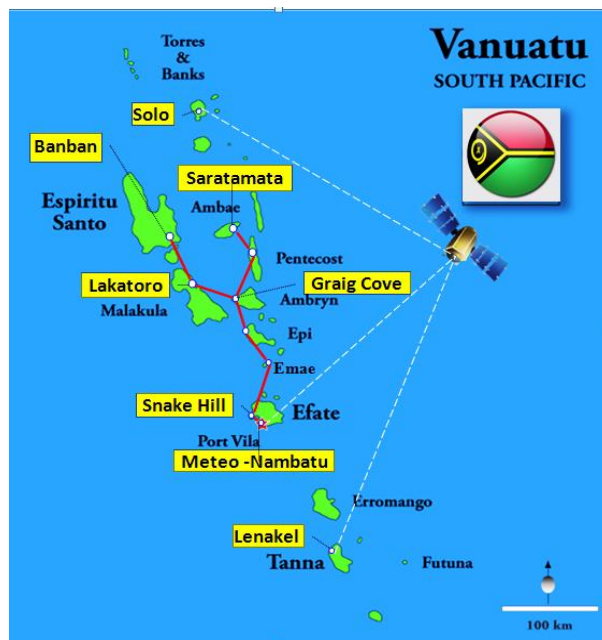
Turning to the OCIO, the list below identifies the major accomplishments of the organization since its founding, in November 2011.

## **OGCIO ACCOMPLISHMENTS SINCE FOUNDING**

- ✓ Created OGCIO in PM's Office & made it operational
- ✓ 1<sup>st</sup> ever "Face to Face" videoconference between out island citizens and the PM and Leader of the Opposition
- ✓ 1<sup>st</sup> ever National ICT Day
- ✓ Re-started the National ICT Policy consultation process
- ✓ 1<sup>st</sup> ever whole of govt. Enterprise Architecture
- ✓ 1<sup>st</sup> ever audit of all GoV ICT/IT assets
- ✓ 1<sup>st</sup> ever catalog of GoV IT applications and needs
- ✓ 1<sup>st</sup> ever move to centralize & standardize ICT purchases and budgeting
- ✓ Working closely with PIPP and other respected open govt organizations

Another major accomplishment, worthy of its own separate mention, is the construction of a world-class, reliable and highly used Government Broadband Network (GBN). This \$USD28M network was a major step forward, and is the platform on which future iGov Initiative applications will ride. Many developing countries have government networks, but often these are unreliable, outdated and little used. Vanuatu's GBN is one of the best in the Pacific, and is a key building block for future progress. A graphic presentation of the network is shown below.

### **GOVERNMENT BROADBAND NETWORK**





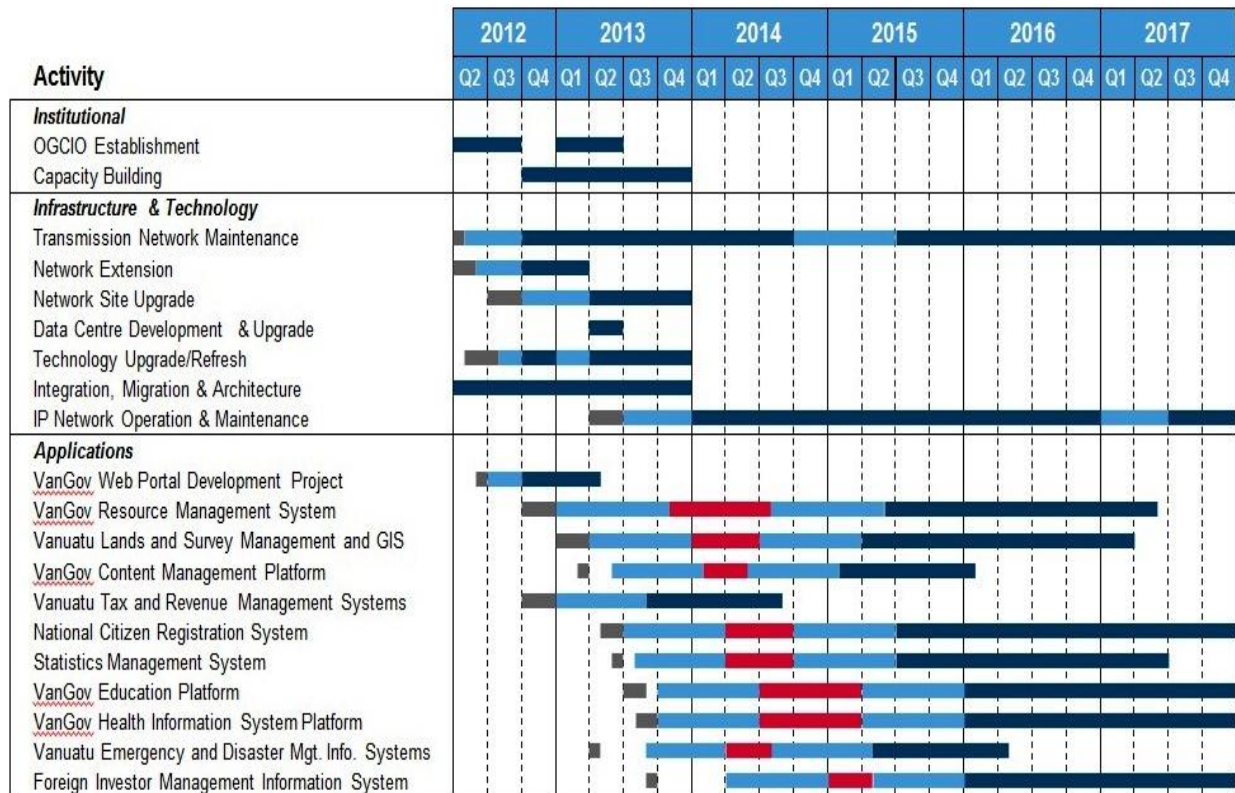
## Program Areas

OGCIO in 2011-12 went through a rigorous and comprehensive process of identifying all existing GoV ICT internal needs and applications, listing all desirable improvements, applications, platforms and systems, and prioritizing the desirable items into a list of institutional items (such as establishing and expanding the OGCO), infrastructure and technology projects (such as upgrading the current data center), and applications (such as developing and installing a modern Internet portal for the GoV). This was the first-ever such exercise undertaken within the GoV.

All these items were sequenced and planned over time, with periods allocated for initial planning and business case analysis, detailed requirements development, procurement, installation and training. The planning horizon used was 2012 through 2017.

These key program areas are shown in the graphic below.

### OGCIO PROGRAM ACTIVITIES PLANNED OVER TIME

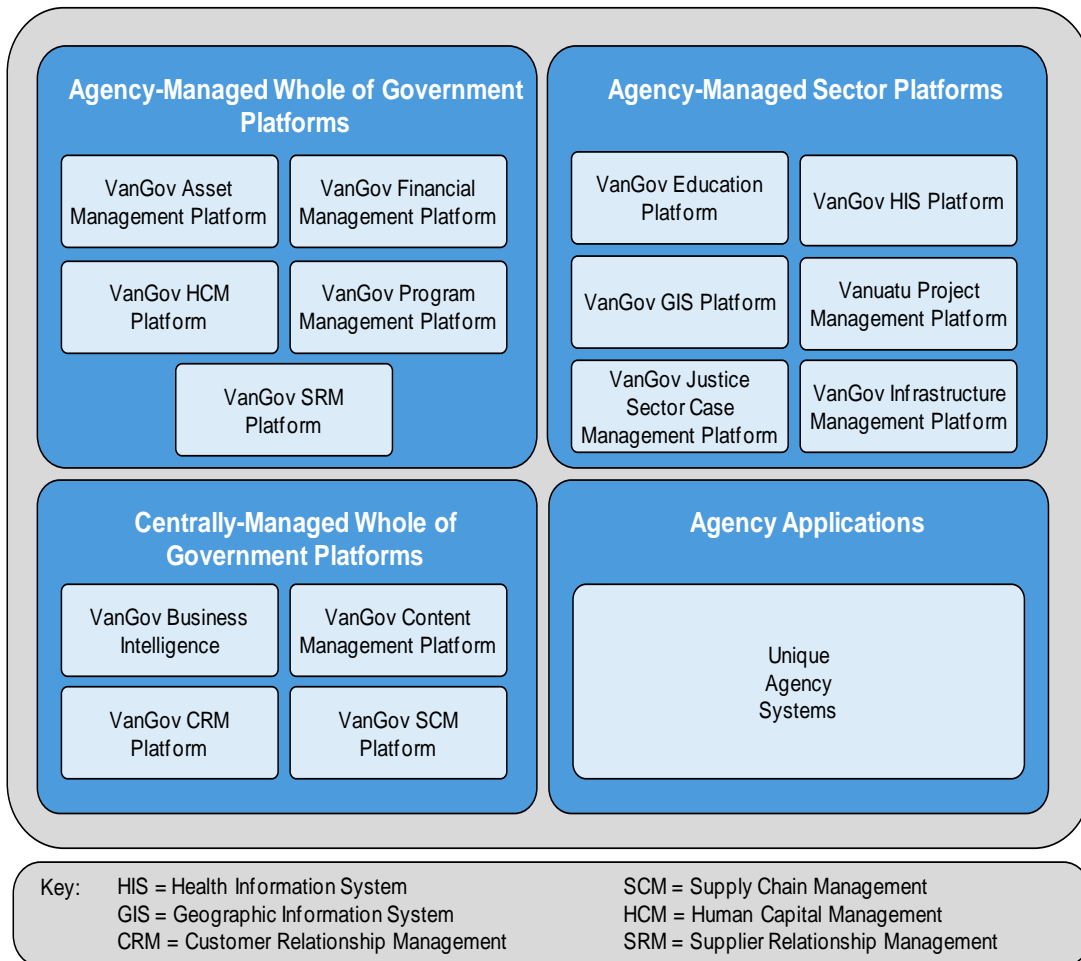


OGCIO has identified four major types of systems that it plans to install. These are:

- Centrally managed whole-of-government platforms (an integrated collection of systems), to be managed by the OGCIO (e.g., a business intelligence “dashboard” platform that will provide key information to top decision-makers)
- Agency-managed whole-of-government platforms, to be managed by a selected ministry or agency (e.g., the government financial management system, to be managed by MFEM but used by virtually all ministries and agencies)
- Agency-managed sector platforms (e.g., the justice sector case management platform, to be used by all agencies involved in the justice system, and to be managed by one (yet to be determined) agency)
- Agency applications; these are specialized systems that do not need to interact across agency lines.

OGCIO’s concept for these four types of systems, and a list of the major ones, is presented graphically below.

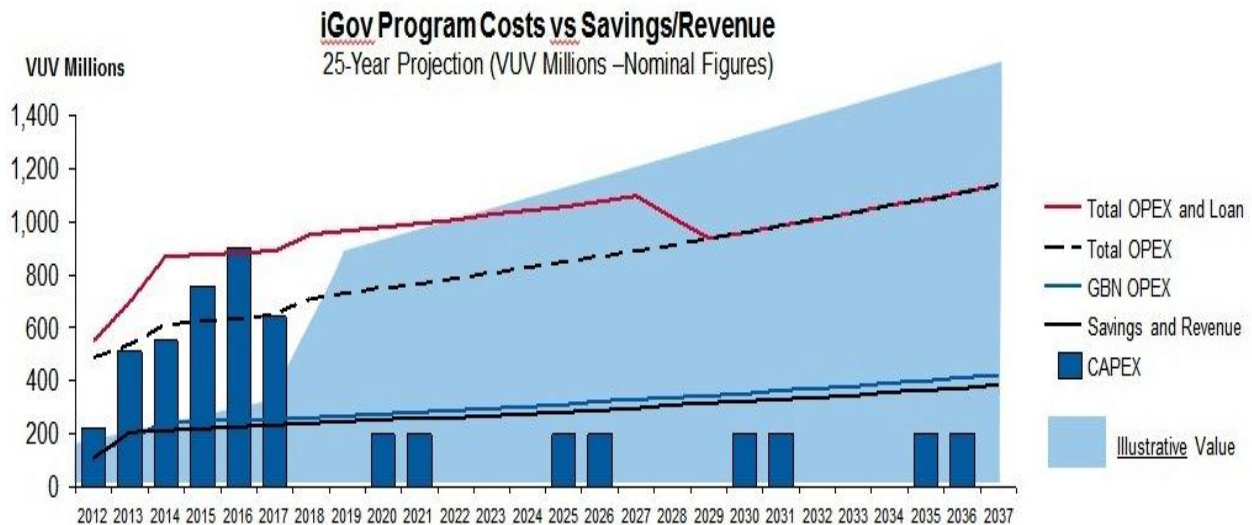
### TYPES OF PLATFORMS OGCIO WILL BE INSTALLING



It should be noted that the systems and platforms described above focus on the iGov Initiative, and thus on improving GoV internal operations. The development and execution of a National ICT Policy, which will have a major external impact on Vanuatu society and the economy, are a separate and important focus of the OGCIO.

## **Budget Requirements**

During 2011-12, OGCIO took its various iGov Initiative programmatic and applications needs, prioritized as described above, and carefully costed them out in terms of CAPEX and OPEX over a 25 year time horizon. The summary of this analysis is shown below:



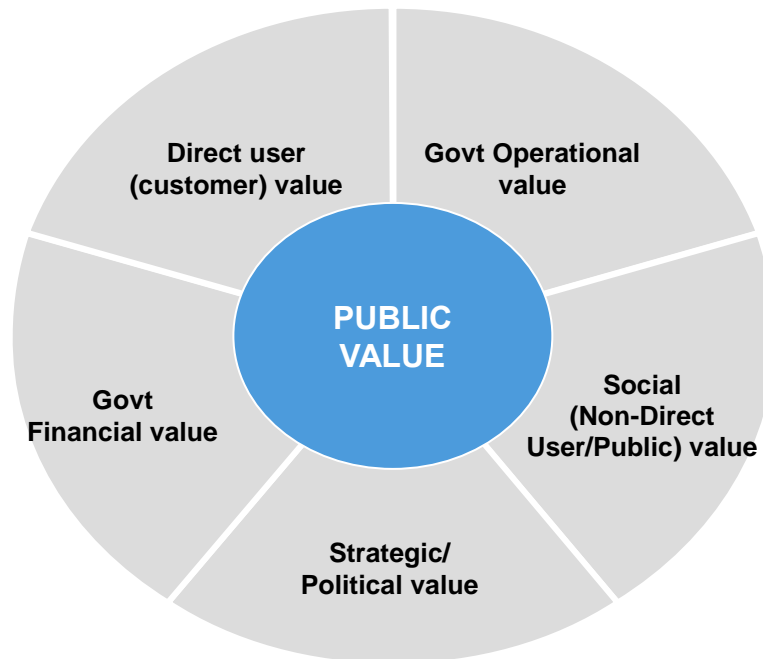
Here it can be seen that the initial capital and operational requirements in the first six years of OGCIO iGov Initiative activity are high, totaling about \$USD 50 million, or about \$USD 8.3 million per year. The CAPEX costs then drop as the major systems have been installed, although each requires a “technology refresh” about every four years. Estimated efficiency gains and savings due to installation of the major systems is greater than the cost of the systems (as shown in light blue in the large trapezoid in the right of the chart), and in fact social and “public value” gains would be even greater.

Recall that costs associated with developing and executing the National ICT Policy are in addition to these iGov Initiative costs. Thus, for example, if it became a national policy to

install, say, a computer lab in every school, or to provide tablets to many students, all those costs would be on top of the budget requirements described above. Since the National ICT Policy is still under development, and will be a major focus in 2013, a cost estimate is not yet available.

OGCIO's concept of the public value gains due to e-government (or iGov Initiative) installation is shown in the graphic below.

### Public Value Elements



Key points to be taken from this graphic are:

- Government operational value elements can be orders of magnitude improvements realized in current government operations and processes
- Government financial value includes cost savings and cost avoidance realized by the government due to the installation and operations of e-government
- Social value items are benefits that accrue to society as a whole (e.g. increased technical skill and earnings in the population, due to increased emphasis on ICTs and implementation of a national ICT policy)

- Strategic and political value items are benefits that move the OGCIO and entire GoV toward its strategic goals (e.g. increased trust in government, due to more government e-consultation of citizens, and more transparency and openness in government operations).

The detailed budget breakdown for the first two years of OGCIO operation is shown below (in USD). These figures reflect the costs in four key areas:

1. Foundational Activities: to continue the launch and expansion of the capabilities of the OGCIO
2. Quick Wins: identification of and pursuit of “targets of opportunity” which offer high, quick return for a low investment
3. On-going Activities: initial work (e.g. business case development) on systems which need major upgrading but are not entirely new. These include:
  - Vanuatu Lands, Survey Management and GIS
  - Vanuatu Tax and Revenue Management Systems
  - National Statistics Management System
  - VanGov Education Platform
  - VanGov HIS Platform
  - VanGov Financial Management Platform
  - VanGov Emergency and Disaster MIS
4. New Activities: initial work (e.g. detailed consultation with stakeholders, drafting of TORs for strategic studies) on new systems which much be designed from scratch. These include:
  - National Citizen Registration System
  - VanGov Human Capital Management Platform
  - VanGov Asset Management Platform
  - VanGov Content Management Platform
  - Foreign Investor Management Information System.

## OGCIO'S TWO YEAR BUDGET REQUIREMENTS FOR iGOV

COMPONENT/ACTIVITY	Estimated Costs (USD)			
	External Consulting	Govt. Staff or Contractors	Outsourced Services or Materials	Total
<b>Component 1 - Foundation Activities</b>				
1.1.Establishment of ICT Inv & Mgt Processes	139,500	7,500		147,000
1.2.Establishment of iGov Institutional Structure	175,500	33,500	170,000	379,000
1.3.Establishment of EA & Tech Standards	222,000	9,000		231,000
1.4.Vangov Info Security Audit & Framework	222,000	27,000		249,000
1.5.iGov Network Integration and Operations	66,000	252,000	2,700,000	3,018,000
1.6.Govt Data Architecture Project Preparation	104,000	11,000		115,000
<b>Component 2 - Quick Wins</b>				
2.1.Vanuatu Audit Management System	16,500	2,500		19,000
2.2.Vanuatu Govt Web Site Devt Project	49,500	31,500	150,000	231,000
2.3.Government Agency ICT Support	33,000	154,000		187,000
2.4.Voter Awareness Campaign Facility	49,500	5,000	100,000	154,500
2.5.Coop and Ni-Van Business Reg. System	8,250	2,000		10,250
2.6.Market & Trade Data Subscription Service	16,500	2,000	15,000	33,500
<b>Component 3 - On-going Activities</b>	107,250	17,000		124,250
<b>Component 4 - New Activities</b>	123,750	15,000		138,750
<b>TOTAL</b>	<b>1,564,250</b>	<b>601,000</b>	<b>3,135,000</b>	<b>5,300,250</b>

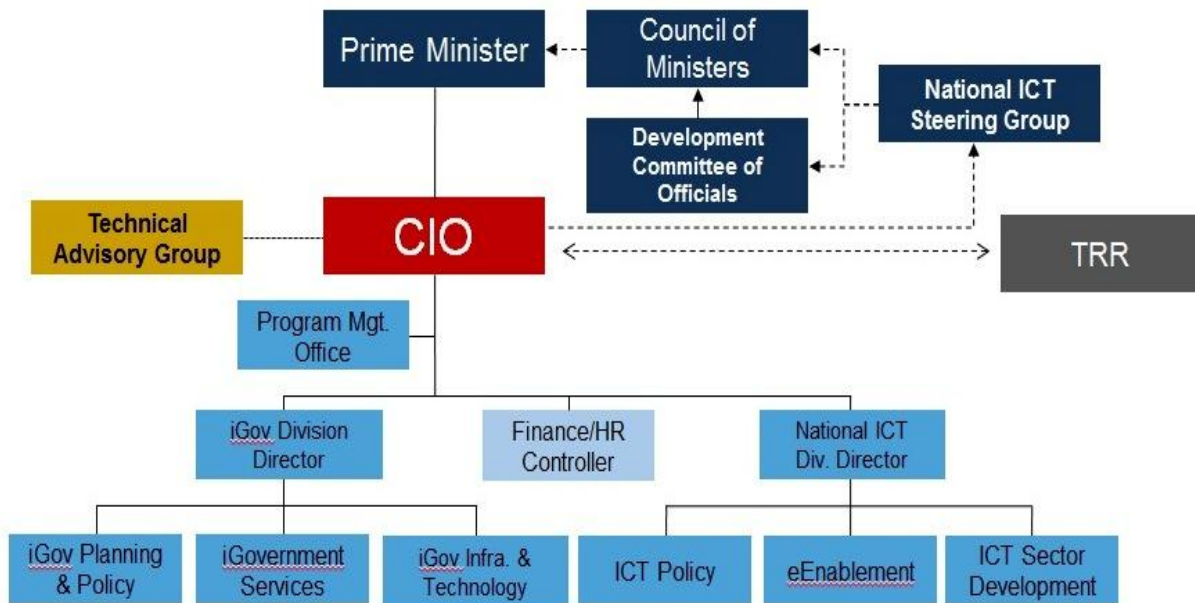
As discussed earlier, costs associated with the National ICT Policy development and delivery will be on top of these costs.

### **Organizational Chart**

The OGCIO organizational chart (organigram), designed to achieve these goals and objectives, is presented below, showing the relations of the CIO to the superior bodies (e.g. Prime Minister's Office), advisory or related groups (e.g. National ICT Steering Group), and subordinates (e.g. the two OGCIO division directors and the Finance/HR Controller).

Note that this chart is subject to change, as the OGCIO evolves, new guidance is received, more detailed functional analysis is undertaken, and additional responsibilities are identified or grow in importance.

## OGCIO Organizational and Location Chart



#end#