

Second ARC Report No.11 – Promoting e-Governance – The SMART Way Forward

<u>Recommendations</u>	<u>Gol's Decision</u>	<u>Core Committee Recommendations</u>
<p>1.(Para 6.2.2) Building a Congenial Environment</p> <p>a) Building a congenial environment is a sine qua non for successful implementation of e-Governance initiatives. This should be achieved by:</p> <ul style="list-style-type: none"> i) Creating and displaying a will to change within the government ii) Providing political support at the highest level iii) Incentivising e-Governance and overcoming the resistance to change within government iv) Creating awareness in the public with a view to generating a demand for change. 	<p>(a) Recommendation has been accepted. Plan funds earmarked for computerization should be utilized for e-governance initiatives and physical progress should be monitored in a more effective manner.</p>	<p>1) The general directive to earmark 2% of plan funds for computerization and governance projects is not being properly adhered to. Therefore a separate budget provision may be made by each department for promoting e-Governance initiatives. The allocations should be finalized in the budget meetings.</p> <p>2) Prior to budget discussions, each department should prepare a short list of C to G initiatives that can be rolled out by the Department. The projects proposed should be sanctioned and approved by a Committee constituted by IT&C Department.</p> <p>3) For incentivizing successful implementation of e-Governance projects a scheme of awards may be instituted for the best e-Governance project. The awards can be given on an important occasion like Civil Services Day etc.</p> <p>4) All departments shall make use of the State Data Centre Infrastructure being maintained by IT&C Department to host their applications.</p> <p>5) Obsolete hardware needs to be replaced for supporting e-Governance initiatives. The replacement policy should</p>

		<p>be enforced.</p> <p>6) Old Hardware shall be surrendered to the Nodal Department i.e. APTS. While the hardware may not be adequate for supporting the e-Governance project, it can be put to use for other learning activities in Schools and Hostels after carrying out necessary refurbishment. The Nodal Department can refurbish and supply them to organizations like schools, hostels etc where it can be put to use.</p> <p>7) The systems and other hardware which cannot be used should be sent to APTS for disposal as per e-waste policy of Government.</p> <p>8) APTS shall fix the rate contracts every six month for supply of Hardware and AMCs and communicate to the departments for effecting procurement</p> <p>9) The IT&C Dept can consider sanctioning seed money to departments which come forward with citizen centric projects.</p>
<p>2.(Para 6.3.9) Identification of e-Governance Projects and Prioritization</p> <p>a) Government organizations / departments at Union and State Government levels need to identify e-Governance initiatives which could be undertaken within their functional domain, keeping the needs of the citizens in mind. Such initiatives may be</p>	<p>(a) to (c) Recommendations have been accepted. All Ministries/ Departments to prioritize 3 to 4 high volume</p>	<p>1) As suggested at 1(2) above</p> <p>2) Non availability of Database in the department should not be an excuse for</p>

<p>categorized as follows:</p> <ul style="list-style-type: none"> i) Initiatives which would provide timely and useful information to the citizens. ii) Initiatives which would not require the creation of a database for providing useful services to the citizens. This may include initiatives where database may be created prospectively without waiting for the updation of historical data. iii) Initiatives which allow for making elementary online transactions including payment for services. iv) Initiatives which require verification of information /data submitted online. v) Initiatives which require creation and integration of complex databases. <p>b) Instead of implementing all such initiatives at one go, these should be implemented after prioritizing them on the basis of ease of implementation, which would generally follow the categories mentioned above in that order. However, suitable modifications in their prioritization may be made by organizations/departments on the basis of the needs of and likely impact on citizens.</p> <p>c) Respective Departments of Information Technology at the Union and State Government levels should coordinate between organizations and provide technical support if needed, in the task of</p>	<p>citizen-centric e-governance initiatives. An independent budget head of account should be created to utilize 2% to 3% of Plan funds for e-Governance projects. A Core Group consisting of officers from DIT and DAR&PG should guide Ministries/Departments in prioritizing the projects for e-Governance.</p>	<p>not initiating e-governance services in any department.</p>
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identification and prioritization		
<p>3. (Para 6.4.16) Business Process Re-engineering</p> <p>a) For every function a government organisation performs and every service or information it is required to provide, there should be a step-by-step analysis of each process to ensure its rationality and simplicity.</p> <p>b) Such analysis should incorporate the viewpoints of all stakeholders, while maintaining the citizen-centricity of the exercise.</p> <p>c) After identifying steps which are redundant or which require simplification, and which are adaptable to e-Governance, the provisions of the law, rules, regulations, instructions, codes, manuals etc. which form their basis should also be identified.</p> <p>d) Following this exercise, governmental forms, processes and structures should be re-designed to make them adaptable to e-Governance, backed by procedural, institutional and legal changes.</p>	<p>(a) to (d) Recommendations have been accepted. Government process re-engineering strategy has been developed by the Government which should be shared with all Ministries/ Departments. D/AR&PG along with DIT & CSIR would work on creating standards and process certification modalities for government Process Re-engineering (GPR) & required skill sets for e-Governance projects.</p>	<p>1) A Committee with AR & T, ITC & CGG may be constituted to supervise Business Process Re-engineering done by individual departments prior to implementation of e-Governance project.</p> <p>2) Since a qualification in computer awareness has been made compulsory for the direct recruitment of Asst. Section Officer in Secretariat the minimum recognized qualification has to be prescribed for eligibility. For this purpose GAD shall circulate the proposals to IT&C Dept for examination and prescribing the required additional qualification in computers both for direct recruitment as well as for departmental tests of various departments.</p>
<p>4. (Para 6.5.22) Capacity Building and Creating Awareness</p> <p>a) Capacity building efforts must attend to both the organizational capacity building as also the professional and skills upgradation of individuals associated with the implementation of e-Governance projects.</p> <p>b) Each government organization must conduct a</p>	<p>(a) to (f) Recommendations have been accepted. There is a need for a substantial increase in the efforts for capacity building both at the individual as well as institutional level. The</p>	<p>1) The IT&C Department will identify the officers of various departments who have already undergone training as Chief Information Officers and hold a workshop for utilizing their services effectively for Championing e-governance initiatives.</p> <p>2) The Committee suggested that the</p>

capacity assessment which should form the basis for training their personnel. Such capacity assessment may be carried out by the State Department of Information Technology in case of State Governments, and the Union Department of Information Technology in the Centre. Organisations should prepare a roadmap for enhancing the capabilities of both their employees and the organization.

c) A network of training institutions needs to be created in the States with the Administrative Training Institutes at the apex. The Administrative Training Institutes in various States should take up capacity building programmes in e-Governance, by establishing strong e-Governance wings. ATIs need to be strengthened under the NeGP.

d) State Governments should operationalise the Capacity Building Roadmap (CBRMs), under the overall guidance and support of the DIT, Government of India.

e) Lessons learnt from previous successful e-Governance initiatives should be incorporated in training programmes.

f) The recommendations made by the Commission in its Second Report entitled 'Unlocking Human Capital' in paragraph (5.2.1.6) should be adopted for creating awareness among people with regard to e-Governance initiatives.

requirement of resources for capacity building should be an integral part of every project outlay. To achieve desired outcomes, there is a need to have focused teams including Chief Innovation Officers who can be selected through a competitive process either from inside the Govt. or open market.

IT&C Dept shall take stock of infrastructure created for MANA TV Channel and take necessary action for utilizing the same for the purpose of organizing training programmes by respective departments.

3) In order to strengthen capacity building every department may be asked to make a specific Budget allocation for training as the general instruction of earmarking 1.5% to 2% of the Non Plan Budget of each department for the purpose of Training was not being followed.

<p>5. (Para 6.6.2.10) Developing Technological Solutions</p> <p>a) There is a need to:</p> <ol style="list-style-type: none"> Develop a national e-Governance 'enterprise architecture' framework as has been done in some countries. Promote the use of 'enterprise architecture' in the successful implementation of e-Governance initiatives; this would require building capacity of top level managers in all government organizations. 	<p>(a) Recommendation has been accepted. DIT would develop an enterprise architecture framework which can be used for large and complex projects wherever found appropriate</p>	<p>Accepted as decided by Gol.</p>
<p>6. (Para 6.7.2.7) Implementation</p> <p>a) All organizations should carry out a periodic independent evaluation of the information available on their websites from the citizens perspective and then re-design their websites on the basis of the feedback obtained.</p> <p>b) Each government organization should prepare a time-bound plan for providing of transactional information through their websites. To begin with, this could be done by updating the websites at regular intervals, while at the same time, re-engineering the back-end processes and putting them on computer networks. Ultimately, all the back-end processes should be computerized.</p> <p>c) Complex e-Governance projects should be planned and implemented like any major project having several parts / components for which Project Management capability should be developed in-</p>	<p>(a) to (e) Recommendations have been accepted. Need for well designed government websites which provide information to citizens in a user-friendly manner is very much felt. DIT would empanel web designing firms to help the government Ministries/ Departments in designing their websites as per Government guidelines. Within a period of six months all the websites would be redesigned. This process would be monitored by DAR&PG. Change management strategy designed by DAR&PG would</p>	<p>Accepted as decided by Gol.</p> <p>Each department should critically look at the information provided in their websites from the point of view of usefulness to the citizen. A mechanism for regular updation should evolved.</p> <p>The Committed has suggested that for the purpose of designing the websites, the departments shall utilize the services of A.P Online. The IT&C Department has already issued Government orders indicating the rates payable to A.P.Online for designing and maintenance of websites. The IT&C Department shall reiterate this provision to all departments.</p>

<p>house.</p> <p>d) Implementation of e-Governance projects would involve a detailed 'project management' exercise which would consist of the following activities:</p> <ul style="list-style-type: none"> i. Breaking up entire eGovernance projects into components/ activities ii. Planning each activity in detail iii. Allocating resources, both human and financial iv. Commencement of activities as per the plan and continuous tracking v. Need-based mid-course correction <p>e) While implementing transformational programmes like the NeGP, it is essential to recognise of the importance of a structured approach to Change Management - the people side of transformation. It is necessary for Government agencies, especially the nodal Ministries and the Administrative Reforms and IT Departments, to design appropriate Change Management Strategies and Plans to accompany the e-Governance implementation.</p>	<p>be shared and exposed to the officers through training institutions.</p>	<p>The steps involved in implementation of a e-Governance project should be informed to the Chief Information Officer (CIO). Wherever CIOs have not been appointed, such departments should be requested to nominate CIOs to facilitate co-ordination with IT&C Department.</p>
<p>7. (Para 6.8.3) Monitoring and Evaluation</p> <p>a. Monitoring of e-Governance projects should be done by the implementing organization during implementation in the manner in which project monitoring is done for large infrastructure projects. Even after the project has been implemented, constant monitoring would be required to ensure that</p>	<p>(a) & (b) Recommendations have been accepted. Evaluation of projects would be undertaken by statutory auditors and independent</p>	<p>Accepted as decided by GoI.</p>

<p>each component is functioning as per the design.</p> <p>b. Evaluation of success or failure of e-Governance projects may be done by independent agencies on the basis of parameters fixed beforehand.</p>	<p>agencies.</p>	
<p>8. (Para 6.9.5) Institutional Framework for Co-ordination and Sharing of Resources / Information</p> <p>a. The Departments of Information Technology at the Union and State Government levels should provide institutional support to other departments and organizations in implementation of e-Governance projects identified and conceptualized by them. The DIT should focus on the following:</p> <ol style="list-style-type: none"> 1. Conducting an e-preparedness audit for each organization 2. Enforcing standardization 3. Assisting in co-ordination when e-Governance projects transcend an organisation's functional domain 4. Carrying out evaluation of e-Governance projects 5. Acting as a repository of best practices and encouraging horizontal replication of successful projects 6. Helping in selection of technological solutions. <p>b. The Second Schedule to the Government of India Allocation of Business Rules, 1961 may be suitably amended to incorporate these elements with regard to the subject matter of 'e-Governance'.</p>	<p>(a) & (b) Recommendations have been accepted. The specific elements suggested by ARC may be emphasized in DIT's allocation. However, overarching role of DAR&PG in e-governance would continue. DAR&PG would need to be strengthened to perform its assigned role in this area</p>	<p>Accepted as decided by Gol.</p> <ol style="list-style-type: none"> 1) The committee suggested that all the departments shall invariably share the resources created by IT&C Department i.e. the state wide area network, state data centres etc. for hosting of applications and for connectivity. 2) Whenever departments initiate e-governance projects which are citizen centric or involve system re-engineering, the IT&C Department has to be consulted before finalizing the proposals. 3) Appropriate amendments should be carried out to the Secretariat Business Rules for enabling e-Governance.

<p>9. (Para 6.10.6) Public-Private Partnership (PPP)</p> <p>a. Several components of e-Governance projects lend themselves to the Public-Private Partnership (PPP) mode. In all such cases (PPP) should be the preferred mode.</p> <p>b. The private partner should be selected through a transparent process. The roles and responsibilities of government as well as the private partner should be clearly laid down in the initial stage itself, leaving no room for any ambiguity.</p>	<p>(a) & (b) Recommendations have been accepted. DIT would identify institutions which could provide assistance to Ministries/ Departments in implementing PPP projects</p>	<p>Accepted as decided by Gol.</p>
<p>10.(Para 6.11.2) Protecting Critical Information Infrastructure Assets</p> <p>a. There is need to develop a critical information infrastructure assets protection strategy. This should be supplemented with improved analysis and warning capabilities as well as improved information sharing on threats and vulnerabilities.</p>	<p>(a) Recommendation has been accepted. Critical information infrastructure protection strategy as designed for MMPs would be applied to all e-Governance projects.</p>	<p>Accepted as decided by Gol.</p>
<p>11. (Para 7.3.2.3.16) The Common Support Infrastructure</p> <p>a. As recommended by the Standing Committee on Information Technology in its 58th Report, the State Data Centres (SDCs) should be maintained by Government agencies such as NIC as it involves handling of sovereign data. Further, all data centres at the State level should be subsumed in the SDCs.</p> <p>b. The implementation of SDCs, SWANs and CSCs</p>	<p>(a) to (e) Recommendations have been accepted.</p>	<p>Accepted as decided by Gol.</p> <p>1) The Committee suggested that the Common Service Centres (CSCs) which were planned earlier by IT&C Department shall be revived. All the departments should identify G2C and C2G Services which can be offered through CSCs to enable the citizens to get the services</p>

should be co-ordinated to prevent significant time-lag between their operationalisation. Last mile connectivity issues involved in operationalisation of CSCs should also be addressed in a time-bound manner.

c. Gram Panchayats should be involved in monitoring the operation of the Common Services Centres in the first four years of their operation when they are receiving revenue support from government for providing 'Government to Citizen' services. They should proactively engage in making citizens aware of the services provided through the CSCs and encourage them to make use of them.

d. State Governments should make available a large bouquet of G2C services through the CSCs. In doing so, they should adopt the approach outlined in this Report while discussing identification and prioritization of e-Governance projects.

e. The Mission Mode Project on Gram Panchayats should be finalized and implemented in a time-bound manner. The MMP should incorporate the recommendations made by the Commission in its Sixth Report entitled 'Local Governance', in paragraphs 3.10.2.8 and 4.5.5.6.

from these centres.

12. (Para 7.3.3.8) Mission Mode Projects

a. State Governments should first provide a clear mandate for governance reforms that must precede the e-Governance initiatives. This would involve, if

(a) to (c) The Recommendations have been accepted. Deptt. of IT has

Accepted as decided by Gol.

<p>necessary, changing procedures and even structures and statutes. Therefore as a first step, these issues need to be analysed, decision points identified and political approval taken.</p> <p>b. The major decisions involved in (a) above should be identified by the State Level Apex Committee and approval of the State Government obtained within six months.</p> <p>c. The Secretaries of the concerned departments should be entrusted with the responsibility of project implementation in unambiguous terms. They should be provided with the requisite authority and resources for project implementation.</p> <p>d. Thereafter, the business process re-engineering and capacity building exercise should be completed by the concerned department within a maximum period of one year. The IT component of these projects should not be funded until this step is completed.</p> <p>e. The Annual Performance Appraisal Report (APR) of public servants entrusted with the responsibility of project implementation under NeGP should have a separate entry for evaluation of their performance in this regard.</p>	<p>worked out a detailed methodology for preparing project proposals which includes stakeholder analysis, determination of services and service levels.</p> <p>(d) Recommendation has not been accepted.</p> <p>(e) The Recommendation has been accepted. There is a need to put emphasis on performance by officers for e-Governance projects, however, mechanics of doing so need to be studied in greater detail.</p>	
<p>13. (Para 7.3.4.1.23) Mission Mode Project on Computerisation of Land Records</p> <p>a. Surveys and measurements need to be carried out in a mission mode utilizing modern technology to arrive at a correct picture of land holdings and land parcels and rectification of outdated maps.</p>	<p>(a) to (d) Recommendations have been accepted.</p>	<p>Accepted as decided by GoI.</p> <p>The Committee suggested that all the land records available with the Revenue Department should be kept in Public</p>

<p>b. This needs to be accompanied by an analysis of the existing mechanism for updating land records - which varies from State to State - to be supplanted by an improved and strengthened mechanism which ensures that all future transactions in titles are immediately reflected in the land records. Such a system should be able to detect changes in titles through various means - namely, succession, will, partition, gift, survivorship etc and update records accordingly.</p> <p>c. The dispute resolution mechanism with regard to land titles needs to be strengthened in order to be compatible with the demands made on it.</p> <p>d. In case of urban areas, a similar exercise needs to be undertaken especially since measurements and surveys have not been done in many of such areas and even record of titles is not available in most cities.</p>		Domain
<p>14. (Para 7.3.4.2.7) Passport & Visa MMP</p> <p>a. The entire passport issue process needs to be put on an e-Governance mode in phases. As the processes which precede and follow the police verification have already been re-engineered and put in e-Governance mode, this may be integrated with online police and citizen identification data bases. In the mean time, the process of police verification should be streamlined and made time bound.</p>	(a) The Recommendation has been accepted.	Relates to Gol

<p>15. (Para 7.3.4.3.12) Unique National Identity Number/Card</p> <p>a. The proposed Unique ID Authority should evolve a database of UIDs on the basis of permanent identifiers such as date of birth, place of birth etc. as described in paragraph 7.3.4.3.11.</p>	<p>(a) Recommendation has been accepted</p>	<p>Relates to Gol</p>
<p>16. (Para 8.2) Legal Framework for e-Governance</p> <p>a. A clear road map with a set of milestones should be outlined by Government of India with the ultimate objective of transforming the citizen-government interaction at all levels to the e-Governance mode by 2020. This may be enshrined in a legal framework keeping in consideration the mammoth dimension of the task, the levels of required coordination between the Union and State Governments and the diverse field situations in which it would be implemented.</p> <p>b. The legal framework should, inter alia, include provisions regarding:</p> <ul style="list-style-type: none"> i. Definition of e-Governance, its objectives and role in the Indian context; ii. Parliamentary oversight mechanism; iii. Mechanism for co-ordination between government organizations at Union and State levels; iv. Role, functions and responsibilities of government organizations with regard to e-Governance initiatives, especially business process re-engineering; 	<p>(a) to (c) The Recommendations have been accepted. DIT would come up with a draft legislation.</p>	<p>Accepted as decided by Gol.</p>

<ul style="list-style-type: none"> v. Financial arrangements; vi. Specifying the requirements of a strategic control framework for e-Government projects dealing with the statutory and sovereign functions of government; vii. Framework for digital security and data protection; and viii. Responsibility for selection and adoption of standards and inter- operability framework. <p>c. This legislation should have an overarching framework and be able to provide flexibility to organizations.</p>		
<p>17. (Para 9.5) Knowledge Management</p> <p>a. Union and State Governments should take proactive measures for establishing Knowledge Management systems as a pivotal step for administrative reforms in general and e-Governance in particular.</p>	<p>(a) The Recommendation has been accepted. Appropriate action would be taken by DIT & DAR&PG.</p>	<p>Accepted as decided by Gol.</p>