

# Transformational Government Framework Primer Version 1.0

Working Draft 02 – interim editorial draft

02 March 2011 – not stable

## Abstract:

This Primer is intended to serve as an introduction to and detailed overview of the “Transformational Government Framework” (TGF) - a practical “how to” standard for the design and implementation of an effective program of technology-enabled change at national, state or local government level.

It also covers the Framework’s rationale, purpose, scope, and intended use.

The Framework is a managed process of ICT-enabled change in the public sector, which puts the needs of citizens and businesses at the heart of that process and which achieves significant and transformational impacts on the efficiency and effectiveness of government.

The Primer is in three main parts:

- Part I, including an **Introduction** and **Overview**, sets out the context in which the TGF has been produced, its purpose, and the principal users at whom the Framework is aimed.
- Part II describes the **Transformational Government Framework** itself, including the conformance criteria by which users of the Framework may determine if they are conformant.
- Part III provides a set of **Guidance Notes** providing further information to users of the TGF on how they can implement it in practice.

## Status:

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Comment [PFB1]: Issue 17 - closed

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## 1 Disclaimer

2 The Committee will be developing OASIS 'Standards Track' deliverables in parallel to the current  
3 document and some material that is currently included here will in time and once work has stabilised  
4 be included in those deliverables and thence be removed from this work.

Comment [PFB2]: Re-ordered (JB)

5 This is a preliminary draft of what is intended to be produced as an OASIS 'Committee Note'. At this  
6 early stage, and given the volume of initial contributions to the Committee's work, this draft  
7 captures a complete overview of the work to develop the Transformational Government Framework.  
8 As such it currently contains sections and content that will not be appropriate to the Committee  
9 Note once approved.

10 ~~The Committee will be developing OASIS 'Standards Track' deliverables in parallel and some material~~  
11 ~~that is currently included here will in time and once work has stabilised be included in those~~  
12 ~~deliverables and thence be removed from this work.~~

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## 13 Part I: Introduction to the Framework

14 Part I covers:

- 15 • The **context** and historical background for Transformational Government;
- 16 • The **definition** of Transformational Government in this context;
- 17 • The **purpose** of the Transformational Government Framework (TGF);
- 18 • The **audience**, intended primary and secondary users, of the Framework;
- 19 • An **overview** with top-level description of the key components of the TGF with context on why
- 20 each is important.

### 21 Context

22 All around the world, governments at national, state, and local levels face huge pressure to do “more  
23 with less”: To raise educational standards to meet the needs of a global knowledge economy; To  
24 help our economies adjust to financial upheaval; To lift the world out of poverty when more than a  
25 billion people still live on less than a dollar a day; To facilitate the transition to a sustainable,  
26 inclusive, low-carbon society; and to achieve all this in a climate of public expenditure restrictions.

27 Responding effectively to these challenges will mean that governments need to deliver change which  
28 is transformational rather than incremental.

29 During much of the last two decades, technology was heralded as providing the key to deliver these  
30 transformations. Now that virtually every government is an "e-Government" - with websites,  
31 e-services and e-Government strategies proliferating around the world, even in the least  
32 economically developed countries - it is now clear that Information and Communication  
33 Technologies (ICT) are no “silver bullet”. The reality of many countries' experience of e-Government  
34 has instead been duplication of ICT expenditure, wasted resources, no critical mass of users for  
35 online services, and limited impact on core public policy objectives.

36 An increasing number of governments are now starting to address the much broader and more  
37 complex set of cultural and organizational changes which are needed if ICT is to deliver significant  
38 benefits in the public sector. Countries such as the UK, Canada and Australia have all recently  
39 published strategies which shift decisively away from "e-Government" towards a much more radical  
40 focus on transforming the whole relationship between the public sector and users of public services.

41 We call this process: **Transformational Government**

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## 42 Defining Transformational Government

43 The definition of Transformational Government used here and in the Framework is

### 44 **Transformational Government**

45 *A managed process of ICT-enabled change in the public sector, which puts the needs*  
46 *of citizens and businesses at the heart of that process and which achieves significant*  
47 *and transformational impacts on the efficiency and effectiveness of government.*

48 This definition deliberately avoids describing some perfect “end-state” for government. That is not  
49 the intent of the Transformational Government Framework. All governments are different: the  
50 historical, cultural, political, economic, social and demographic context within which each  
51 government operates is different, as is the legacy of business processes and technology  
52 implementation from which it starts. So the Transformational Government Framework is not a “one-  
53 size-fits-all” prescription for what a government should look like in future.

54 Rather, the focus is on the **process** of transformation: how a government can build a new way of  
55 working which enables it rapidly and efficiently to adapt to changing citizen needs and emerging  
56 political and market priorities. In the words of one of the earliest governments to commit to a  
57 transformational approach: “... *the vision is not just about transforming government through*  
58 *technology. It is also about making government transformational through the use of technology*”<sup>1</sup>,

59 A full understanding of this definition of Transformational Government can also be assisted by  
60 focusing on the four major ways in which Transformational Government programs differ from  
61 traditional e-Government programs:

- 62 • They take a whole-of-government view of the relationship between the public sector and the  
63 citizen or business user
- 64 • They include initiatives to e-enable the frontline of public services: that is, staff involved in direct  
65 personal delivery of services such as education and healthcare - rather than just looking at  
66 transactional services which can be e-enabled on an end-to-end basis
- 67 • They take a whole-of-government view of the most efficient way of managing the cost base of  
68 government
- 69 • They focus on the "citizen" not the "customer". That is, they seek to engage with citizens as  
70 owners of and participants in the creation of public services, not as passive recipients of services.

71 Each of these defining aspects of Transformational Government is explored in more detail below.

### 72 *Transforming services around the citizen and business user*

73 Most governments are structured around a set of vertically-integrated silos or stovepipes - agencies,  
74 departments, ministries. By and large, it is these silos which the Governments of developed countries  
75 have spent billions of dollars "e-enabling" since the 1990s. However, this is an ICT investment  
76 strategy which is fundamentally not citizen-focused, because the needs of citizens, businesses and  
77 others cut across the organisational structures and hierarchies of government. It has inevitably  
78 resulted in low levels of take-up for e-services. Governments in developed countries are now  
79 grappling with the legacy of thousands of fragmented, silo-focused websites: more than 270,000 in  
80 the US public sector, 9,000 in Germany, and 3,000 in the UK. An increasing number of governments

<sup>1</sup> See the UK Government's white paper "Transformational Government – enabled by technology", Cabinet Office, 2005

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81 are now seeking to make a fundamental strategic shift, towards a holistic, citizen-centred approach,  
82 driven at the whole-of-government level.

83 This shift includes, in leading countries, a move to a “one-stop” citizen-centric service delivered over  
84 multiple channels.

### 85 *e-Enabling the frontline*

86 Traditional e-Government has focused on e-enabling transactional services and providing online  
87 content. The great majority of public sector staff and expenditure is not however involved in such  
88 services, but rather in "front line" delivery: teachers, healthcare workers, police, court officials,  
89 emergency response teams, etc. Leading governments are beginning to understand how the work of  
90 such front line staff can be transformed through the use of real-time knowledge management and  
91 mobile workflow applications.

### 92 *Empowering the citizen*

93 Citizens' experience of new technologies is shaped by the best that the private sector has to offer  
94 globally and - increasingly - through the ability to co-create content and services as individuals or in  
95 peer-to-peer networks. They will demand ever greater interactivity and ownership in their  
96 relationship with public services. Transformational Government programs embrace this. Where  
97 traditional e-Government programs focused on the user as "the customer", Transformational  
98 Government enhances the relationship between government and the citizen on a richer, more  
99 reciprocated, and more empowering basis.

### 100 *Cross-government efficiency*

101 The silo-based approach to ICT investment typical of much e-Government has not only resulted in  
102 "un-citizen-centric" services (as discussed above), but also in duplication and inefficiency.

103 Governments have "reinvented the wheel" in ICT terms - over and over again - with different  
104 agencies each:

- 105 • maintaining their own databases, even for universal data sets such as citizen identity, addresses  
106 and so forth;
- 107 • building bespoke applications for e-service functions common to all or many agencies (such as  
108 payments in and out, eligibility, notification, and authentication), as well as for common business  
109 processes such as HR and Financial Management; and
- 110 • doing so in ways which not only duplicate expenditure, but which also will not inter-operate with  
111 other agencies - making it more difficult and expensive to move towards inter-agency  
112 collaboration in future.

113 A key focus of Transformational Government is therefore to move towards a service-oriented and  
114 building-block approach to ICT and back-office service architecture across all parts of government -  
115 reaping efficiency gains while at the same time enabling better, more citizen-focused service  
116 delivery. As “cloud computing” gains traction and momentum, this approach opens up even greater  
117 scope to achieve large-scale efficiency savings while simultaneously improving organizational agility.

## 118 Purpose of the Transformational Government Framework

119 Delivering this degree of change is not straight-forward for government. Indeed, government faces  
120 unique challenges in delivering transformational change, notably:

- 121 • the unparalleled breadth and depth of its service offering;
- 122 • the fact that it provides a universal service, engaging with the whole population rather than  
123 picking and choosing its customers;
- 124 • structures, governance, funding & culture which are all organized around specific business  
125 functions, not around meeting citizen needs in a holistic way.

126 The time is now right to set out a clear standardized framework within which governments can  
127 overcome these challenges to deliver genuinely transformational ICT-enabled change in the public  
128 sector. Against the background, the purpose of the Transformational Government Framework is

### 129 **Transformational Government Framework: purpose**

130 *To distil emerging global best practices into a practical “how to” standard for design  
131 and implementation of an effective Transformational Government program.*

## 132 Target audience for the Transformational Government Framework

133 The Transformational Government Framework (TGF) is intended primarily to meet the needs of:

- 134 • Political and administrative leaders responsible for shaping public sector reform and  
135 e-Government strategies and policies (at national, state/regional and city/local levels);
- 136 • Senior executives in industry who wish to partner with and assist governments in the  
137 transformation of public services and to ensure that the technologies and services which the  
138 private sector provides can have optimum impact in terms of meeting public policy objectives
- 139 • Service and technology solution providers to the public sector.

140 Secondary audiences for the Transformational Government Framework include:

- 141 • Leaders of international organisations working to improve public sector delivery, whether at a  
142 global level (e.g. World Bank, United Nations) or a regional one (e.g. European Commission,  
143 [ASEAN<sup>2</sup>](#), [IADB<sup>3</sup>](#));
- 144 • Professional bodies that support industry sectors by the development and maintenance of  
145 common practices, protocols, processes and standards to facilitate the production and operation  
146 of services and systems within the sector, where the sector needs to interact with government  
147 processes and systems.
- 148 • Academic and other researchers working in the field of public sector reform.
- 149 • Civil society institutions engaged in debate on how technology can better enable service  
150 transformation.

<sup>2</sup> [The Association of Southeast Asian Nations](#)

<sup>3</sup> [The Inter-American Development Bank](#)



## 151 Overview of the Transformational Government 152 Framework

153 There are four main components to the Framework:

- 154 • Guiding Principles
- 155 • Critical Success Factors
- 156 • Delivery Frameworks and
- 157 • A Benefit Realisation Framework

### 158 Component 1: Guiding Principles for Transformation

159 As discussed above, a “one-size-fits-all” approach to public sector reform does not work.  
160 Nevertheless, there are some guiding principles which 10-15 years of experience with e-enabled  
161 government around the world suggests are universal. They are based on the experience of many  
162 OASIS member organizations working with governments of all kinds, all around the world, and they  
163 form the heart of the Framework.

164 In the Transformational Government Framework, we use the term “principle” to mean an enduring  
165 statement of values which can used on a consistent basis to steer business decision making over the  
166 long term.

167 The principles used in the TGF are detailed in Part II below.

### 168 Component 2: Critical Success Factors

169 Programs and projects which seek to deliver Transformational Government face significant risks to  
170 successful delivery. Typically, these risks are not related to the technology itself – which is largely  
171 mature and proven – but rather to business and cultural changes. Such changes are needed within  
172 government to deliver the business management, customer management and channel management  
173 transformations described in Component 3 of the TGF.

174 However, there is now an increasing body of research which seeks to understand why some  
175 ICT-enabled transformation programs succeed and why others fail. The TGF therefore includes nine  
176 Critical Success Factors that reflect and respond to the findings of such research, validated with  
177 OASIS members around the world. These Critical Success Factors need to be taken on board by any  
178 government seeking to develop and deliver an effective Transformational Government program.

### 179 Component 3: Service Delivery Processes

180 The TGF includes four major delivery processes within government, all of which need refocusing in a  
181 citizen-centric way in order to deliver genuinely transformational impact:

- 182 • business management,
- 183 • customer management,
- 184 • channel management, and
- 185 • technology management based on service-oriented principles.

186 Part II of the Primer below describes frameworks for each of these areas, and Part III gives further  
187 guidance on how to implement them.

## 188 Component 4: Benefit Realisation Framework

189 The Benefit Realisation Framework is needed to ensure that the Transformation Government  
190 program ultimately delivers all of its intended benefits and impacts in practice. Logically, the design  
191 and delivery of a Benefit Realisation Strategy is a part of the Business Management task, and is a  
192 core responsibility for the Transformational Government Leadership and the collaborative  
193 stakeholder governance model described in the TGF Business Management Framework. It is of such  
194 vital importance however that it is highlighted as a distinct component of the overall Framework.

195 ICT projects in government (and indeed in the private sector) do not automatically deliver benefits.  
196 Governments historically have fallen into two pitfalls which have hindered full benefit realisation:

- 197 • **Failure to pro-actively manage the downstream benefits after an individual ICT project has**  
198 **been completed.** Often, ICT projects are seen as “completed” once the technical  
199 implementation is initially operational. In order to reap the full projected benefits (efficiency  
200 savings, customer service improvements etc.), on-going management is essential, often involving  
201 significant organizational and cultural changes. A study for the European Commission<sup>4</sup> calculated  
202 that, as a rule of thumb, organizational change accounts for 55% of the full costs of  
203 e-Government projects in Europe, while ICT only accounts for 45%. Yet these organisational  
204 change costs are often not fully factored in or delivered, resulting in a failure to maximize the  
205 potential benefits of the ICT investments.
- 206 • **Failure at a whole-of-Government level to undertake the restructuring of the public labour**  
207 **market to take advantage of new efficiencies.** Effective delivery of e-Government services –  
208 both externally in service delivery to citizens and businesses and internally in modernising the  
209 operations of government – opens up the potential to reduce significantly the cost of  
210 government. As the cost of delivering government services falls, so governments need to plan  
211 and implement the necessary restructuring of the public sector labour market to realize  
212 efficiency benefits in the traditional paper-based channels. These efficiency savings can then  
213 either be returned to the tax payer in the form of lower taxes, or recycled into priority front-line  
214 public services such as health and education. A study by the OECD in 2006<sup>5</sup> showed that this  
215 “whole-of-government” approach to efficiency savings had until that point been a feature of  
216 only a few countries, notably Canada, the UK and Finland. Increasingly though, financial  
217 pressures are forcing governments to focus on this issue.

218 The Transformational Government Framework does not seek to specify in detail what benefits and  
219 impacts a Transformational Government program should seek to achieve – that is a matter for each  
220 individual government. However, the TGF does set out a best practice approach to benefit  
221 realisation.

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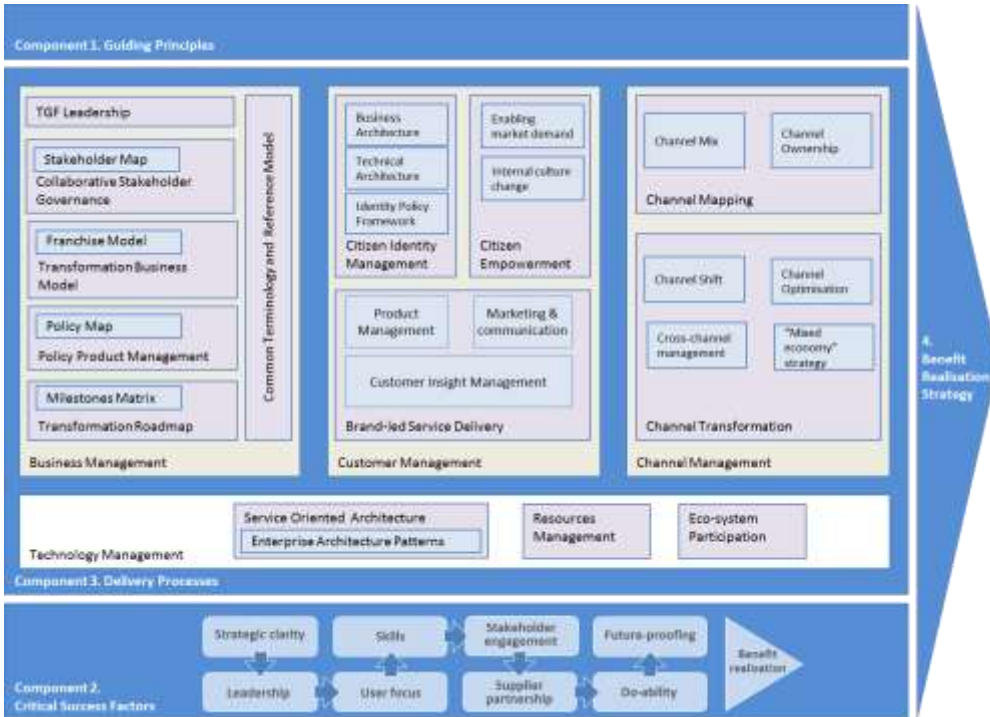
<sup>4</sup> Source: e-Government Economics Project

<sup>5</sup> IT Outlook 2006, OECD

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## 222 Part II: The Transformational Government Framework

223 The Transformational Government Framework can be seen schematically below:



224

225 Each of these components is described in more detail below.

**Comment [PFB4]:** Issue 14 - Are EA patterns a 'subset' of SOA?

[Type the document title]

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## 226 Component 1: Guiding Principles

227 The TGF Guiding Principles are set out below, and must be used by any Transformational  
228 Government program conforming to the TGF.

### 229 Develop a detailed and segmented understanding of your citizen and 230 business customers

- 231 • Own the customer at the whole-of-government level
- 232 • Don't assume you know what users of your services think - research, research, research
- 233 • Invest in developing a real-time, event-level understanding of citizen and business interactions  
234 with government

### 235 Build services around customer needs, not organisational structure

- 236 • Provide people with one place to access government, built around their needs (such as  
237 accessibility)
- 238 • Don't try to restructure-Government to do this - build "customer franchises" which sit within the  
239 existing structure of government and act as change agents
- 240 • Deliver services across multiple channels - but use Service-Oriented Architecture (SOA) principles  
241 to join it all up, reduce infrastructure duplication, and to encourage customers into lower cost  
242 channels where possible
- 243 • Don't spend money on technology before addressing organisational and business change
- 244 • Don't reinvent wheels - build a cross-government strategy for common citizen data sets (e.g.  
245 name, address) and common citizen applications (e.g. authentication, payments, notifications)

### 246 Citizen Service transformation is done with citizens, not to them

- 247 • Engage citizens directly in service design and delivery
- 248 • Give citizens the technology tools that enable them to create public value themselves
- 249 • Give citizens ownership and control of their personal data - and make all non-personal  
250 government data freely open for reuse and innovation by citizens and third parties

### 251 Grow the market

- 252 • Ensure that your service transformation plans are integrated with an effective digital inclusion  
253 strategy to build access to and demand for e-services across society
- 254 • Recognise that other market players (in the private, voluntary and community sectors) will have  
255 a significant influence on citizen attitudes and behaviour - so build partnerships which enable  
256 the market and others to work with you to deliver your jointly-owned objectives.

[Type the document title]

Comment [PFB5]: Issue 5 - closed

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257 **Manage and measure these nine critical success factors:**



258

259 These nine factors are covered in Component 2 of the TGF.

## 260 Component 2: Critical Success Factors

261 Conformant Transformational Government programs manage and measure these Critical Success  
262 Factors throughout the life of the program.

### 263 Strategic Clarity

- 264 • **All-of-Government view:** Transformational government cannot be pursued on a project-by-  
265 project or agency-specific basis but requires a whole-of-government view, connecting up  
266 relevant activities in different agencies at different levels of government within and between  
267 countries.
- 268 • **Clear vision:** all program stakeholders have a common, agreed and comprehensive view of what  
269 the program is seeking to achieve. In particular, we do not spend money on technology before  
270 identifying the key organizational and business changes needed to deliver our vision.
- 271 • **Strong business case:** we know what outcomes we want to achieve, have base-lined where we  
272 are now, and know how we will measure success.
- 273 • **Focus on results:** although we have a vision of where we want to go, and a set of principles by  
274 which we will move forwards, we do not over-plan. Instead, our strategy focuses on taking  
275 concrete, practical steps in the short to medium term, rather than continually describing the  
276 long-term vision.

### 277 Leadership

- 278 • **Sustained support:** political leaders and senior management are committed to the program for  
279 the long term. This is particularly relevant given the realities of changing political leadership and  
280 underlines the need for continuity across those changes.
- 281 • **Leadership skills:** our program leaders have the skills needed to drive ICT-enabled business  
282 transformation, and have access to external support
- 283 • **Collaborative governance:** leaders from all parts of our and other organizations involved in the  
284 program are motivated for it to succeed, and are engaged in clear and collaborative governance  
285 mechanisms to manage any risks and issues.

## 286 User focus

- 287 • **A holistic view of the customer:** we understand who the customers for our services are - not just  
288 for individual services - but across the Government as a whole. We know our customers, both  
289 internal and external, are different - and understand their needs on a segmented basis.
- 290 • **Citizen-centric delivery:** citizens can access all our services through a "one-stop" service. This is  
291 available over multiple channels and that respond to different needs, but we use web services to  
292 join it all up and reduce infrastructure duplication, and we encourage customers into lower cost  
293 channels where possible and compatible with citizen needs (such as accessibility).
- 294 • **Citizen empowerment:** we engage citizens directly in service design and delivery, and provide  
295 them with technology tools that enable them to create public value themselves.

## 296 Stakeholder engagement

- 297 • **Stakeholder communication:** all our stakeholders - users, suppliers, delivery partners elsewhere  
298 in the public, private and voluntary sector, politicians, the media, etc. - have a clear  
299 understanding of our program and how they can engage with it.
- 300 • **Cross-sectoral partnership:** other market players (in the private, voluntary and community  
301 sectors) often have much greater influence on citizen attitudes and behaviour than government  
302 - so our strategy aims to build partnerships which enable the market to deliver our objectives.

## 303 Skills

- 304 • **Skills mapping:** we know that the mix of business change, product and marketing management,  
305 program management, and technology skills needed to deliver transformational change does  
306 not already exist in our organisation. We have mapped out the skills we need, and have a clear  
307 strategy for acquiring and maintaining them.
- 308 • **Skills integration:** we have effective mechanisms in place to maximize value from the skills  
309 available in all parts of our delivery team, bringing together internal and external skills into an  
310 integrated team.

## 311 Supplier Partnership

- 312 • **Smart supplier selection:** we select suppliers based on long-term value for money rather than  
313 price, and in particular based on our degree of confidence that the chosen suppliers will secure  
314 delivery of the expected business benefits.
- 315 • **Supplier integration:** we will manage the relationship with strategic suppliers at top  
316 management level, and ensure effective client/supplier integration into an effective program  
317 delivery team with shared management information systems.

## 318 Future-proofing

- 319 • **Interoperability:** ~~Preference is given to~~ **Wherever possible we will use** interoperable, open  
320 standards which are well supported in the market-place.
- 321 • **Web-centric delivery:** we will use SOA principles in order to support all of our customer  
322 interactions, from face-to-face interactions by frontline staff to online self-service interactions

[Type the document title]

Comment [PFB6]: Issue 32 - open

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- 323 • **Agility:** we will deploy technology using common building blocks which can be re-used to enable  
324 flexible and adaptive use of technology to react quickly to changing customer needs and  
325 demands.
- 326 • **Shared services:** key building blocks will be managed as government-wide resources - in  
327 particular common data sets (e.g. name, address); common citizen applications (e.g.  
328 authentication, payments, notifications); and core ICT infrastructure.

### 329 Achievable Delivery

- 330 • **Phased implementation:** we will avoid a "big bang" approach to implementation, reliant on  
331 significant levels of simultaneous technological and organizational change. Instead, we will  
332 develop a phased delivery roadmap which:
- 333 – works with citizens and businesses to identify a set of services which will bring quick user  
334 value, in order to start building a user base
  - 335 – prioritise those services which can be delivered quickly, at low cost, and low risk using  
336 standard (rather than bespoke) solutions
  - 337 – works first with early adopters within the Government organisation to create exemplars and  
338 internal champions for change
  - 339 – learns from experience, and then drives forward longer term transformations.
- 340 • **Continuous improvement:** we expect not to get everything right first time, but have systems  
341 which enable us to understand the current position, plan, move quickly, and learn from  
342 experience
- 343 • **Risk management:** we need clarity and insight into the consequences of transformation and  
344 mechanisms to assess risk and handle monitoring, recovery and roll-back

### 345 Benefit Realization

- 346 • **Benefit realisation strategy:** we have a clear strategy to ensure that all the intended benefits  
347 from our Transformation Program are delivered in practice, built around the three pillars of  
348 benefit mapping, benefit tracking and benefit delivery.

## 349 Component 3: Delivery Processes

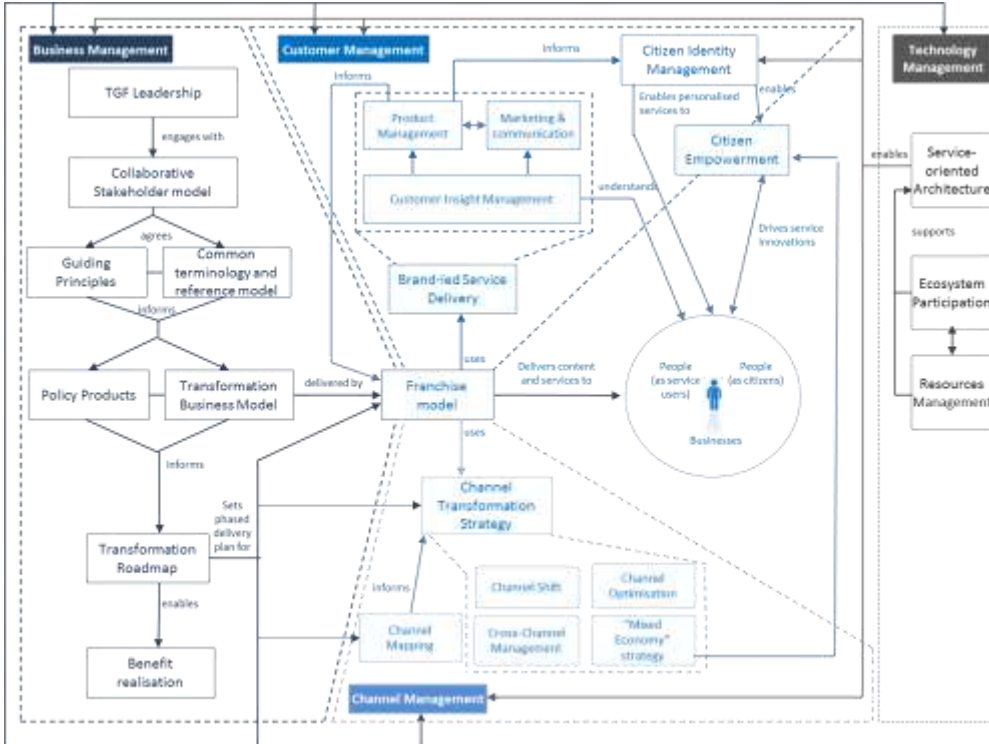
350 Delivering the principles outlined in Component 1, in line with the Critical Success Factors detailed in  
351 Component 2, involves re-inventing every stage of the service delivery process. The Transformational  
352 Government Framework identifies four main **delivery processes**, each of which must be managed in  
353 a government-wide and citizen-centric way in order to deliver effective transformation:

- 354 • Business Management
- 355 • Customer Management
- 356 • Channel Management
- 357 • Technology Management

358 A high-level map of these delivery processes and how their constituent elements interact is  
359 illustrated in summary below. The following sections then look in more detail at each of the four

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360 delivery processes, setting out the best practices which should be followed in order to ensure  
 361 conformance with the Transformational Government Framework.



362  
 363 Figure : Relationships between the four Delivery Processes for Transformational Government

364

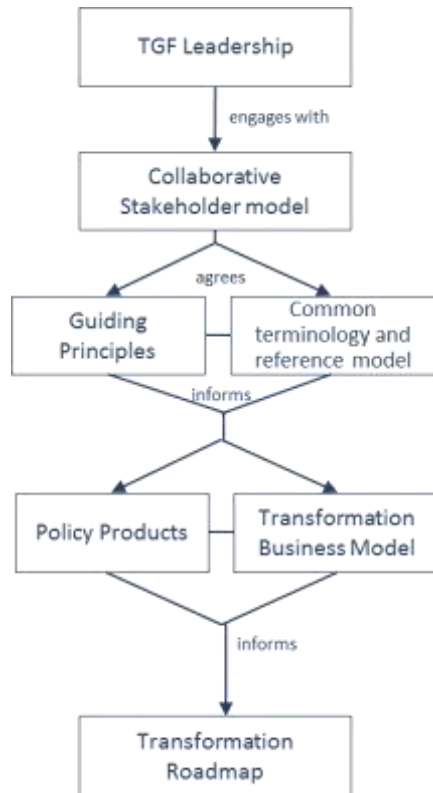
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## 365 Business Management Framework

366 The Transformational Government Framework identifies six key aspects of business management  
367 which must be tackled at the whole-of-government level:



368  
369 **Figure** : Overview of the Business Management Framework

- 370 • **Transformational Government leadership:** the key people and governance structures needed to  
371 develop and implement a Transformational Government program;
- 372 • A **collaborative Stakeholder Governance Model:** the process by which all key stakeholders are  
373 identified, engaged and buy-in to the transformation program;
- 374 • A **common terminology and Reference Model:** ensuring that all stakeholders have a clear,  
375 consistent and common understanding of the key concepts involved in Transformational  
376 Government; how these concepts relate to each other; how they can be formally modelled; and  
377 how such models can be leveraged and integrated into new and existing information  
378 architectures;
- 379 • A **Transformation Business Model:** a new virtual business layer within government, focused  
380 round the needs of citizens and businesses (the “Franchise Marketplace”), which enables the  
381 existing silo-based structure of government to collaborate effectively in understanding and  
382 meeting user needs;

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- 383 • The **development and management of Policy Products**: these documents formally define  
384 government-wide goals for achieving government transformation and thus ~~that~~ constitute the  
385 documented commitment of any conformant agency to the transformational process of any  
386 conformant agency;
- 387 • A **Transformation Delivery Roadmap**: giving a four to five year view of how the program will be  
388 delivered, with explicit recognition of priorities and trade-offs between different elements of the  
389 program.

**Comment [PFB7]:** Policy products explained a bit more (first mention of them in the document (NG))

<b>Any conformant implementation of the TGF Business Management Framework:</b>
<b>MUST</b> have <b>Leadership</b> which involves:
– Clear accountability at both the political and administrative levels
– Deployment of formal program management disciplines
– A clearly identified mix of leadership skills
– Engagement of a broad-based leadership team across the wider government.
<b>MUST</b> have a <b>Collaborative Stakeholder Governance Model</b>
<b>MUST</b> have an agreed and <b>shared terminology and reference model</b>
<b>MUST</b> have a <b>Transformation Business Model</b>
<b>SHOULD</b> use the <b>Franchise Marketplace Model</b>
<b>MUST</b> use the <b>Policy Product Map</b> to identify all necessary Policy Products
<b>MUST</b> have a phased <b>Transformation Roadmap</b>

390 Further guidance on how to implement this process is given in Part III (a) of the Primer.  
391

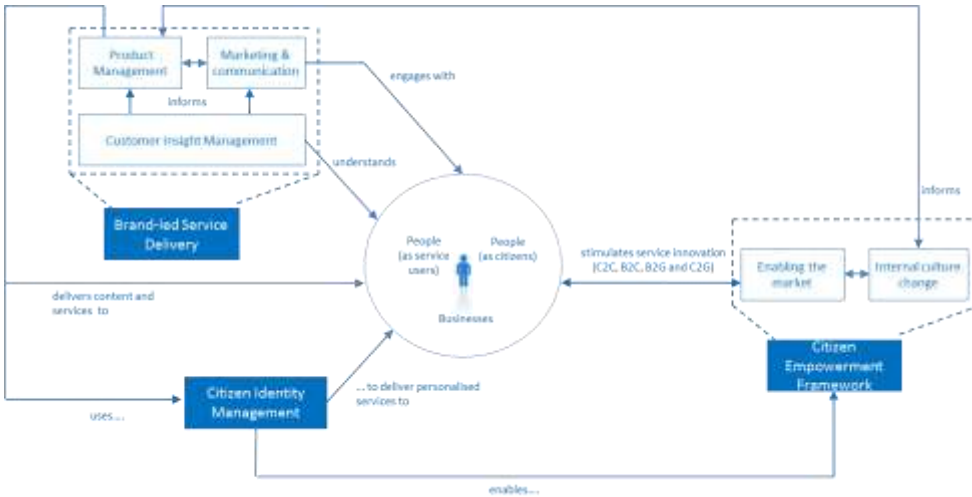
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## 392 Customer Management Framework

393 There are three key parts to the TGF Customer Management Framework:

- 394 • Brand-led Service Delivery;
- 395 • Identity Management; and
- 396 • Citizen Empowerment.



397 Figure : Overview of the Customer Management Framework  
398

### Any conformant implementation of the TGF Customer Management Framework:

**MUST** have a Brand-led **Service Delivery Strategy**, which is agreed and managed at a whole-of-government level and which addresses:

- Customer Insight;
- Product Management;
- Marketing and communication;

**MUST** have a **Citizen Identity Management Framework**, which:

- uses a federated business model;
- uses a service-oriented IT architecture;
- is citizen-centric, giving citizens control, choice and transparency over personal data;

**MUST** have a **Citizen Empowerment Framework**, which encourages and enables service innovation in the Citizen-to-Citizen, Business-to-Citizen, and Citizen-to-Government sectors.

399 Further guidance on how to implement this process is given in Part III (b) of this TGF Primer.

400

**Comment [PFB8]:** Issue 33 – open  
Need some lines of explanatory text

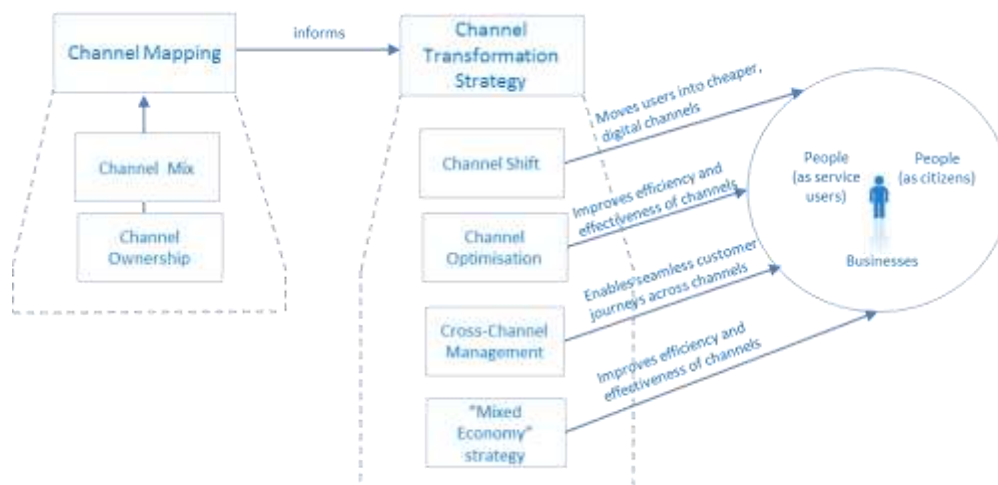
**Comment [PFB9]:** Issue 7 – closed

[Type the document title]

## 401 Channel Management Framework

402 The two key parts of the Channel Management Framework are:

- 403 • **Channel Mapping:** a clear audit of what channels are currently used to deliver government  
404 services. The TGF Channel Mapping approach includes an analysis of these channels across two  
405 key dimensions: which delivery channels are being used ('channel mix') and who owns them  
406 ('channel ownership').
- 407 • **Channel Management Strategy:** building a new channel management approach centred around  
408 the needs and behaviour of citizens and businesses. The key concerns of such an approach  
409 include:
  - 410 – Channel Optimization;
  - 411 – Channel Shift;
  - 412 – Cross-Channel Management; and
  - 413 – development of a "Mixed Economy" in service provision through private and voluntary  
414 sector intermediaries.



415  
416

**Figure :** Overview of the Channel Management Framework

### **Any conformant implementation of the Channel Management Framework:**

**MUST** have a clear **mapping of existing channels**, and their cost structures

**MUST** have a **Channel Transformation Strategy** which addresses the following elements:

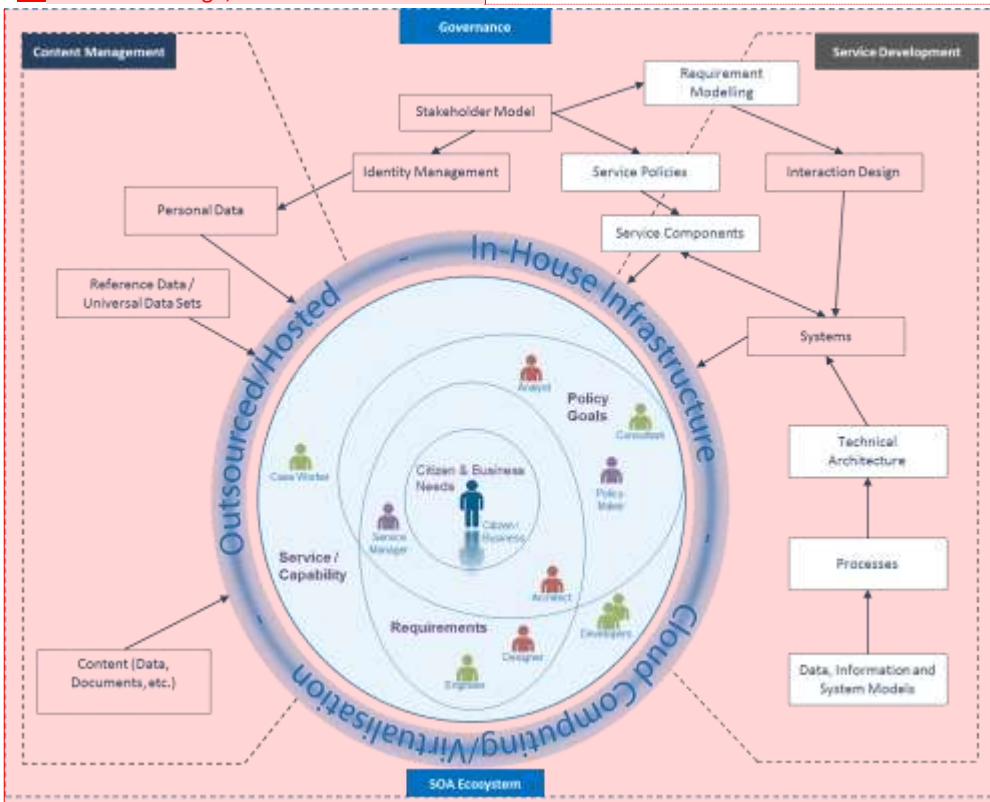
- Shifting service users into lower cost, digital channels;
- Optimising the cost and performance of each channel, including through use of benchmarking;
- Improving cross-channel management, with the aim of providing a seamless user experience across different channels;
- Developing a thriving mixed economy in the delivery of government services by private and voluntary sector intermediaries.

417 Further guidance on how to implement this process is given in Part III (c) of this TGF Primer.

## 418 Technology Management Framework

419 The elements of the TGF Technology Management Framework are as follows:

- 420 • **Resources Management:** the explicit identification and management of **all information and**  
421 **technology resources as valued assets, whether information resources (data sets, documents,**  
422 **models, processes, etc.) and technology 'soft products' (systems, applications and services);**
- 423 • **Ecosystem Participation:** a clear model and understanding of the stakeholders, actors and  
424 systems that comprise the overall service ecosystem and their relationships to each other. **The**  
425 **model is maintained and updated as stakeholders change over time and over the course of any**  
426 **development effort thus ensuring that requirements are continually evaluated and revised;**
- 427 • **SOA based system** Realisation and governance **of ICT systems based on SOA principles**
- 428 • **Key concerns of such an approach include:**
- 429 — **SOA technical architecture and component service ("building block") realisation and re-use;**
- 430 — **Service policies;**
- 431 — **Identity Management;**
- 432 — **Cloud Computing (Service and Infrastructure Virtualisation);**
- 433 — **Interaction Design, based on end-user needs**



**Comment [PFB10]:** Issue 41 – closed (material moved to Part III(d))

**Comment [PFB11]:** Figure revised to include 'Business' as well as citizen at centre

[Type the document]

434  
435 **The Technology Management Framework is modelled as one of the four TGF delivery processes, but**  
436 **it is concerned with more than "just" the delivery of services using ICT. Its focus on the SOA**

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437 paradigm is key to an approach that puts citizens at the centre of a service ecosystem with many  
438 stakeholders, roles and systems involved.

439 Service-Oriented Architecture (SOA) must be understood in its broadest sense — as a paradigm for  
440 organising and using capabilities distributed and managed across different ownership domains. In  
441 this sense, SOA is technology and platform agnostic and thus provides an appropriate foundation for  
442 the technology management framework.

443 Disparate systems are weaved together as part of a coherent ecosystem while specific ‘services’,  
444 broken down into functional components, are identifiable as distinct from the underlying  
445 technologies that deliver them. This encourages ecosystem agility, allowing services to be mixed and  
446 matched, composed and re-used — it remains agile and flexible without being brittle, as with many  
447 systems where service functionality is tailored and tightly coupled to addressing a specific problem.  
448 Ownership and governance — of information resources as well as ICT products — is federated across  
449 ownership boundaries and explicit service descriptions and contracts ensure that everyone knows  
450 the ‘rules of engagement and use’ when using any service.

451 Citizens must be understood both as stakeholders in the ecosystem, having — often imprecisely  
452 formulated — ‘needs’ that they seek to satisfy; and as system-focussed actors interacting with pieces  
453 of technology in precisely defined interactions. These interactions are a result of accurately  
454 modelling the processes required of both system and user in order to deliver a particular service  
455 capability conforming to explicit ‘requirements’. Requirements in turn are revised and updated to  
456 reflect changes in stakeholder composition and concerns.

457 Stakeholders are clearly distinguished and modelled — including the fact that they play different roles  
458 in different contexts (and which therefore has implications for role-based authentication).  
459 Stakeholder composition is also a good predictor of project risk — understand and modelling  
460 stakeholder types helps identify and mitigate risk. Stakeholder modelling underlines that every  
461 participant in an ICT development project is implicitly an intermediary representing diverse  
462 stakeholder interests in the deployed service.

<b>Any conformant implementation of the Technology Management Framework:</b>
<b>MUST</b> manage information and ICT system resources as distinct, valued assets including issues related to the Identification, ownership, stewardship and usage policies for each asset type;
<b>MUST</b> explicitly model the stakeholders, actors and systems that comprise the overall service ecosystem and their relationships to each other
<b>SHOULD</b> maintain and update the stakeholder model on a regular basis
<b>MUST</b> use the core concepts of the SOA paradigm, including
– Discrete service realisation and re-use
– Clear service descriptions and contracts

463 Further guidance on how to implement this process is given in Part III (d) of this TGF Primer.

[Type the document title]

**Comment [PFB12]:** Issue 41 – closed (material moved to Part III(d))

**Comment [PFB13]:** Issue 40 – May still be incomplete  
Explicit reference to OASIS SOA-RM and/or SOA-RAF?

## 464 Component 4: Benefit Realisation Strategy

465 The three parts of the TGF Benefit Realisation Strategy are:

- 466 • Benefit Mapping **is necessary to ensure visibility of transformation activity that is undertaken**
- 467 **and of how actual outcomes match initial or revised expectations;**
- 468 • Benefit Tracking **takes this a step further by providing mechanisms for establishing and**
- 469 **measuring success criteria, progress made and delivery trajectories; and**
- 470 • Benefit Delivery **which ensures that governance arrangements are in place to ensure continued**
- 471 **benefits after the initial transformation program is implemented.**

**Comment [PFB14]:** Issue 33 – this part, closed

472 The relationship between these parts and conformance criteria for this element of the TGF are  
473 shown below.



**Comment [PFB15]:** Issue 35 - open

474

475

<b>Any conformant implementation of the Benefit Realisation Strategy:</b>
<b>MUST</b> clearly identify and quantify the impacts and outcomes that implementation of the TGF aims to achieve
<b>SHOULD</b> ensure clear line-of-sight between every investment and activity in the programme, the immediate outputs these produce, and the final targeted outcomes
<b>MUST</b> establish clear and quantified baselines for the current performance of target outputs and outcomes
<b>MUST</b> set measurable success criteria
<b>SHOULD</b> track progress against planned delivery trajectories for each of the targeted outputs and outcomes
<b>MUST</b> establish clear accountability and governance structures to manage benefit delivery

476

[Type the document title]

## 477 Terminology and Reference Model

478 The Business Management Framework of the TGF includes formal terminology and a reference  
479 model in order to ensure that all stakeholders have a clear, consistent and common understanding of  
480 the key concepts involved in Transformational Government; how these concepts relate to each  
481 other; how they can be formally modelled; and how such models can be leveraged and integrated  
482 into new and existing information architectures.

483 This enables any conformant agency to use a common terminology without ambiguity and be sure  
484 that these terms are used consistently throughout all work.

### 485 Why have a terminology and reference model?

486 In everyday life, we use **terms** — ‘citizen’, ‘need’, ‘service’ — as common, often implicitly accepted  
487 labels for **concepts**. The concept is the abstract mental idea (which should be universal and language  
488 independent) to which the term gives a material expression in a specific language. Particularly in an  
489 international environment such as global standardization initiatives, the distinction is important as it  
490 is common concepts that we wish to work with, not common terms<sup>6</sup>.

491 This distinction also helps avoid common modelling pitfalls. Terms that may seem similar or the same  
492 across two or more languages may actually refer to different concepts; or a single term in one  
493 language could be understood to refer to more than one concept which another language expresses  
494 with discrete terms. For example, the English term ‘service’ can refer to different concepts — an  
495 organisational unit (such as ‘Passport Service’) or something that is performed by one for another  
496 (such as ‘a dry cleaning service’), whereas discrete terms are used for the discrete concepts in  
497 German (‘Dienst’ or ‘Dienstleistung’). As the TGF is intended for use anywhere in the world, it is  
498 important to ensure that (ideally) global concepts can be transposed and translated and thus  
499 understood in other languages: we therefore need to associate an explicit definition with each  
500 concept as we do in a dictionary. The TGF uses the structure and methodology of an existing  
501 international standard to create its terminology<sup>7</sup>.

502 Concepts do not exist in isolation, however. It is the broader understanding of the relationships  
503 between concepts that give those concepts fuller meaning and allow us to model our world, our  
504 business activities, our stakeholders, etc. in a way that increases the chance that our digital systems  
505 are an accurate reflection of our work. In information science, an ontology is a formal representation  
506 of knowledge as a set of concepts within a domain, and the relationships between those concepts. It  
507 can be used to describe the domain (the coverage should be sufficiently comprehensive to include all  
508 concepts relevant to the domain) and to reason about the domain.

509 The TGF does not include a formal ontology but is sufficiently clear in its concepts, definitions and  
510 relationships between concepts that the Framework will use terminology consistently as an  
511 internally coherent set. It does include however a “reference model” that is clear enough that  
512 subsequent ontology development is possible if so desired.

<sup>6</sup> This is central to all multi-lingual thesauri, for example, where the core item of organisation is the concept, not the term.

<sup>7</sup> “Terminology work — Vocabulary — Part 1: Theory and application” [ISO 1087-1:2000]



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513 Some key concepts are already introduced below in the TGF Primer core terminology. Further  
514 guidance on how the terminology is composed and how a reference model may be used is given in  
515 Part III (a) of this Primer.

## 516 Core Terminology

### 517 *TGF Leadership, Stakeholders, Administrations and Agencies*

#### 518 **Leadership**

519 *Key people and governance structures needed to develop and implement a*  
520 *Transformational Government program*

#### 521 **Stakeholder**

522 *Any claimant inside or outside an organisation who have a vested interest in any*  
523 *problem and/or its solution*

#### 524 **Stakeholder Governance Model**

525 *Model and process in which key stakeholders are identified, engaged and buy-in to*  
526 *the transformation program*

### 527 *Transformation Business Model*

#### 528 **Delivery Roadmap**

529 *A detailed multi-year plan for the delivery of an overall cross-government vision for*  
530 *service transformation*

#### 531 **Transformational Government**

532 *A managed, citizen-centred, process of ICT-enabled change in the public sector*  
533

### 534 *Policy formulation and Policy Products*

#### 535 **Goal**

536 *A broadly stated, unmeasured but desired outcome. Not to be confused with an*  
537 ***Objective***

#### 538 **Need**

539 *A general statement expressed by a stakeholder of something that is required. Not*  
540 *to be confused with a **Requirement***

#### 541 **Objective**

542 *A specific, measurable and achievable outcome that a participant seeks to achieve*

#### 543 **Policy Product**

544 *A document that has been formally adopted on a government-wide basis and aimed*  
545 *at helping achieve one or other goal of citizen service transformation*

#### 546 **Requirement**

547 *A formal statement of a desired result that, if achieved, will satisfy a need*

### 548 *Service delivery and the Franchise Marketplace Model*

#### 549 **Accessibility**

550 *A policy prescription that aims at ensuring that people with disabilities and the*  
551 *elderly can use public services with the same service levels as all other citizens.*

#### 552 **Channel**

553 *A particular means and/or path of delivery of a service to a customer*  
554

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555 **Franchise Marketplace**  
556 *A collection of virtual business infrastructures within a current structure of*  
557 *Government and associated external stakeholders. Current structures continue to*  
558 *deliver services but the delivery is intermediated through this risk-averse virtual*  
559 *franchise.*

**Comment [PFB17]:** Consistency with other statements in the document (NG)

560 **Delegate**  
561 *Some person or agent acting with authority on behalf of another person.*

562 **Inclusion**  
563 *A policy prescription that aims at allowing everyone to take full advantage of the*  
564 *opportunities offered by new technologies to overcome social and economic*  
565 *disadvantages and exclusion.*

## 566 *SOA and Technology Infrastructure*

567 **Ecosystem**  
568 *A set of ICT systems and stakeholders together with the environment and context*  
569 *within which they all operate*

570 **Interoperability**  
571 *The ability of disparate and diverse organisations to interact towards mutually*  
572 *beneficial and agreed common goals, involving the sharing of information and*  
573 *knowledge between the organisations, through the business processes they support,*  
574 *by means of the exchange of data between their respective ICT systems.*

575 **Security**  
576 *The set of mechanisms for ensuring and enhancing trust and confidence in a system.*

577 **Service-Oriented, Service-Oriented**  
578 *A paradigm for organizing and utilizing distributed capabilities that may be under*  
579 *the control of different ownership domains.*

580 **System**  
581 *A collection of components organized to accomplish a specific function or set of*  
582 *functions*

583

[Type the document title]

## 584 Conformance Criteria

585 A consolidated view of the conformance criteria described in the TGF is given below. Any conformant  
586 implementation of this Framework:

- 587 **1. MUST use the Guiding Principles** set out in Component 1 of the TGF
- 588 **2. MUST have delivery processes for business management, customer management, channel**  
589 **management and technology management** which address the best practices described in  
590 Component 2 of the TGF. Specifically, this means:
- 591 a) A Business Management Framework which:
- 592 • **MUST have Leadership which involves:**
  - 593 – Clear accountability at both the political and administrative levels;
  - 594 – Deployment of formal program management disciplines;
  - 595 – A clearly identified mix of leadership skills;
  - 596 – Engagement of a broad-based leadership team across the wider government.
  - 597 • **MUST have a Collaborative Stakeholder Governance Model**
  - 598 • **MUST have an agreed and common terminology and reference model**
  - 599 • **MUST have a Transformation Business Model**
  - 600 • **SHOULD use the Franchise Marketplace Model**
  - 601 • **MUST use the Policy Product Map** as a tool to help identify Policy Products needed within  
602 the relevant government
  - 603 • **MUST have a phased Transformation Roadmap**
- 604 b) A Customer Management Framework which:
- 605 • **MUST have a Brand-led Service Delivery Strategy**, which is agreed and managed at a whole-  
606 of-government level and which addresses:
  - 607 – Customer Insight
  - 608 – Product Management
  - 609 – Marketing and communication
  - 610 • **MUST have a Citizen Identity Management Framework**, which:
  - 611 – Uses a federated business model
  - 612 – Uses a service-oriented architecture (as part of the wider SOA described in the TGF  
613 Technology Management Framework)
  - 614 – Is citizen-centric, giving citizens control, choice and transparency over personal data
  - 615 • **MUST have a Citizen Empowerment Framework**, which encourages and enables service  
616 innovation in the Citizen-to-Citizen, Business-to-Citizen, **and Citizen-to-Government, and**  
617 **Business-to-Government** sectors
- 618 c) A Channel Management Framework which:
- 619 • **MUST have a clear mapping of existing channels**, and their cost structures
  - 620 • **MUST have a Channel Transformation Strategy** which addresses the following elements:

[Type the document title]

**Comment [PFB18]:** Add reference to B2G (NG)

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- 621 – Shifting service users into lower cost, digital channels
- 622 – Optimising the cost and performance of each channel, including through use of
- 623 benchmarking
- 624 – Improving cross-channel management, with the aim of providing a seamless user
- 625 experience across different channels
- 626 – Developing a thriving mixed economy in the delivery of government services by private
- 627 and voluntary sector intermediaries.

628 d) A Technology Management Framework which:

- 629 • MUST manage information and ICT system resources as distinct, valued assets including
- 630 issues related to the Identification, ownership, stewardship and usage policies for each asset
- 631 type;
- 632 • MUST explicitly model the stakeholders, actors and systems that comprise the overall
- 633 service ecosystem and their relationships to each other
- 634 • SHOULD maintain and update the stakeholder model on a regular basis
- 635 • MUST use the core concepts of the SOA paradigm, including
- 636 – Discrete service realisation and re-use
- 637 – Clear service descriptions and contracts

638 3. **MUST measure and manage the Critical Success Factors** outlined in Component 3 of the TGF

639 4. **SHOULD seek regular, independent review of performance** against these Critical Success

640 Factors

641 5. **MUST have a Benefit Realisation Strategy** which addresses the areas of benefit mapping,

642 benefit tracking and benefit delivery as described in Component 4 of the TGF

643 In terms of the primary users identified for the TGF in Part I:

- 644 • A conformant government will be able to demonstrate and document that it is engaged in a
- 645 Transformation Program which complies with all these criteria.
- 646 • A conformant private-sector organisation will be able to demonstrate and document that it
- 647 provides products and services which help governments to comply with all these criteria.

**Comment [PFB19]:** Repeat of criteria already included in Technology Management Framework section above. May still be incomplete.

[Type the document]

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## 648 Part III: Guidance Notes

649 This part of the TGF Primer sets out some initial guidance to help TGF users understand and  
650 implement the TGF, focusing in particular on:

- 651 • The TGF Business Management Framework
- 652 • The TGF Customer Management Framework
- 653 • The TGF Channel Management Framework
- 654 • The TGF Technology Management Framework
- 655 • TGF Terminology.

656 We envisage issuing further guidance over time, but this initial set of guidance notes is intended to  
657 give a deeper view of the context for these major elements of the TGF, and to highlight best practice  
658 approaches to its implementation.

[Type the document title]

## 659 Part III (a): Guidance on the TGF Business Management 660 Framework

### 661 Introduction

662 The TGF Business Management Framework is in four main sections:

- 663 • Context
- 664 • Overview of key components in the TGF Business Management Framework
- 665 • Detailed description of and guidance on the key components

### 666 Context

667 For largely historical reasons, governments are generally organised around individually accountable  
668 vertical silos (for example, tax, health, transport) with clear demarcations between central, regional,  
669 and local government. Even within a particular tier of government, several organisations can have  
670 responsibility for different aspects of the same person, same asset or same process. Yet citizens' and  
671 business needs cut across these demarcations. In moving to a citizen/customer-centric approach, it is  
672 vital to redress this fragmented approach to business management, and to put in place business  
673 management processes which operate at the whole-of-government level.

**Comment [PFB20]:** Previously agreed material was omitted (NG)

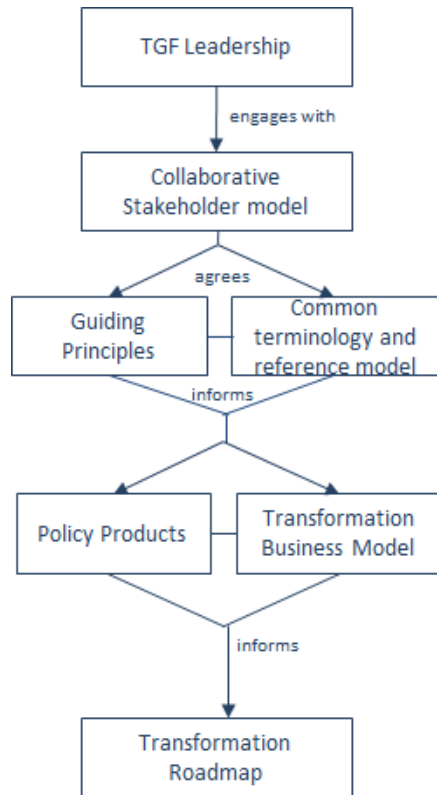
### 674 Overview of key components in the TGF Business Management 675 Framework

676 The Transformational Government Framework identifies six key aspects of business management  
677 which need to be tackled in this way:

- 678 • **Transformational Government leadership:** the key people and governance structures needed to  
679 develop and implement a Transformational Government program
- 680 • A **collaborative Stakeholder Governance Model:** the process by which all key stakeholders are  
681 identified, engaged and buy-in to the transformation program, including to the Guiding  
682 Principles described in Component 1 of the TGF
- 683 • A **common terminology and reference architecture:** ensuring that all stakeholders have a clear,  
684 consistent and common understanding of the key concepts involved in Transformational  
685 Government and how these inter-relate
- 686 • A **Transformation Business Model:** a new virtual business layer within government, focused  
687 round the needs of citizens and businesses, which enables the existing silo-based structure of  
688 government to collaborate effectively in understanding and meeting user needs
- 689 • The **development and management of Policy Products** that constitute the documented  
690 commitment to the transformational process of any conformant agency
- 691 • A **Transformation Delivery Roadmap:** giving a four to five year view of how the program will be  
692 delivered, with explicit recognition of priorities and trade-offs between different elements of the  
693 program.

694 A high level view of the logical relationships between these components is illustrated below.

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[Type the document title]

695

## 696 Transformational Government Leadership

697 Transformation programs require sustained leadership over a period of years.

698 There is no “ideal” leadership structure for a transformation program: the optimal positioning of the  
699 leadership team will depend on the context of each specific government. However, global  
700 experience suggests the following factors are vital to address in whichever way is most appropriate  
701 for the specific context:

- 702 • **A clear focus of accountability:** at both the political and administrative levels, there should be an  
703 explicit functional a senior and empowered individual who has overall responsibility for the  
704 Transformation Program. These functions should be occupied by individuals with sufficient  
705 authority to command the resources and mobilise the support necessary to fulfil this mission.
- 706 • Deployment of **formal program management disciplines:** to deliver effective-Government-wide  
707 transformation, it is vital to use a formalised program management approach, such as PRINCE 2<sup>8</sup>.

Comment [PFB21]: Issue 10 - closed

<sup>8</sup> PRINCE2 is a process-based approach for project management, providing an easily tailored and scalable project management methodology for the management of all types of projects. The method is the de-facto standard for project management in the UK and is practiced worldwide. It is in the public domain, offering non-proprietary best practice guidance on **project management**. **PRINCE2** is a registered trademark of the UK government’s Office of Government Commerce.

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- 708 • Ensuring the **right skills mix in the leadership team**. Effective leadership of a Transformation  
709 Program requires the senior accountable leaders to have access to a mix of key skills in the  
710 leadership team which they build around them, including: strategy development skills,  
711 stakeholder engagement skills, marketing skills, commercial skills and technology management  
712 skills. Deployment of a formal competency framework such as SFIA<sup>9</sup> can be helpful in identifying  
713 and building the right skill sets.
- 714 • Building a **broad-based leadership team across the wider government**. It is not essential that all  
715 Ministers and senior management are committed to the transformation program from the  
716 outset. Indeed, a key feature of an effective roadmap for transformation is that it nurtures and  
717 grows support for the strategy through the implementation process. However, it is important  
718 that the program is seen not simply as a centralised or top-down initiative. Sharing leadership  
719 roles with senior colleagues across the Government organisation is therefore important. Further  
720 detail on this is set out in the section below on a collaborative stakeholder model.

## 721 Collaborative Stakeholder Governance Model

722 Chris to expand in discussion with Nig and Peter (need to decide how to combine merits of Nig's  
723 stakeholder map below and Peter's "onion" model)

Comment [PFB22]: Issue 42 - open

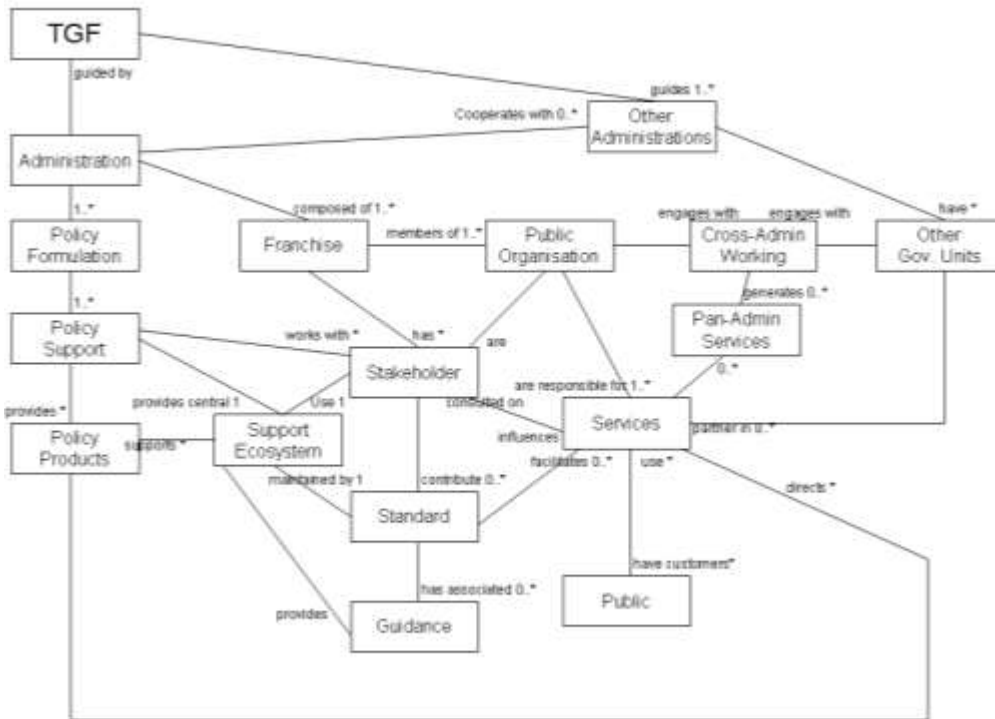
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<sup>9</sup> The Skills Framework for the Information Age (SFIA) provides a common reference model for the identification of the skills needed to develop effective Information Systems (IS) making use of ICT, enabling employers of ICT professionals to carry out a range of HR activities against a common framework of reference - including skill audit, planning future skill requirements, development programmes, standardisation of job titles and functions, and resource allocation. The Skills Framework for the Information Age is owned by The SFIA Foundation: [www.SFIA.org.uk](http://www.SFIA.org.uk).



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724

725 Figure: Relationship of Stakeholders to the Framework

726 The above diagram places the TGF in context of the Government bodies and other stakeholder types  
 727 that need to collaborate to develop transformational services for citizens and businesses. It positions  
 728 some of the key TGF concepts that are described in detail elsewhere in the TGF documentation.

## 729 Common Terminology and Reference Model

730 In any change program of this breadth and complexity, it is vital that all stakeholders have a common  
 731 understanding of the key concepts involved and how they interrelate, and have a common language  
 732 to describe these in.

733 We therefore recommend that a TGF-conformant transformation program should seek to agree with  
 734 stakeholders a common Terminology and Transformation Reference Model.

### 735 Why have a terminology and reference model?

736 In everyday life, we use **terms** – ‘citizen’, ‘need’, ‘service’ – as common, often implicitly accepted  
 737 labels for **concepts**. The concept is the abstract mental idea (which should be universal and language  
 738 independent) to which the term gives a material expression in a specific language. Particularly in an

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739 international environment such as global standardization initiatives, the distinction is important as it  
740 is common concepts that we wish to work with, not common terms<sup>10</sup>.

741 This distinction also helps avoid common modelling pitfalls. Terms that may seem similar or the same  
742 across two or more languages may actually refer to different concepts; or a single term in one  
743 language could be understood to refer to more than one concept which another language expresses  
744 with discrete terms: For example, the English term ‘service’ can refer to different concepts - an  
745 organisational unit (such as ‘Passport Service’) or something that is performed by one for another  
746 (such as ‘a dry cleaning service’), whereas discrete terms are used for the discrete concepts in  
747 German (‘Dienst’ or ‘Dienstleistung’). As the TGF is intended for use anywhere in the world, it is  
748 important to ensure that (ideally) global concepts can be transposed and translated and thus  
749 understood in other languages: we therefore need to associate an explicit definition with each  
750 concept as we do in a dictionary. The TGF uses the structure and methodology of an existing  
751 international standard to create its terminology<sup>11</sup>

752 Concepts do not exist in isolation, however. It is the broader understanding of the relationships  
753 between concepts that give those concepts fuller meaning and allow us to model our world, our  
754 business activities, our stakeholders, etc. in a way that increases the chance that our digital systems  
755 are an accurate reflection of our work. In information science, an ontology is a formal representation  
756 of knowledge as a set of concepts within a domain, and the relationships between those concepts. It  
757 can be used to describe the domain (the coverage should be sufficiently comprehensive to include all  
758 concepts relevant to the domain) and to reason about the domain.

759 The TGF does not include a formal ontology but is sufficiently clear in its concepts, definitions and  
760 relationships between concepts that the Framework will use consistently as an internally coherent  
761 set. It does include however a “reference model” that is clear enough that subsequent ontology  
762 development is possible if so desired.

763 To assist with this we set out in the TGF Primer already includes a formal definitions of key concepts  
764 used throughout the Framework and a complete formal terminology and reference model – that  
765 formalizes the concepts and the relationships between them – is prepared as TBD a separate  
766 deliverable to identify all concepts and the important relationships between them.

## 767 Transformation Business Model

### 768 *Weaknesses of current models*

769 A central task of the TGF leadership and collaborative stakeholder model is to develop a new and  
770 effective business model which enables the machinery of government to deliver citizen-centric  
771 services in practice.

772 It is failure to address this requirement for a new business model which, arguably, has been the  
773 greatest weakness of most traditional e-Government programmes. For the most part, the transition  
774 to e-Government has involved overlaying technology onto the existing business model of  
775 government: a business model based around unconnected silos - in which policy-making, budgets,

<sup>10</sup> This is central to all multi-lingual thesauri, for example, where the core item of organisation is the  
concept, not the term.

<sup>11</sup> “Terminology work – Vocabulary – Part 1: Theory and application” [ISO 1087-1:2000]

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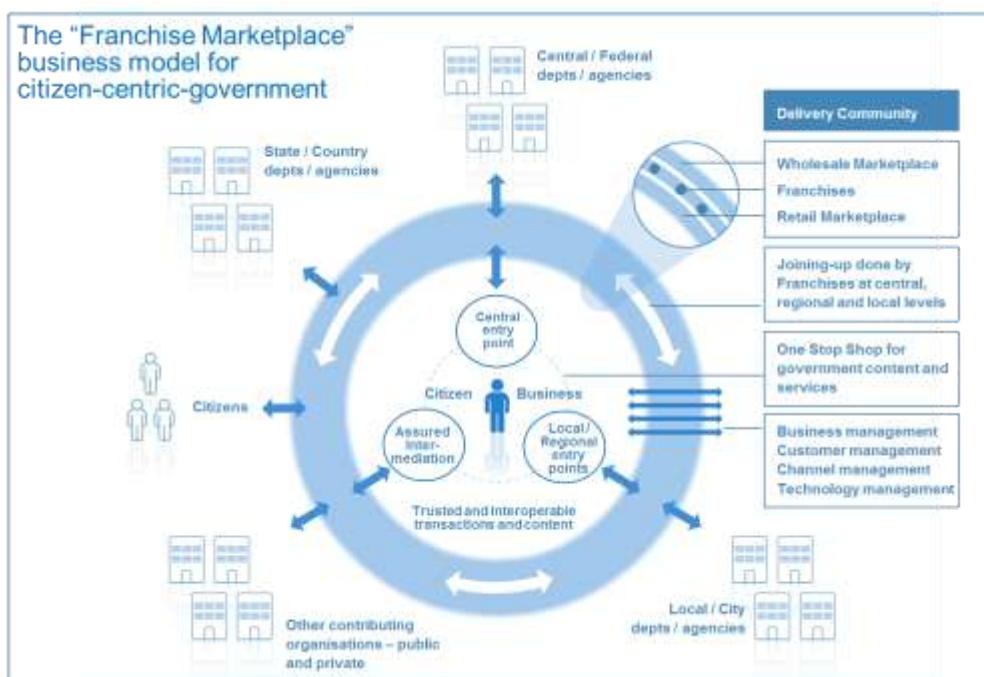
776 accountability, decision-making and service delivery are all embedded within a vertically-integrated  
777 delivery chain based around specific government functions. The experience of governments around  
778 the world over the last two decades is that this simply does not work.

779 So what is the new business model which is required to deliver citizen service transformation? Many  
780 attempts have been made by governments to introduce greater cross-government coordination, but  
781 largely these have been "bolted on" to the underlying business model, and hence experience only  
782 limited success.

### 783 *The Franchise Marketplace Model*

784 This Framework recommends implementation of a business model which permits the joining-up of  
785 services from all parts of government and external stakeholders in a way that makes sense to citizens  
786 and businesses, yet without attempting to restructure ~~those~~ the participating parts of government.  
787 Conceptually, this leads to a model where the existing structure of government continues to act as a  
788 supplier of services, but intermediated by a "virtual" business infrastructure based around customer  
789 needs. A top-level view of such a virtual, market-based approach to citizen service transformation is  
790 set out in the figure below:

**Comment [PFB24]:** The model involves non-government parties too (NG)



**Comment [PFB25]:** Issue 11 – closed

[Type the document title]

791

792 Key features of this business model are:

- 793 • The model puts into place a number of agile cross-government virtual "franchise businesses"  
794 based around customer segments (such as, for example, parents, motorists, disabled people).  
795 These franchises are responsible for gaining full understanding of their customers' needs so that  
796 they can deliver quickly and adapt to changing requirements over time in order to deliver more

- 797 customer centric services - which in turn, is proven to drive higher service take-up and greater  
798 customer satisfaction.
- 799 • Franchises provide a risk-averse operational structure that enables functionally-organised  
800 government agencies at national, regional and local to work together in a customer-focused  
801 "Delivery Community". They do this by :
    - 802 – Enabling government to create a "virtual" delivery structure focused on customer needs
    - 803 – Operating ~~inside across~~ the existing structure ~~of~~ Government (because they are ~~owned and~~  
804 ~~resourced~~ed by one of the existing "silos") ~~and resourced by organisations which has a that~~  
805 ~~have close links to with~~ the relevant customer segment) ~~including, possibly, some outside of~~  
806 ~~government~~
    - 807 – Dividing the task into manageable chunks
    - 808 – Removing a single point of failure
    - 809 – Working to a new and precisely-defined operating model so as to ensure consistency
    - 810 – Working across ~~and beyond~~ government (~~and beyond~~) to manage the key risks to citizen-  
811 centric service delivery
    - 812 – Acting as change agents inside-Government departments / agencies.
  - 813 • The model enables a "mixed economy" of service provision: first, by providing a clear market  
814 framework within which private and voluntary sector service providers can repackage public  
815 sector content and services; and second by disseminating Web 2.0 approaches across  
816 government to make this simpler and cheaper at a technical level.
  - 817 • The whole model is capable of being delivered using Cloud Computing

818 This Franchise model represents an important break-through in the shift from a traditional  
819 e-Government approach towards citizen service transformation. Certainly, the model as a whole or  
820 key elements of it has been adopted successfully in governments as diverse as the UK, Hong Kong,  
821 Croatia, Abu Dhabi and Australia (where it has been adopted by both the South Australia and  
822 Queensland governments).

823 It is clearly possible that alternate models may develop in future. But however the Transformational  
824 Government agenda develops, every government will need to find some sort of new business model  
825 along these lines, rather than continue simply to overlay technology onto an old silo-based business  
826 model built for an un-networked world.

### 827 *Enabling the Franchise Marketplace Model*

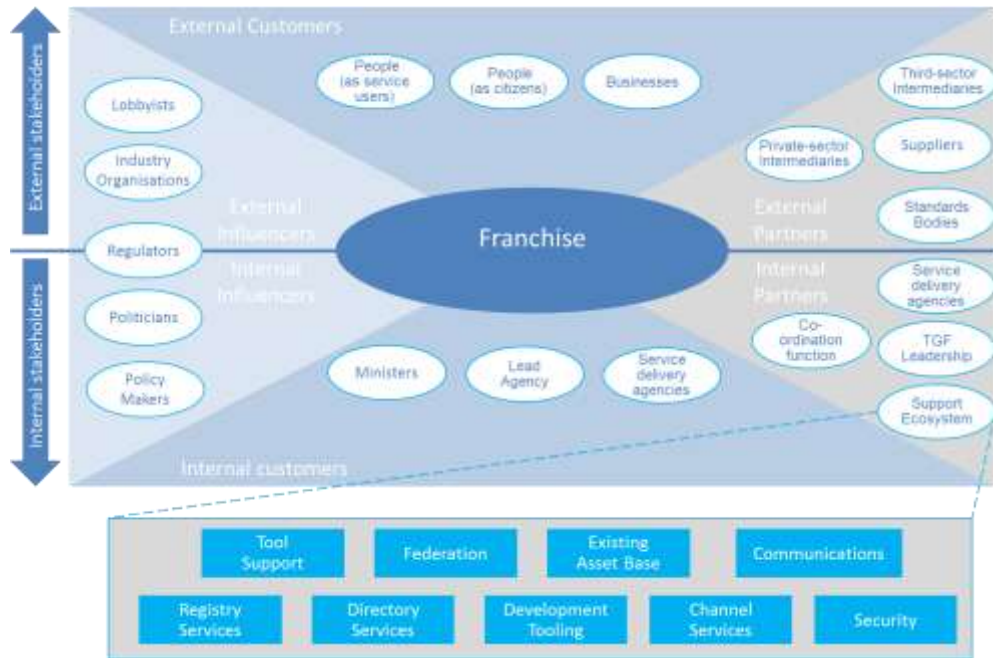
828 A number of relationships need to be managed by a franchise to enable it to develop, maintain and  
829 deliver transformational citizen-centric services. These represent different viewpoints that can be  
830 broadly classified as:

- 831 • Service Participants. Those who are actors in the normal operation of the service.
- 832 • Influencers. Those who have a political, business or altruistic interest in the service and the part  
833 that it plays in broader government, business and social scenarios.
- 834 • Supporting Assets. Those organisations/bodies and facilities that are necessary to provide a  
835 technical underpinning for this and other services.
- 836 • Contributors. Those who work with the franchise to develop and maintain the service.

**Comment [PFB26]:** Rewording proposed by NG and further modified by PFB

[Type the document title]

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837

## 838 Policy Product Management

839 We define a "Policy Product" as: any document which has been formally adopted on a government-  
 840 wide basis in order to help achieve the goals of citizen service transformation. These documents vary  
 841 in nature (from statutory documents with legal force, through mandated policies, to informal  
 842 guidance and best practice) and in length (some may be very lengthy documents; others just a few  
 843 paragraphs of text). Policy Products are important drivers of change within government: first  
 844 because the process of producing them, if managed effectively, can help ensure strategic clarity and  
 845 stakeholder buy-in; and second because they then become vital communication and management  
 846 tools.

847 Over recent years, several governments have published a wide range of Policy Products as part of  
 848 their work on Interoperability Frameworks and Enterprise Architectures, and other governments are  
 849 therefore able to draw on these as reference models when developing their own Policy Products.  
 850 However, we believe that the set of Policy Products required to ensure that a holistic, government -  
 851 wide vision for transformation can be delivered is much broader than is currently being addressed in  
 852 most Interoperability Frameworks and Enterprise Architectures.

853 A TGF-conformant transformation program will use the [Policy Product Map matrix](#) shown below to  
 854 [create a map of the as an assessment framework for determining what](#) Policy Products [that](#) are  
 855 needed to deliver the program effectively. This [matrix](#) maps the four delivery processes described in  
 856 Component 2 of the TGF (Business Management, Customer Management, Channel Management and  
 857 service-oriented Technology Management) against the five interoperability domains identified in  
 858 what is currently the broadest of Interoperability Frameworks - the European Interoperability

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859 Framework (EIF)<sup>12</sup>: technical, semantic, organisational, legal and policy interoperability. While the EIF  
860 framework is conceptually complete, by mapping it against these core delivery processes, a much  
861 clearer sense can be gained of the actions which are needed.

The TGF Policy Product Map	Political Interoperability	Legal Interoperability	Organisational Interoperability	Semantic Interoperability	Technical Interoperability
Business Management	<a href="#">Strategic Business Case for overall Programme</a>	<a href="#">Legal vires for inter-agency collaboration</a>	<a href="#">Benefits Realisation Plan</a>	<a href="#">Business Process Model</a>	<a href="#">Technology roadmap</a>
Customer Management	<a href="#">Identity Management Strategy</a>	<a href="#">Privacy, data protection and data security legislation</a>	<a href="#">Federated trust model for cross-agency identity management</a>	<a href="#">Common data standards</a>	<a href="#">Single sign-on architecture</a>
Channel Management	<a href="#">Intermediaries Policy</a>	<a href="#">Pro-competitive regulatory framework for the telecoms sector</a>	<a href="#">Channel Management guidelines</a>	<a href="#">Web accessibility guidelines</a>	<a href="#">Presentation architecture</a>
Technology Management	<a href="#">Information Security policy</a>	<a href="#">Procurement legislation</a>	<a href="#">Service level agreements</a>	<a href="#">Physical data model</a>	<a href="#">Interoperability Framework</a>

862 **Figure:** A Policy Product Map completed with examples of individual policy products. Each cell in the matrix  
863 may contain one or more policy products depending on the outcome of relevant analysis

864 A full analysis of the Policy Products which we recommend are typically needed to deliver an  
865 effective and holistic transformation program will be included in a separate Committee Note “Tools  
866 and Models for the Business Management Framework”. ~~However, Although~~ the detailed Policy  
867 Products in that note are advisory ~~only. Whilst every policy product indicated and not all of them~~  
868 may ~~not~~ be needed, ~~we recommend that~~ any conformant transformation program ~~should~~ **MUST** use  
869 the overall framework ~~and matrix~~ of the Policy Product Map ~~in order~~ to conduct ~~at minimum~~ a gap  
870 analysis aimed at identifying ~~all the~~ key Policy Products needed for that government, taking the  
871 Committee Note into account as guidance.

Comment [PFB27]: Issue 6 - closed

Type the document title

Comment [PFB28]: Consistency with statements about mandated use of policy map (NG)

## 872 Transformation Roadmap

873 Finally, it is essential that the vision, strategy, business model and policies for citizen service  
874 transformation are translated into an effective Transformation Roadmap.

875 Since everything can clearly not be done at once, it is vital to map out which elements of the  
876 transformation programme need to be started immediately, which can be done later, and in what  
877 order. There is no one-size-fits all strategy which governments can use, since strategy needs to be  
878 tailored to the unique circumstances of each government's situation.

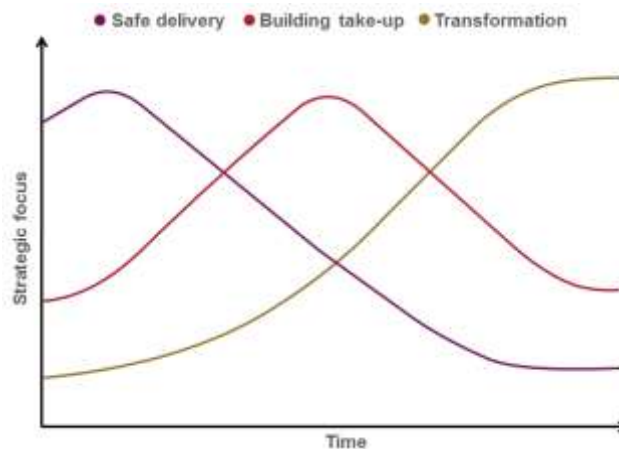
879 However, all governments face the same strategic trade-offs: needing to ensure clear line-of-sight  
880 between all aspects of programme activity and the end outcomes which the Government is seeking  
881 to achieve, and to balance quick wins with the key steps needed to drive longer term transformation.

<sup>12</sup> European Interoperability Framework (EIF) for European public services, [see http://ec.europa.eu/isa/strategy/doc/annex\\_ii\\_eif\\_en.pdf](http://ec.europa.eu/isa/strategy/doc/annex_ii_eif_en.pdf)  
([http://ec.europa.eu/isa/strategy/doc/410413\\_top\\_communication\\_annex\\_eif.pdf](http://ec.europa.eu/isa/strategy/doc/410413_top_communication_annex_eif.pdf))

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882 In the early days of the Transformational Government program, we recommend that the major  
883 strategic focus should be on **safe delivery** - that is, prioritising high benefit actions which help to  
884 accelerate belief and confidence across the Government and the wider stakeholder community that  
885 ICT-enabled change is possible and beneficial - but which can be delivered with very low levels of  
886 risk. As the programme develops, and an increasing number of services become available, the  
887 strategic focus can move towards **building take-up**: that is, building demand for online services and  
888 creating a critical mass of users. Once that critical mass starts to appear, the strategic focus can start  
889 to shift towards fuller **transformation**: in other words, to start driving out some of the more  
890 significant transformational benefits that high levels of service take-up enables, for example in terms  
891 of reducing the cost of government service delivery.

892 As the diagram below makes clear, these strategic foci are not mutually exclusive, but overlap.  
893 Crucially, in the Safe Delivery phase there will also be some vital steps needed in order to pave the  
894 way for longer term transformation, particularly in respect of establishing the business case for  
895 transformation, and embedding the strategy in effective governance processes. But the diagram  
896 shows how the strategic weight between each consideration should shift over time.



897

898 Guided by the strategic trade-off framework described above, experience shows that a phased  
899 approach is the most successful. Typically, an effective Delivery Roadmap will cover five main phases.

### 900 *Plan*

901 The preparation and planning needed to develop a tailored Delivery Roadmap for the Government,  
902 to ensure that the business case for transformation is fully articulated, and that all key stakeholders  
903 are on-board. Key outputs from this phase should include:

- 904 • Transformation vision: a high level document setting out the agreed future model for  
905 transformation of our client organisation and its re-engineered business processes
- 906 • Strategic business case: the key costs and benefits associated with the transformation  
907 programme
- 908 • Delivery roadmap: a multi-year transformation plan, covering, among other things:  
909 – A change management plan (including communication and training plans)

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- 910 – Central capability building and governance processes
- 911 – A sourcing strategy
- 912 – A strategy for moving towards a service oriented ICT architecture
- 913 – A risk management strategy
- 914 – A high level benefit realisation plan, setting out the actions needed to ensure full
- 915 downstream delivery of the intended benefits from the transformation programme.

#### 916 *Initiate*

- 917 In this first phase of delivery, the focus is on building the maximum of momentum behind the  
918 Roadmap for the minimum of delivery risk. This means focusing in particular on three things:
- 919 • some early quick wins to demonstrate progress and early benefits, for a minimum of delivery risk  
920 and using little or no technology expenditure
  - 921 • embedding the Roadmap in governance structures and processes which will be needed to inform  
922 all future investments, notably the frameworks of enterprise architecture, customer service  
923 standards and issue/risk management that will be required
  - 924 • selecting effective delivery partners.

#### 925 *Deliver*

926 In this phase, some of the more significant investments start coming on stream - for example, the  
927 first version of the major "one-stop" citizen-facing delivery platforms, and the first wave of  
928 transformation projects from "champion" or "early adopter" agencies within the Government

#### 929 *Consolidate*

930 In this phase, the focus shifts towards driving take-up of the initial services, expanding the initial one-  
931 stop service over more channels, learning from user feedback, and using that feedback to specify  
932 changes to the business and technology architectures being developed as longer term, strategic  
933 solutions

#### 934 *Transform*

935 Finally, the program looks to build out the broader range of e-transformation projects, drive forward  
936 the migration of all major citizen-facing services towards the new one-stop channels, and complete  
937 the transition to the full strategic IT platform needed to guarantee future agility as business and  
938 customer priorities change.

[Type the document title]



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## 939 Part III (b): Guidance on the TGF Customer Management 940 Framework

### 941 Introduction

942 The TGF Customer Management Framework is in three main sections:

- 943 • Context
- 944 • Overview of key components in the TGF Customer Management Framework
- 945 • Detailed description of and guidance on the key components

### 946 Context

947 The first of the Guiding Principles identified in Component 1 of the TGF is:

948 *“Develop a detailed and segmented understanding of your citizen and business*  
949 *customers:*

- 950 • *Own the customer at the whole-of-government level;*
- 951 • *Don't assume you know what users of your services think - research, research,*  
952 *research;*
- 953 • *Invest in developing a real-time, event-level understanding of citizen and*  
954 *business interactions with government”*

955 Putting these principles into practice involves taking a holistic, market-driven approach to every step  
956 of the service design and delivery process. This in turn often requires new skills and management  
957 practices to be brought into government. The TGF Customer Management Framework draws  
958 together best practice on how to do this.

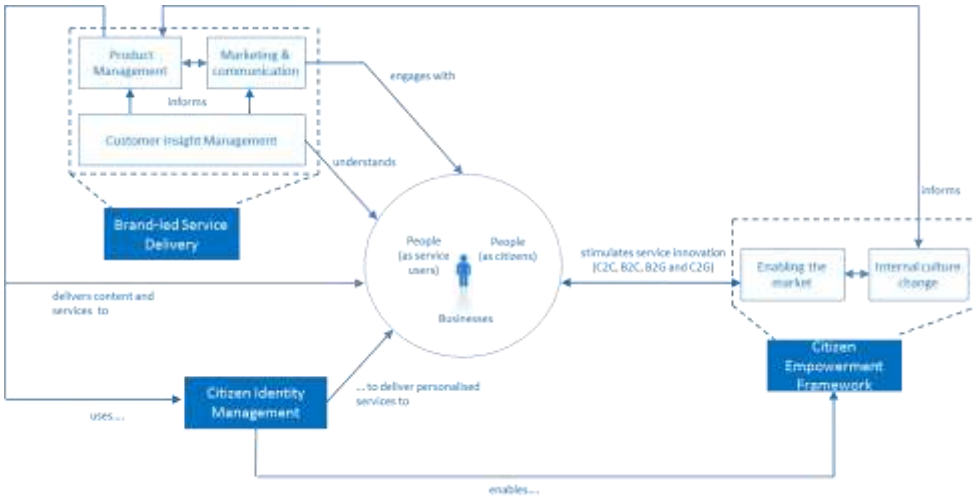
### 959 Overview of key components in the TGF Customer Management 960 Framework

961 There are three key components of the TGF Customer Management Framework:

- 962 • Brand-led Service Delivery
- 963 • Identity Management
- 964 • Citizen Empowerment

965 A high level view of the logical relationships between these components is illustrated below.

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The patent provisions of the OASIS IPR Policy do not apply.



Comment [PFB29]: Issue 7 – closed

[Type the document title]

966

## 967 Brand and Marketing Strategy

968 Marketing is critical to effective citizen service transformation, yet is something at which  
969 government traditionally does not excel. Often, marketing is fundamentally misunderstood within  
970 government - as being equivalent to advertising or perhaps, more broadly, as being equivalent to  
971 communication.

972 Properly understood, however, marketing is the process of:

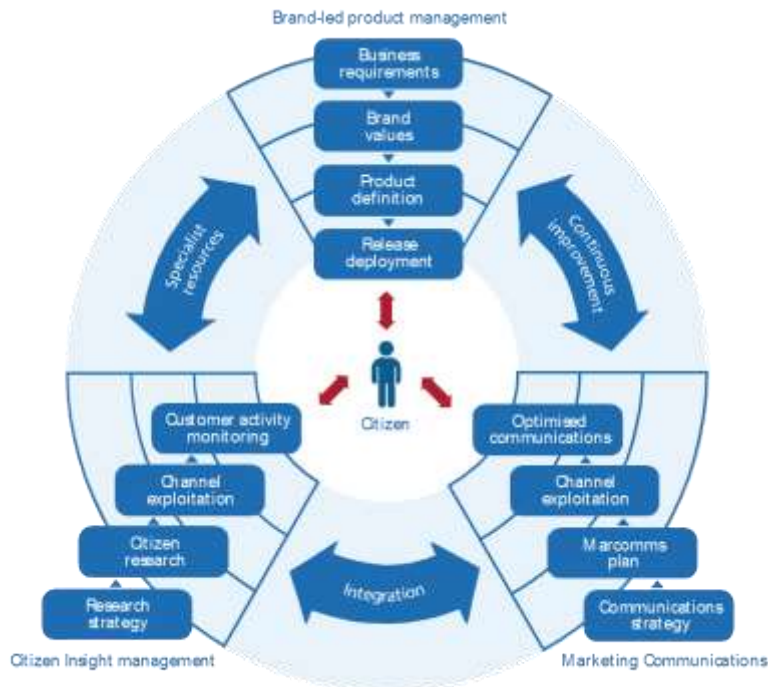
- 973 • Understanding the target market for government services in all its breadth and complexity
- 974 • Learning what is needed in order to meet citizen needs
- 975 • Developing an offer for citizens and businesses that they will engage with
- 976 • Establishing a clear set of brand values for that offer - a set of underpinning statements that  
977 adequately describe what the product or service will deliver and how
- 978 • Delivering that offer through appropriate channels, in a way which fully delivers on the brand  
979 values
- 980 • Generating awareness about the offer
- 981 • Creating desire/demand for the offer
- 982 • Reminding people
- 983 • Changing the offer in the light of experience

984 This is the process that a brand-led consumer product company such as Proctor and Gamble or Virgin  
985 would go through when developing a new product. However, it is not typically how governments  
986 manage their own service development, and governments generally lack the skills to do it.  
987 Moreover, the challenge faced by governments is significantly more complex than any private sector  
988 company, given the greater range and complexity of services and governments need to provide a  
989 universal service rather than pick and choose its customers. Yet if governments are to succeed in the  
990 ambition of shifting service delivery decisively away from traditional channels to lower-cost digital  
991 channels, then these marketing challenges have to be met.

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992 And given the fact that a) citizen needs cut across organisational boundaries in government and b)  
993 the skills for delivering an effective brand-led marketing approach to service transformation will  
994 inevitably be in short supply, it is important that these challenges are addressed at a government-  
995 wide level.

996 A TGF-conformant Transformation Program will establish government-wide processes for managing  
997 the three core elements of the TGF Brand-led Service Delivery Framework illustrated below:



[Type the document title]

998

- 999 • Citizen insight
- 1000 • Brand-led product management
- 1001 • Marketing communications

1002 Citizen insight must inform all aspects of the process, and involves a comprehensive programme of  
1003 qualitative and quantitative research to understand and segment the customer base for government  
1004 services. The learnings from this need to be fed into a brand-led product management process - not  
1005 as a one-off input of initial research, but through a continuous process of iterative design and  
1006 customer testing. A key output from this will be a set of brand values for the service, which then  
1007 need to drive all aspects of service delivery, and marketing communications for the service.

1008 This is an iterative process of continuous improvement, not a linear one. Continuous citizen insight  
1009 research is needed to ensure that both the service delivery experience and the marcoms activity  
1010 remain aligned with the brand values, through successive phases of release deployment. As the  
1011 service is implemented, across a range of channels, best practice management information systems  
1012 can be deployed to ensure that the Government now has real-time, event-level management

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1013 information about the experience of all customers - which in turn provides a powerful feedback loop  
1014 into further innovation in the service design.

1015 Often, this will require the Government to bring in specialist resources, because typically it may face  
1016 significant gaps in terms of the people and skills needed to manage brand-led product development  
1017 and marketing cycles of this nature.

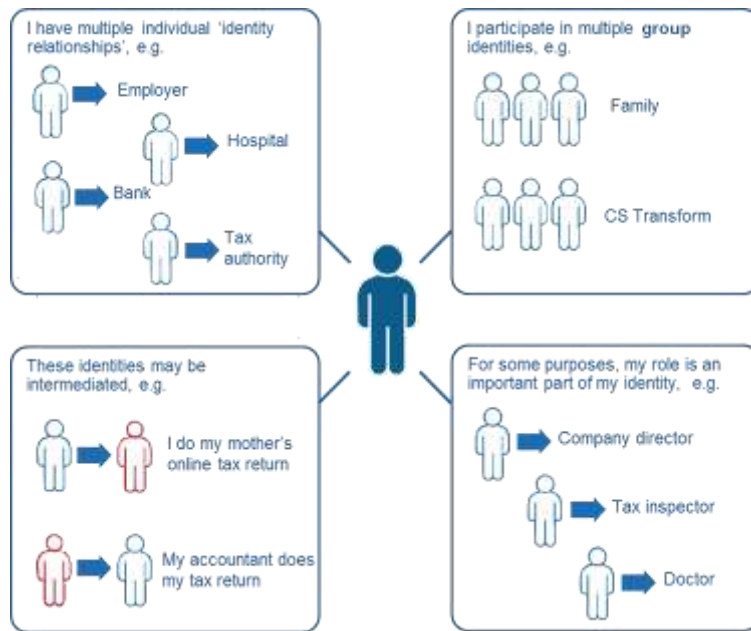
## 1018 Identity Management

1019 [Note: expand to include references to existing relevant IDM standards from OASIS and other SSOs]

Comment [PFB30]: Issue 19 - open

1020 Identity management is a key enabler, yet something with which most governments struggle. At the  
1021 heart of that struggle is often a failure to put the citizen at the centre of government's thinking about  
1022 identity.

1023 Identity is a complex, and by definition deeply personal, concept. As the following figure illustrates, a  
1024 single citizen in fact has multiple, overlapping "identities".



Comment [PFB31]: Issue 24 – open  
Check labels and terms against other IDM standards

Comment [PFB32]: Issue 8 - closed

[Type the document title]

1025

1026 Each identity may be associated with different rights and permissions, even different addresses.  
1027 These identities overlap, but in some cases the citizen may want to keep them separate in order to  
1028 protect his or her privacy. At other times, the citizen may want them to be joined up, and be  
1029 frustrated at constantly having to furnish government with the same information over and over  
1030 again.

1031 Governments have often struggled to manage this complexity. Typically, identity is defined  
1032 separately in relation to each silo-based government service. Even countries which have traditionally  
1033 had the simplicity of a single citizen identifier (such as Finland, where there has been a single  
1034 population register since 1634), have tended to build up separate and inconsistent business

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1035 | processes for identity verification. ~~And a~~ Although the advent of e-Government held out the promise  
1036 | of significant simplification of identity management - bringing service improvement gains for the  
1037 | citizen and efficiency savings for the Government - ~~in practice there remain~~ significant barriers  
1038 | ~~remain. These include legal barriers that have grown up over centuries of piecemeal approaches~~  
1039 | ~~taken by public administrations and put in place often to protect individuals from the effects of~~  
1040 | ~~equally piecemeal processes. As such the impact of any changes must be considered very carefully.~~

**Comment [PFB33]:** Elaborate on the specific barriers (NG)

1041 | Many of the tools which governments have put in place to guarantee security in the online world  
1042 | (passwords, PINs, digital signatures etc), have in practice acted as barriers to take-up of online  
1043 | services. And attempts to join up databases to enable cross-government efficiencies and service  
1044 | improvements have often been met with mistrust and suspicion by citizens.

1045 | Increasingly, however, a set of best practices is emerging around the world which we believe  
1046 | represents a way forward for citizen service transformation, which is broadly applicable across a very  
1047 | wide range of governments.

1048 | Key aspects of this are:

#### 1049 | *Business Architecture*

1050 | Firstly, a business architecture for identity management which is based on federation between a  
1051 | wide range of trusted organisations (the Government, banks, employers etc), and a clear model for  
1052 | cross-trust between these organisations.

#### 1053 | *Technical Architecture*

1054 | Secondly, a technology architecture to support this which does not rely on monolithic and potentially  
1055 | vulnerable large databases, but which uses Internet-based gateway services to act as a broker  
1056 | between the different databases and IT systems of participants in the federated trust model.

#### 1057 | *Citizen-centric Identity Model*

1058 | Thirdly - and perhaps most importantly - a citizen service model for identity management which  
1059 | places citizens themselves directly in control of their own data, able to manage their own  
1060 | relationship with government ~~- whether on their own behalf as citizens or in another identity~~  
1061 | ~~relationship or intermediated role -~~ and with clearly visible controls to reassure them that this is the  
1062 | case. This citizen-centric approach to identity management is illustrated in the figure below.

**Comment [PFB34]:** Issue 12 - closed

[Type the document title]

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1063

1064 No one-Government has implemented all features of this approach, but all are being successfully  
1065 deployed around the world, and together they represent our view of the approach to identity  
1066 management which will best help deliver Transformational Government.

## 1067 Citizen Empowerment Framework

1068 We argued in Part I of the TGF that a defining feature of Transformational Government programs is  
1069 that they focus on the "citizen" not the "customer" - that is, they seek to engage with citizens and  
1070 businesses as owners of and participants in the creation of public services, not as passive recipients  
1071 of services.

1072 What does this mean in practice?

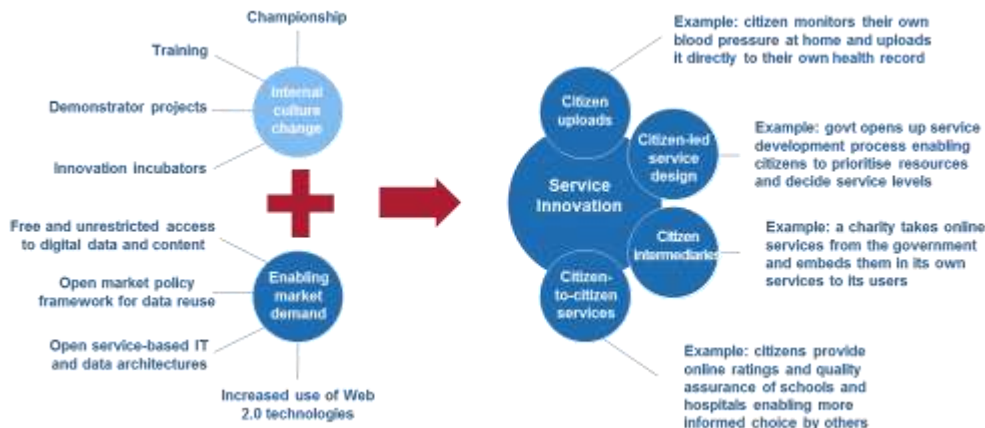
1073 Citizen empowerment involves a set of changes which are much more fundamental than the online  
1074 consultations and "e-participation" initiatives which characterised the first wave of e-Government  
1075 programmes. And it is also more fundamental than the application of Web 2.0 technologies to  
1076 government - although these technologies do have a role to play.

1077 The key shift is to think of service delivery not as something which is done by government to citizens  
1078 and businesses, but as something in which they citizen-is-an active co-creators of services - or  
1079 even where public services are delivered directly citizen-to-citizen, with no or minimal government  
1080 involvement. Innovators in government who are making that shift are starting to develop a wide  
1081 range of new ways to create public value and enhance services, as illustrated:

[Type the document title]

**Comment [PFB35]:** Add reference to businesses (NG)

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1083 This figure also highlights two important enablers of this innovation, which we believe are important  
 1084 to address as part of a Transformational Government program:

- 1085 • Action on the supply side within government, to help create a culture of open innovation within  
 1086 the public sector. Such a culture change - which reflects an increasing trend in the private sector  
 1087 to see external ideas and collaborations as being the key to successful innovation - is particularly  
 1088 challenging in the public sector given the strong tradition of internal control over decision-  
 1089 making and policy development. So pro-active change management is essential.
- 1090 • Action to enable demand-side pull by citizens and third party organisations outside-Government.  
 1091 Particularly important here is the principle that all non-personal data held by government should  
 1092 be open, public, easily reusable, and available at marginal cost - which for digital information  
 1093 means free. By opening up government data, content and services for reuse and repurposing by  
 1094 others, government can enable a level of service innovation and market reach that it could not  
 1095 hope to achieve on its own. Most governments also find that simply making data and content  
 1096 available in theory is not sufficient: in practice they also need to facilitate market-based public  
 1097 service delivery by:
  - 1098 – building a business model of rules and processes which enable a level-playing field for new  
 1099 market entrants (see the “Wholesale Intermediary Market” component of Part III (b))
  - 1100 – establishing a service-based technology architecture based around open standards and Web  
 1101 2.0 technologies which makes it easier in practical terms for third parties to re-purpose and  
 1102 repackage-Government content (see Part III (d)).

[Type the document title]

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## 1103 Part III (c): Guidance on the TGF Channel Management 1104 Framework

### 1105 Introduction

1106 The TGF Channel Management Framework is in two main sections:

- 1107 • Context
- 1108 • Overview of key components in the TGF Channel Management Framework
- 1109 Detailed description of and guidance on the key components

### 1110 Context

1111 Channel management is often a weak spot in government service delivery, with widespread  
1112 duplication, inefficiency and lack of user-focus. Experience has shown the common pitfalls to include:

- 1113 • Managing new, digital channels as "bolt-ons", with business and technical architectures which  
1114 are entirely separate from traditional face-to-face or paper-based channels
- 1115 • No common view of citizen service across multiple channels
- 1116 • Operational practices, unit costs and service standards for many channels which fall well below  
1117 standards set for those channels in the private sector
- 1118 • A reliance on government-owned channels, with insufficient understanding of how to partner  
1119 with private and voluntary sector organisations who have existing trusted channels to  
1120 government customers
- 1121 • Unproductive and costly competition among service delivery channels

1122 Transformational Government programs seek to avoid these pitfalls, by building a channel  
1123 management approach centred around the needs and behaviour of citizens and businesses.

### 1124 Overview of key components in the TGF Channel Management 1125 Framework

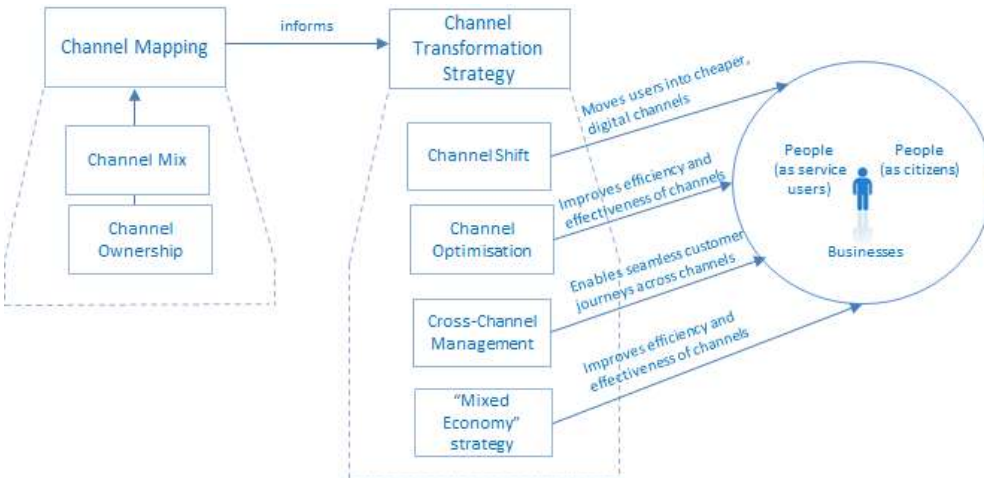
1126 The two key elements of the approach recommended in the Transformational Government  
1127 Framework are:

- 1128 • **Channel Mapping:** a clear audit of what existing channels are currently used to deliver  
1129 government services. The TGF Channel Mapping approach includes an analysis of these channels  
1130 across two key dimensions: which delivery channels are being used ('channel mix') and who  
1131 owns them ('channel ownership').
- 1132 • **Channel Management Strategy:** the TGF helps build a new channel management approach  
1133 centred around the needs and behaviour of citizens and businesses. The key components of such  
1134 an approach include:
  - 1135 – Channel Optimization
  - 1136 – Channel Shift
  - 1137 – Cross-Channel Management



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- 1138 – Development of a “mixed economy” in service provision through private and voluntary  
1139 sector intermediaries.  
1140 A high level view of the logical relationships between these components is illustrated below.



1141

## 1142 Channel Mapping

1143 A vital first step in developing a citizen-centric channel management strategy is to carry out a  
1144 mapping of existing delivery channels across government, and to put a cost to each transaction  
1145 delivered through these channels based on standard industry assumptions. This will highlight  
1146 duplication across government (for example, having multiple high-street locations in the same town  
1147 serving different government departments or agencies), and the savings that can be achieved by  
1148 joining government services together and using the most efficient delivery channel in each case.

1149 A common finding in channel audits of this type is that much customer contact between  
1150 governments and citizens is unnecessary, hidden and uncosted. For example, many governments  
1151 have literally thousands of public service telephone contact numbers.

1152 Much of the contact that results between citizen or business users and the Government is therefore:

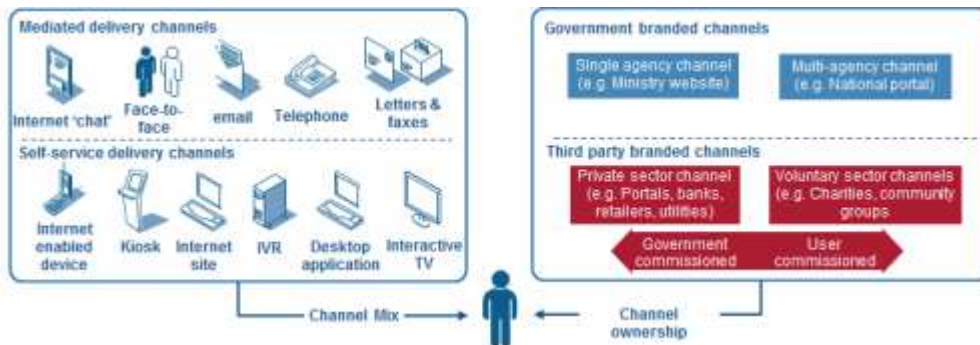
- 1153 • unnecessary - because the user is struggling to find the right place to get the service they need,  
1154 resulting in multiple contacts before their need is finally resolved  
1155 • hidden and uncosted - because only some of these customer contacts are caught by existing  
1156 management information systems. The rest are just lost within the broader operational  
1157 structure and budget of government.

1158 A clear map of customer interactions by channel, and the true costs of these, therefore provides  
1159 essential data in building the business case for service transformation.

1160 In undertaking this mapping, we recommend that a holistic approach is taken to understanding the  
1161 range of channels through which government services are and could be delivered. Government  
1162 services can be delivered through a wide range of different channels. It can be helpful to think of that  
1163 range as varying across two key dimensions, as illustrated below:

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- **Channel mix:** that is, the physical type of channel being used. Traditionally, channels for government service delivery have included the face-to-face channel (through high-street and other locations), traditional mail and the traditional telephone. More recently, interactive voice recognition (IVR) and the Internet have become important channels. A key distinction is the extent to which the channel is based around self-service by the citizen, or requires some form of intermediation - either in person (e.g. the citizen visiting a government office or an official visiting the citizens in the community) or remotely (e.g. by telephone or email).
  - **Channel ownership:** it is important to understand, too, the variety of "channel ownership" options which are available. Traditionally, channels for government services have been branded as belonging to a specific government agency. Increasingly, governments looking to develop a citizen-centric approach have also started to badge these on a government-wide basis: either covering a single channel (such as a national government portal), or multiple channels (such as Service Canada, which spans walk-in offices, contact centres, and the web).



1177

## 1178 Channel Transformation Strategy

1179 Once a full Channel Mapping has captured the current channel mix and cost base, it is important to  
1180 map out a strategy for the future desired channel mix, and the future customer experience over  
1181 different channels.

1182 The key elements of this Channel Transformation Strategy are discussed below.

### 1183 Channel Shift

1184 Successful private-sector businesses are more effective at this than government. They understand  
1185 that each channel opens up different ways to create value for customers, so they differentiate  
1186 services across channels. They also take a hard-nosed approach to channel management, with  
1187 customers being incentivised to use the channels that are most efficient from a business point of  
1188 view. And they realise that channel shift is a complicated process, which needs planning over a multi-  
1189 year period.

1190 Transformational Government programs adopt a similar approach, setting out clear strategies for  
1191 channel shift<sup>7</sup>. Typically though they recognise two distinct differences between the public and  
1192 private sector:

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- 1193 • First, government has an obligation to provide services on a universal basis, so is not able to pick  
1194 and choose which customers it will engage with through different channels. "Directed choice"  
1195 towards cheaper channels is therefore the strategy selected for most citizen-facing services  
1196 (although a number of governments are increasingly looking to make Internet-only services the  
1197 norm for businesses).
- 1198 • Second, in terms of the online channel, government is in a unique position compared with any  
1199 other online service provider. Whereas an online bank or retailer is limited by the size of the  
1200 online population in the market, a government can take action significantly to increase that  
1201 online population. "Digital inclusion" policies, aimed at increasing the proportion of citizens who  
1202 have access to and confidence in using online channels, are therefore an important part of  
1203 government channel strategies which would not normally be seen in their private-sector  
1204 counterparts.

### 1205 *Channel optimisation*

1206 As well as seeking to shift future service delivery to an optimal channel mix, Transformational  
1207 Government programs seek to optimise the performance of each individual channel. In the UK for  
1208 example, a government-wide review<sup>13</sup> of customer contact found that contact centre performance  
1209 lagged significantly behind private sector benchmarks, and that on average operational savings of  
1210 25% could be achieved in public centre contact centres over a 3 year period by adopting best  
1211 practices.

Comment [PFB36]: Added citation (NG)

### 1212 *Cross-Channel Service Management*

1213 However, it is vital not to think about channel optimisation solely on a channel-by-channel basis.  
1214 There are two imperatives for taking a cross-channel approach to service delivery:

- 1215 • First, to improve service to citizens. Citizens do not simply want services to be available  
1216 through a choice of channels. Rather they want services to be delivered in an integrated way  
1217 across channels. Transformational Government programs therefore focus on achieving an  
1218 integrated view of customer interactions across all channels.
- 1219 • Second, to reduce costs. A shared service approach to channel management can deliver  
1220 significant efficiency savings. By building channel support services around a common, web-based  
1221 infrastructure, governments can both reduce costs while also facilitating joined-up services.

### 1222 *Development of a Mixed Economy in Service Provision*

1223 Finally, it is essential to recognise that a citizen-centric approach involves delivering services where  
1224 citizens want to receive them - and this may often mean that it is important to deliver services  
1225 through private or voluntary sector intermediaries.

1226 This is particularly important as services become digitised, potentially reducing the marginal costs of  
1227 delivery to near zero and hence making it easier for third party organisations to bundle public sector  
1228 services with their own service offerings. This can be challenging for governments, however, since  
1229 for the first time it means that they are "competing" for customers with other organisations.  
1230 Establishing clear ground rules for how this sort of mixed economy of service provision should work,

<sup>13</sup> *Service Transformation: A better service for citizens and businesses, a better deal for taxpayers, see*  
[http://webarchive.nationalarchives.gov.uk/+http://www.hm-treasury.gov.uk/media/4/F/pbr06\\_varney\\_review.pdf](http://webarchive.nationalarchives.gov.uk/+http://www.hm-treasury.gov.uk/media/4/F/pbr06_varney_review.pdf)

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1231 on a basis that will encourage private and voluntary sector organisations to become actively  
1232 involved, is therefore an important task for government in creating the policy framework for  
1233 Transformational Government and SHOULD be addressed using the Franchise Marketplace Model  
1234 outlined above.

**Comment [PFB37]:** Give some profile to the franchise model here (NG)

[Type the document title]

## 1235 Part III (d): Guidance on the TGF Technology 1236 Management Framework

1237 The TGF Technology Management Framework is in three main sections:

- 1238 • Context
- 1239 • Overview of key components in the TGF Technology Management Framework
- 1240 • Detailed description of and guidance on the key components

### 1241 Context

1242 The transformations to business, customer and channel management described above require a new  
1243 approach to technology and in particular a commitment to the paradigm and principles of Service  
1244 Oriented Architecture (SOA) and SOA-based infrastructure.

1245 Transformational Government demands a single view of the citizen or business, delivered inside an  
1246 integrated business and channels architecture. In terms of ICT, all of this requires governments to  
1247 learn from private-sector best practice. Industry is moving towards a model of company-wide,  
1248 service-orientated enterprise architecture, where common building blocks using open standards can  
1249 be re-used to enable flexible and adaptive use of technology to react quickly to changing customer  
1250 needs and demands. Increasingly, companies are gaining even greater efficiency benefits by  
1251 managing these building blocks as a service, provided not only from within their own ICT architecture  
1252 but also from within "the Cloud" - the dynamically-scalable set of private and public computing  
1253 resources now being offered as a service over the Internet.

1254 Governments are increasingly taking this 'building block' approach to technology development. Key  
1255 building blocks such as ICT infrastructure, common data sets, and identity verification need to be co-  
1256 ordinated effectively. While much can be learned from the private sector, simply importing industry  
1257 practices will not solve this coordination problem within government.

1258 Governments are taking different approaches to the co-ordination function: some build central  
1259 infrastructure for use by all departments and agencies; others identify lead departments to build and  
1260 implement common solutions; others have a more decentralised approach, allowing departments to  
1261 develop their own solutions according to a common architecture and standard set. However, finding  
1262 an effective approach which works within a specific government is vital, since without this sort of  
1263 technology flexibility, then Transformational Government becomes impossible - or possible only at  
1264 great expense and with significant wasteful and duplicated ICT expenditure.

### 1265 Overview of key components in the TGF Channel Management 1266 Framework

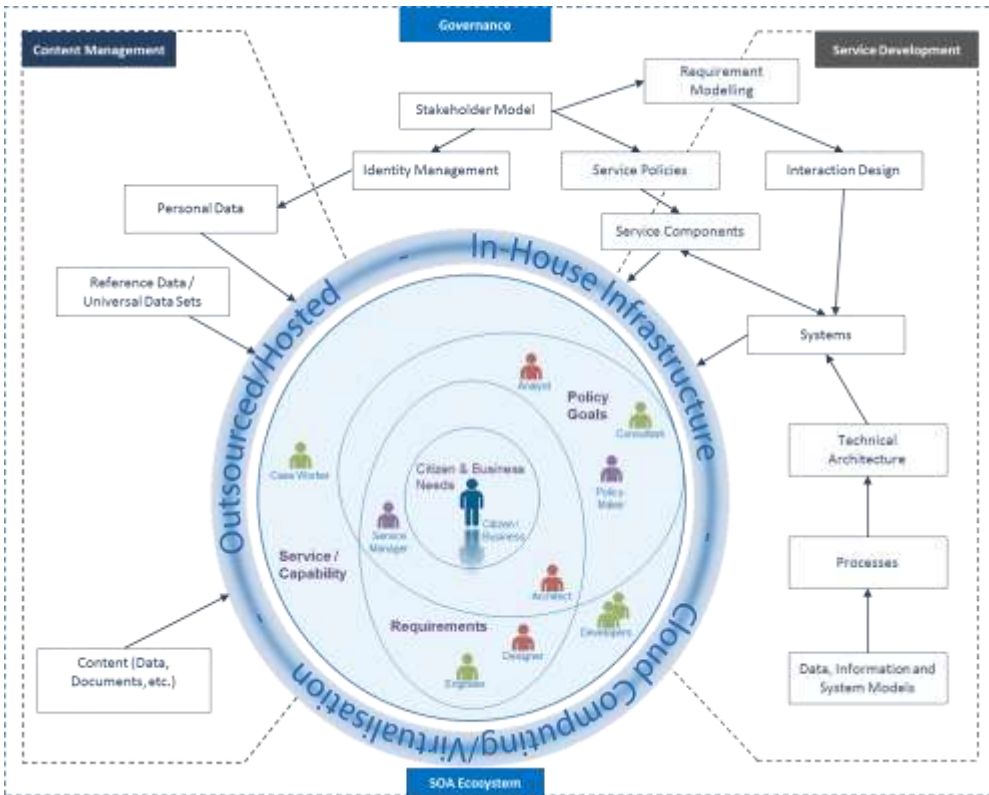
1267 The Technology Management Framework is modelled as one of the four TGF delivery processes, but  
1268 it is concerned with more than "just" the delivery of services using ICT. Its focus on the SOA  
1269 paradigm is key to an approach that puts citizens and businesses as customers at the centre of a  
1270 service ecosystem with many stakeholders, roles and systems involved.

[Type document title]  
**Comment [PFB38]:** Cover hybrid models of cloud provision (NG)

**Comment [PFB39]:** Added businesses (NG)

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- 1271 [The three key elements of the approach recommended in the Transformational Government](#)  
1272 [Framework are:](#)  
1273
  - [Resources Management which underpins ecosystem governance](#)
  - [Ecosystem Participation](#)
  - [Realisation and governance of SOA-based ICT systems](#)  
1274 [A high level view of the logical relationships between these components is illustrated below.](#)



- 1277  
1278 [Resources Management](#)  
1279 [This entails the explicit identification and management of resources as valued assets, whether](#)  
1280 [information resources \(data sets, documents, models, processes, etc.\) and technology 'soft products'](#)  
1281 [\(systems, applications and services\).](#)  
1282 [Eco-system Participation](#)  
1283 [Best practice technology management requires a clear model and understanding of the stakeholders,](#)  
1284 [actors and systems that comprise the overall service ecosystem and their relationships to each other.](#)  
1285 [The model must be maintained and updated as stakeholders change over time and over the course](#)  
1286 [of any development effort thus ensuring that requirements are continually evaluated and revised.](#)

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Citizens and businesses, as potential customers, must be understood as stakeholders in the ecosystem with 'needs' (often imprecisely formulated) that they seek to satisfy through use of a service; but citizens and businesspeople are also human actors interacting with pieces of technology in precisely-defined interactions. These system-focussed interactions are a result of accurately modelling the processes required of both system and user in order to deliver a particular service capability conforming to explicit 'requirements'. Requirements in turn are revised and updated to reflect changes in stakeholder composition and concerns.

Stakeholders are clearly distinguished and modelled – including the fact that they play different roles in different contexts (and which therefore has implications for role-based authentication). Stakeholder composition is also a good predictor of project risk – understand and modelling stakeholder types helps identify and mitigate risk. Stakeholder modelling underlines that every participant in an ICT development project is implicitly an intermediary representing diverse stakeholder interests in the deployed service.

### SOA-based system realisation and governance

Service-Oriented Architecture (SOA) must be understood in its broadest sense – as a paradigm for organising and using capabilities distributed and managed across different ownership domains. In this sense, SOA is technology and platform agnostic and thus provides an appropriate foundation for the technology management framework.

Disparate systems are weaved together as part of a coherent ecosystem while specific 'services', broken down into functional components, are identifiable as distinct from the underlying technologies that deliver them. This encourages ecosystem agility, allowing services to be mixed and matched, composed and re-used – it remains agile and flexible without being brittle, as with many systems where service functionality is tailored and tightly-coupled to addressing a specific problem. Ownership and governance – of information resources as well as ICT products – is federated across ownership boundaries and explicit service descriptions and contracts ensure that everyone knows the 'rules of engagement and use' when using any service.

Key concerns of such an approach include:

- SOA technical architecture and component service ("building block") realisation and re-use;
- Service policies;
- Identity Management;
- Cloud Computing (Service and Infrastructure Virtualisation);
- Interaction Design, based on end-user needs

The TGF recommended approach is set out in the TGF "Technology Management Framework" at Appendix D to this document.

**Comment [PFB40]:** Mention both citizen and business and refine 'actor' as human, acting as citizens or in a role within business

[Type the document title]

**Comment [PFB41]:** Issue 9 - open

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## 1322 Acknowledgements

1323 The following individuals have participated in the creation of this specification and are gratefully  
1324 acknowledged:

1325 Participants:

1326 [Participant Name, Affiliation | Individual Member]

1327 [Participant Name, Affiliation | Individual Member]

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## 1329 Revision History

- 1330 28-02-2011: Incorporation of revisions requested in first Issues
- 1331 01-03-2011: Continuation of revisions requested
- 1332 02-03-2011: Finalisation of first round of revisions, updating of issues resolved and publication of  
1333 interim editors' draft for editorial meeting (4 March)

[Type the document title]