Best Practice Report | Select Case Studies for Public Service Delivery Reforms

Development of a Long-term Policy Document on provision of citizen-centric administrative services by central state institutions

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This is a Report, based on which we expect to receive feedback and comments. The comments obtained will be taken into account and presented in the final Report.

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Purpose of this document

PricewaterhouseCoopers Audit sh.pk (PwC) has been appointed by UNDP for consultancy for 'Development of a long-term Policy Document on provision of citizen-centric administrative services by central state institutions in Albania; as per Letter of Award dated 29 July 2015, RfP dated 04 May 2015 and our proposal dated 22 May 2015.

This document titled 'Bets Practice Report' is identifies the successful examples and case studies related with public service delivery reform undertaken by the shortlisted countries.

The basic purpose of this document is to provide an overview of the various reforms programs in different countries as reference to discuss internally and initiate the thought process and direction to be adopted for the Long Term Policy Document.

Introduction

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1. Introduction

Improvement in the public service delivery and development of citizen centric government models has been one of the top priorities of various countries across the globe. As Albania embarks its journey towards improvement in service delivery and reduction of corruption within the country, it is important to understand similar initiatives undertaken by other countries in order to identify the best practices and learning from the challenges faced by these countries. This report is a collation of the select examples and case studies undertaken in different countries as part of their respective public service delivery reform agenda. Each country provides a unique learning for improvement of public service delivery in Albania.

As part of the Best Practices study, the following five countries have been considered.
- Georgia
- India
- Estonia
- Netherlands
- Azerbaijan

This report comprises of six sections wherein sections *2, 3, 4, 5 and 6* describe the initiatives undertaken by *Georgia, India, Estonia, Netherlands and Azerbaijan* respectively, along with the benefits realized and key learning.

Each of these countries has been studied in the context of identifying the successful examples and case studies related with public service delivery reform undertaken by these countries. It is important to note that the examples or case studies included as part of this report is a select representation for the purpose of identifying key learning and benefits which may or may not be completely contextually relevant in the context of Albania. However, these examples may provide some insights in terms of how reforms have been undertaken in different forms and formats by different countries for the larger public service delivery reforms agenda. These select case studies do not cover or intend to cover all the reforms initiatives undertaken in these countries and the intent of this report is to initiate the thought process for the overall direction of the Long Term Policy Document.

An attempt has been made to categorize the examples and the case studies included in this report into broad categories which will help in the identification of the high level theme or focus areas for the policy document. These categories have been explained with the help of the following diagram and have been referred to for each of the initiatives in the report.

People – this category highlights any initiatives which have been undertaken to improve the organizational models, capacity building initiatives, skill enhancement, citizen support, etc. This can be considered to have been the basis of people change drivers.
Process – This category refers to the initiatives related with process reforms including re-engineering of process.

Technology – This category refers to the all the initiatives which have leveraged ICT or technology in some form as a base for enabling the service delivery reform or connecting with the citizens.

Legal - All the service delivery reforms which have been initiated basis some legal reforms have been categorized under this category.

Others – Any initiative or enablers of the reforms which do not get covered under any of the previous four categories have been categorized under the 'Others' category such as citizen awareness initiative, institutional reforms, etc.

As has been seen during the study of these examples or case studies, in most of the cases, the specific reform initiative has cross linkages in more than one category. Another interesting finding coming out of these examples or case studies has been the increasing reliance or usage of technology for undertaking reforms across all the countries. The following legend has been used to map the initiatives across these categories.
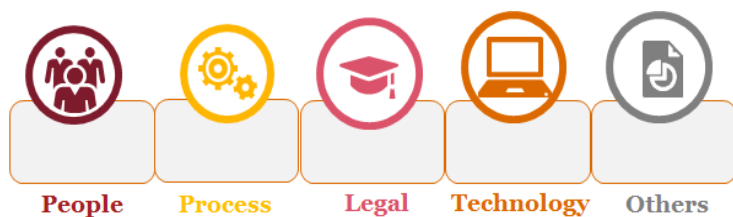
Following is an indicative example as to how an initiative which is mapped or has linkages across Process and Technology categories has been depicted in the report.

The list of countries was finalized based on discussions with the key stakeholders within ADISA and Working Group at the Inception Report stage. Some important elements which were considered while initially short-listing the countries are as follows:

- Proximity of neighborhood to Albania to the extent possible
- Similarity of basic aspects such as demographics, institutional structures with Albania
- Alignment to EU membership or integration requirements
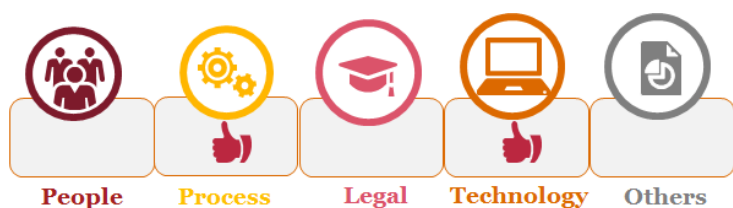- Successful initiatives and case studies related with public service delivery including process reforms, legal reforms, technology enablement, PPP involvement, etc.
- Robust Public Administrative Reforms (PAR) to reduce corruption and increase transparency in government institutions
- Additionally, select case studies from India have also been included in the report because despite the geographic size, population, diversity and the infrastructural challenges within this sub-continent, a number of examples are available where government has been able to undertake successful public service delivery reform initiatives

Georgia

2. Select examples from Georgia

2.1. Introduction

Georgia is a country in the Caucasus region of Eurasia. Located at the crossroads of Western Asia and Eastern Europe, it is bounded to the west by the Black Sea, to the north by Russia, to the south by Turkey and Armenia, and to the southeast by Azerbaijan. The capital and largest city in Georgia is Tbilisi. Georgia covers a territory of 69,700 square kilometers (26,911 sq. mi), and its 2014 population is about 4.504 million. Georgia is a unitary, semi-presidential republic, with the government elected through a representative democracy.

In 2014 the GDP of Georgia was around$16.53 Billion[1]. GDP growth for Georgia has been spurred by gains in the industrial and service sectors and remained in the 9–12% range in 2005–07 whereas in 2006 and in 2008, the World Bank named Georgia as the top reformer in the world followed by a slight decline in growth of GDP averaging 5.5 % from 2011 to 2014.[2]

Georgia has been quite forward in its pursuit of policy reforms for service delivery and is presently ranked at 56 in the E-Government Development Index (EGDI) Rankings and 49 in the UN E-Participation Rankings as per the latest UN eGovernment Survey Report 2014, which places it firmly as one of the countries in one of the top quadrant in forwardness of e-governance reforms.

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[1] http://www.worldbank.org/en/country/georgia

[2] http://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?order=wbapi_data_value_2013%20wbapi_data_value&sort=asc

2.2. Georgia: Fighting corruption in Public Services[3]

Post-independence in 1991, one of the early Government reform areas in Georgia was the electricity sector where privatization and restructuring was implemented with the help of legal enablement including the privatization of the Tbilisi electricity utility. This was followed by the legal and regulatory framework for the financial services and the judicial system.

With the turn of the century and a new government in place in early 2004, a new wave of Government reforms was implemented with the focus on **wiping out the corruption and improving the services in key public enterprises**. The government initiated the reforms in tax collection, public registries, business regulations, customs functioning, traffic police, entrance exams for higher education, and municipal and local government. The next few sections describe some of the select case studies with a focus on reducing corruption and improving service delivery.

2.2.1. Making Public and Civil Registries work (Ministry of Public & Civil Registries)

In June 2004, the Parliament approved the Law on State Registry dissolving the public registry agency which was the supervisory responsibility the supervisory responsibility that was undermined by the competing and conflicting interests of local governments, land committees, and councils. The law created the National Agency of Public Registry (NAPR), a legal entity under the Ministry of Justice to provide quick and easy access to public registry information through simplified registration procedures, secure ownership rights, and customer-friendly service. The new structure had one central body (NAPR) and 68 Registry Offices across the country and connected to one ICT system. The responsibility of maintenance of the information, procurement needs, accounting, and payroll functions which were previously being handled locally (with cases of corruption and misappropriation of funds) with regional offices registering property. The new legislative reform helped in cutting the red tape, streamlined the procedures and also mandated that the officials rather than the citizens take care of the necessary documents kept by their agency and others. This was further complemented by separation of front office and back office functions which removed the back-office interface with the applicants and thereby reducing the corruption channels. New public service halls were established as front office to provide an array of public services under one roof, while also enabling the online access for most of the services. The reform also enabled the adoption of self-sustainability model which has helped the registries to become financially viable. By ending the budgetary support, the government forced the public registry system to become self-sufficient and the underlying reforms eliminated many functions with the potential for conflict of interest. These agencies were no longer permitted to monitor the land use and at the same time other services, such as land surveying, etc. were privatized.

In addition to the above, the reforms also changed the internal structure within the registration agencies and brought about financial autonomy, better salaries, performance linked incentives, capacity building, training, and better infrastructure.

Key Benefits and Impact
The benefits of the above reform include increased transparency, improved efficiency, clearly defined service charges, timelines and service oriented employees at customer friendly facilities (service centers) that are welcoming, brightly lit, and comfortable.
- The period from 2004 onwards (once the reforms were implemented) marked a significant rise in terms of the number of transactions associated with the property registrations

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[3] Fighting Corruption in Public Services Chronicling Georgia's Reforms

- The number of procedures has been cut from 8 to one whereas the overall timeline has been reduced from 39 days (as of 2005) to 2 days (as of 2012)
- The overall cost of property registrations came down from 2.5 percent to approximately 0.1 percent of the property value
- Improved perception, trust and confidence of citizens in the public registries system
- These reforms have helped in improving the global ranking of Georgia and as per the Doing Business Report[4], it was ranked first in the world in terms of ease of registering property.

2.2.2. Strengthening Tax collection (Directorate of Taxes)

The government understood the importance of tax administration reforms for increasing the revenues and a modern simplified tax system was envisaged which was conducive to business development and economic growth. The credibility was established through strict action against the identified corrupt officials which sent a positive message across the various categories of stakeholders. Inputs from sought from global multi-donor agencies involved with government reforms which helped in the development of the modern tax framework along with adoption of technology solutions to improve efficiency, transparency and accountability within the system.

A five-pronged approach was adopted by the government which focused on altering the mindset, changing staff incentives, broadening the tax base, simplifying the tax legislation, and streamlining tax administration.

The new tax code in 2005 simplified the tax system which brought about the following changes:
- Reduced tax rates
- Elimination of a number of taxes such property transfer, gambling, tourism, advertisement, and other minor local taxes, which had been bringing in almost no revenue
- The usage of electronic cash registers which recorded the VAT for every transaction was mandated for the commercial establishments

Along with simplifying the tax code, the government undertook measures to make it easy to file and pay taxes as the next step to improve the business environment and reduce corruption. In November 2009, the ministry unofficially stopped accepting hard copies of the tax declarations and introduced the electronic tax registration system. This was complemented by the following steps:
- Simplification of the documentation requirements for VAT payments
- Streamlining of the tax payments through the banks which helped in faster payments and accurate reconciliation with the revenue service database; allowed the taxpayers to access their respective account details online
- Introduction of risk-based management of tax audits

Key Benefits and Impact

The tax administration reforms undertaken by the Government of Georgia has resulted in a number of positive outcomes and benefits including:
- Increased tax compliance thereby higher tax revenue
- Reduction in corruption
- Spurred the growth of business start-ups

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[4] 2012 Doing Business Report

2.2.3. Cleaning up Customs (Directorate of Customs)

Customs reform was undertaken by the government at a very comprehensive level and involved legislation, personnel, institutions, systems, and infrastructure reforms. The Customs Code was amended in September 2009 and later as part of the 2010 tax reform with the following objectives:

- Establishment of a single revenue service that unified the tax and customs agencies and facilitated the use of a common identification system and sharing of data
- Reduction in the number of documents required for customs clearance (excluding port activities) to only four including declaration, bill of lading, power of attorney, and commercial invoice
- Reduction in the number of documents required for export to two (export declaration and transportation document)
- Introduction of a risk-management system, allowing customs services to target inspections on less than 10 percent of all cargo
- Reduction in corruption

Some of the key measures which were undertaken include:

- In 2009, the Customs service was merged with the Tax service into a single revenue service
- The institutional changes were implemented that initially eased and consequently eliminated the queues at the Customs offices. These measures included a one-stop shop was put in place to minimize the physical interaction between Customs officers and traders which replaced the need for the traders visit different Customs offices and counters to process their goods
- Three new Customs clearance zones were established in 2010 to further streamline the Customs clearance process, reduce the number of procedures and processing time, and improve customer satisfaction
- Zero tolerance towards corruption
- Adoption of technology solutions enabled the declaration to be done electronically
- Simplification of the import regime
- Modernization of procedures

The persistence displayed by the government in maintaining zero tolerance of corruption was the key to the success of this reform along with recruitment and training new staff, raising salaries, and heavily investing in the new technologies and facility upgrade.

Key Benefits and Impact

The result of Customs reforms has been manifold and includes the following benefits:

- Creation of state-of-the-art infrastructure for Customs sections
- Adoption of Customer-oriented focus
- Streamlined processes including declaration and clearance
- Implementation of integrated border management framework such as cross-designation of border officials, delegation of powers between agencies, and data sharing
- Increased transparency, productivity and integrity amongst Customs officials

2.2.4. Creating the Patrol Police (Directorate of Police)

Traffic police was considered to be one of the most corrupt institutions in Georgia. The large scale reform program was undertaken by the government to make end-to-end changes in the system. This required the government to display commitment, hard and clear decision making along with strong political will. The overnight sacking of a large of police officers established instant credibility in the government's reform effort and this was followed by the deployment of a completely new patrol police which developed trust amongst the citizens. Capacity constraints were overcome by intensive recruitment drives and an emphasis on continuous training and professional development along with significant increase in salaries and the development of a citizen oriented service culture. The use of technology, such as the widespread adoption of traffic cameras enhanced police effectiveness and electronic payment of fines which reduced the opportunities for corruption. The media were used to communicate reforms and change the image of the police. The reform initiatives were

an ongoing process, requiring continuous vigilance by the authorities, as well as the involvement of citizens and the media in monitoring the performance of the patrol police and reporting problems to the authorities as they occur.

Some of the key initiatives included:
- Developing capacity through creation of new cadre and regular training programs
- Revamping the procedures for basic services such as driving license, car registration, etc.
- Introduction of 24-hour anti-bribery hotline for complaints and grievances about police
- Adoption of technology solution for improving the compliance with laws and security framework such as installation of video cameras across major cities including Tbilisi and along the highways providing for proof of violations or evidence to the contrary

Key Benefits and Impact
Key benefits of the reform program discussed above include:
- Reduction in crime rates
- Corruption in the patrol police has declined
- Improved service culture and trust along with the accountability framework for the patrol police has been strengthened

2.2.5. Deregulating businesses
In order to spur economic activity and business start-ups in Georgia, it was imperative for the government to focus on reducing the corruption in the system which involved complex procedures and framework for conducting business in the country. As part of its reform agenda, the government deregulated the business framework in Georgia including steps to reduce regulations and elimination of agencies and stakeholders which were serving no purpose or were unable to implement their mission because of capacity constraints. The objectives of the reforms program included the creation of one-stop shops, reduction in processing time, reduction in the number of inspections and improving the overall business environment.

Key Benefits and Impact
- Need for obtaining licenses and permits has significantly reduced
  - Almost 95 percent of businesses[5] do not require any kind of permit or license
  - Ordinary citizens will never to interact with officials for obtaining license or permit as this need has been minimized or reduced to very select events such as building a house which are very infrequent events and in a number cases can be considered as once-in-a-lifetime event
- Reduction in processing timelines with increased transparency
  - Interaction with officials over licenses and permits is limited, and all interactions are recorded electronically

2.2.6. Decentralizing Municipal Services
The anti-corruption theme was embedded in the broader reforms of local self-governments and municipal services, which sought to bring government closer to the people by increasing transparency and accountability and strengthening financial discipline in the provision of municipal services. These reforms included three key pillars:

Legal Framework Reform for Local Self-Governments
In December 2005, a new organic law on local self-governments was adopted which consolidated the local self-governments into 'rayons'. Cities decentralizing municipal services that were directly subordinate to the central government were given the same status as the former rayons. As a result of this restructuring, the number of

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[5] As per 'Doing Business Report 2012'

local governments fell from 1,110 to 67, a manageable number for the central government for better coordination and monitoring.

In June 2006, a new law on Local Budgets was adopted. This law introduced a formula-based equalization grant system and a subnational fiscal database at the Ministry of Finance to monitor budget execution.

The two laws strengthened central and local capacity to implement an integrated system of municipal budgeting monitoring and financial reporting.

Prosecuting corrupt senior staff

According to the Ministry of Justice, a number of senior local officials were prosecuted between 2003 and 2010, including senior officials such as governors, mayors, and city council chairs. This action sent a very strong and positive message to the new staff as well as the citizens and immediately increased the accountability within the government institutions.

Strengthening Institutions and Reforming Municipal Services

In 2010, a law was passed to enforce payment for services which links payments for all services (water, electricity, gas, telephone, and garbage) to one another and empowers all service utilities to discontinue all the service provisions if a consumer defaults on the payment for any services for three consecutive months. This has resulted in reduction of commercial losses from approximately 60 percent in 2004 to 20 percent in 2011[6].

Some of the other initiatives include:
- Change in the governance structure of the MDF wherein the local officials were made accountable to their local constituents.
- Development of the Municipal Development Fund (MDF) which is a revolving fund, using its cash flow to fund new projects

Key Benefits and Impact

It is clear that broad array of reforms in governance, especially with respect to local transparency, accountability, and service delivery have benefitted in various aspects. Some of the key benefits are described below:
- The size and mandate of local self-governments improved significantly with the establishment of new and focused functions. Election of mayors increased accountability to citizens
- Local utilities were able to improve their financial situation by increasing collections, which translated into better services for local residents
- Improved municipal infrastructure including especially water supply
- Higher income for local self-governments including achieving financial discipline to put municipal services on a cost-recovery basis and create financially sustainable commercial entities, strengthening the human and functional capacities of local self-governments so that they can provide the necessary environment for clean and honest government, and deepening private sector partnerships in service delivery
- Stronger and better accountability framework

Key Learning

In order to achieve success, some out of the box thinking was undertaken by the government which explains the success of the business deregulation program in Georgia.
- Vision of 'Limited Government': The reformers had a vision of 'Limited Government' and believed that reducing the contact between the state and its citizens was a key element in the fight against corruption
- Re-setting the incentive structure: The deregulation reforms radically altered the incentive structure and the agencies were assessed by the value add they provided and the capacity to carry out their role and mandate

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[6] Data provided by the United Georgian Water Company

- Innovative approach to regulatory reforms: A cadre of young, committed staff was recruited on short-term contracts to research the regulatory structure of other countries and undertake detailed discussions with multiple stakeholders as part of the consultative process. These meetings and discussions represented a novel approach to regulatory review that ensured participation and ownership by key agencies
- Proper and regular communication is important: The government did not always do a good job of communicating about reforms, and it overestimated the capacity of agencies to adapt quickly to the requirements of one-stop shops and seemed to believe in the 'silence is consent' rule. This resulted in delays and resistance from the various stakeholders at the time implementation

2.3. Public Administrative Reform (PAR) Roadmap 2020[7]

People   Process   Legal   Technology   Others
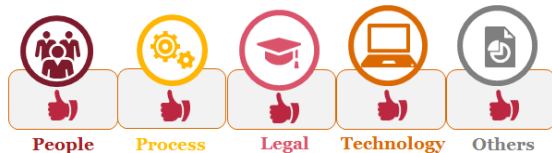
After the 2012 parliamentary elections, the new government outlined the new Government Program 'For Strong, Democratic and Unified Georgia' for undertaking the next level of reforms within the government. Acknowledging the importance of the well-functioning state, the government has initiated the Public Administration Reform (PAR) with the support of European Union (EU) and Organization for Economic Corporation and Development (OECD). PAR is the umbrella policy document that brings all the different policies under one roof to ensure uniform and coordinated approach. It has been constructed to streamline interventions that have been taken by various public bodies disparately and ensure the systemic approach with the following vision:

'The current PAR roadmap of Georgia aims to set up a comprehensive conceptual framework and tools for its implementation until 2020, targeted towards a transparent, predictable, responsible, and efficient public administration, which would meet the society's demands and correspond to the European standards'.

Policy Development & Coordination

The aim of the reform is to develop a policy making process by improving policy planning system, strengthening the link between policy planning and budgeting and building a strong mechanism.
The PAR Roadmap aims to realize the following benefits:
- Streamlining the legal framework on policy planning
- Designing a uniform system of policy planning and ensuring methodological guidance
- Ensuring linkage between policy planning and law making
- Ensuring linkage between policy planning and budgeting
- Building the institutional capacity to enhance policy analysis and planning
- Developing comprehensive management, monitoring, reporting and evaluation systems

Human Resource Management (HRM)

The reform aims at the creation of an effective and efficient civil service built upon a merit-based system that motivates, promotes and rewards professionalism. The benefits realized are as follows:
- To provide optimal solutions of institutional set-up
- To adjust existing legislation in order to ensure merit based recruitment of civil servants and equal treatment in all phases of it

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[7] PAR Roadmap 2020(Government Planning & Innovation Unit)

- To improve the remuneration system of the civil servants by coming up with a logical, transparent and equitable model of remuneration that retains, attracts and motivates professionals in the civil service
- Create a sustainable environment in the civil service that guarantees constant professional development
- To improve disciplinary liability of civil servants and create a monitoring system to prevent corruption at civil service
- To reform the Civil Service Bureau in a way that will enable it to lead the reform and ensure its implementation

Accountability

The aim of reform in the area is to improve integrity and public trust, prevent corruption, increase transparency and openness, efficiency and effectiveness of Government, making it more accessible and accountable to citizens and empowering them through use of advanced technologies, innovative and modern approaches to governance. The implementation of the National Anti-Corruption Strategy and Action Plan 2015-2016 with the following elements is the main focus:

- Efficient inter-agency coordination in Fight Against Corruption
- Prevention of Corruption in Public Sector & openness
- Access to Public Information and Civic Engagement to Fight Against corruption
- Prevention of Corruption in the Law-Enforcement Bodies and in justice system
- Anti-Corruption Education and Public Awareness Raising
- Transparency and reduction of Corruption-Related Risks in Public Financial and public procurement sector
- Transparent management system of state-financed healthcare programs
- Prevention of corruption in defense sector, regulatory bodies, customs and tax systems as well as in Private Sector
- Prevention of political corruption
- Effective detection and prosecution of corruption-related crimes
- Criminalization of corruption

Service Delivery

The aim of the reform of the service delivery system of Georgia is to achieve high quality, accessible and well administered services for the entire country. The intended benefits would be:

- Establish a uniform policy for the high quality service design and delivery that would ensure that government services are designed around the needs of the users
- Establish the uniform legal framework on administrative procedures to limit the special regulations to minimum
- Establish a universal quality assurance system for public services

Public Finance Management

The aim of public finance management reform is ensuring financial stability and effective distribution of state finances in accordance with government priorities. The benefits will be realized by ensuring the following:

- To ensure the implementation of the '2014-2017's PFM strategy's Action Plan 2015'
- To strengthen the system of financial management and control

Local Self government

The aim of the Local Self-Government reform is to improve the decentralization process and achieve better governance at the local level.

- Elaboration of the new Strategy and Action Plan 2017-2020 for the good governance on the local level
- To strengthen capacity of local administrative servants to ensure effective functioning of the self-governing bodies

Key Benefits and Impact

In the core areas defined under PAR Roadmap for Georgia, the following benefits have been realized:

- *Accountability*
  - Amendments have been elaborated to the Criminal Code of Georgia to expand the subjects of bribery offences and bring legislation in compliance with international standards. In addition, double criminality requirement for the offences committed abroad by Georgian nationals have been abolished and jurisdiction expanded over the citizens of foreign state who exercise public authority for Georgia and who commit the crime on the territory of a foreign state
  - As a part of the anti-corruption reform of the Government, Unified Online Asset Declaration System (www.declaration.ge) of public officials was launched in 2010. As a result, currently, public officials fill out declarations electronically, while citizens have an opportunity to look through this information online. It is notable that online asset declaration system is only implemented by only few countries across the world

- *Public Service & HRM*
  - Amendments to the Law of Georgia on Public Service have been elaborated by the Civil Service Bureau of Georgia implying mandatory training on corruption related issues for new civil servants. These amendments upon entry into force will be important legislative basis for raising awareness on corruption risks of newly recruited staff and subsequently for prevention of corruption in public sector. Some other amendments include:
    - ✓ Introduction of New Chapter on Code of Conduct for public officials based on the Model Code of Conduct for public officials of the Committee of Ministers of the Council of Europe
    - ✓ Introduction of obligation of all public servants to report to their supervisor any evidence or grounded suspicion of illegal activity, including corruption, as well as to report to law enforcement bodies in cases where the supervisor does not adequately respond to the information submitted or where a public servant does not have a supervisor
    - ✓ New human resources management methodologies have been introduced gradually with amendments to the legislation allowing for the simplified and transparent recruitment in the public sector. Competitions are announced electronically through the web-site of the Civil Service Bureau and timelines for the submission of applications as well as competition processes have been reduced

- *Service Delivery*
  - The state procurement system was reformed in order to reduce the risk of corruption with the introduction of the Unified Electronic System of State Procurement (www.procurement.gov.ge). All tenders are now conducted electronically which have resulted in reduced tender participation costs, efficient and transparent use of public funds, fair and unbiased evaluation process, easy access to all procurement related information and increased competition
  - All bureaucratic barriers for speedy and efficient administrative services have been removed. One-stop shop principle has been introduced and widely implemented. This change made services simple, consumer-oriented, time-efficient, corruption-free and valuable. Simplified procedures for business and property registration, issuance of passport, provision of services of notary to the public are particularly remarkable
  - In 2011, Batumi and Rustavi Public Service Halls were opened. Public Service Hall is a unique concept of public service delivery implying conceptual unification of services of different state agencies under single premise. These agencies include Civil Registry Agency, National Agency of Public Registry, National Archives of Georgia, National Bureau of Enforcement, Notary Chamber of Georgia, Addition of Legislative Gazette and Statute Book of Georgia. This new concept has significantly reduced the risk of corruption within the service delivery domain. Public Service Halls are based on 'cross-enterprise one-stop-shop' principle and ensure simplified access to services by public

Key Learning

- An umbrella policy framework helps in developing the long term view
- It is important to focus on the ultimate outcomes in terms of the actual implementation right from the policy formulation stage
- Public engagement is important from the perspective of participation. During the elaboration of the PAR Roadmap big emphasis was put on involvement of all stakeholders from the governmental and non-governmental sectors thus significantly improving quality and substance of the PAR Roadmap

2.4. Georgia Network (GGN)

People   Process   Legal   Technology   Others
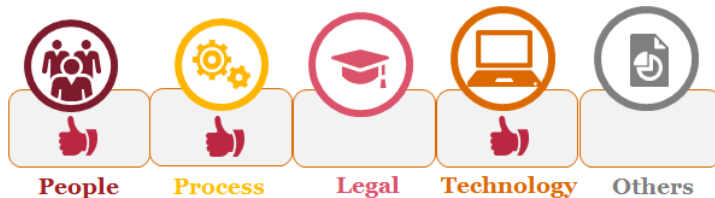
In 2006, the nationwide Government of Georgia Network (GGN) initiative was launched. The goal of the project was to build a reliable high-speed network between state entities, banks, microfinance companies, supermarket chains, distribution companies, etc. The Mobile provider MagtiCom started implementing the GGN with their own resources in return for the government's guarantees of a minimum number of users. The first stage of the project was completed in 2008. Over 400 government offices were connected through a modern, secure, high-speed network. In 2008, the development of the Georgian school network and its connection to the GGN was initiated wherein by 2011, all the Georgian schools and resource centers where connected via Virtual Private Network. In 2010, the data exchange agency of the Ministry of Justice of Georgia launched a new web-resource – Electronic Governmental Resources.

Key Benefits and Impact
The GGN was an important step towards the expansion of the information and communications technology (ICT) infrastructure and the transition to information society. The key benefits derived out of this project include:
- Less time to process registrations and provide support for those internally displaced due to the conflict zone
- Provision of secure connectivity for all the government offices
- The main e-government projects that were implemented in 2010 and made accessible through the website are: e-notary, e-treasury; e-filing (used by 99% of taxpayers), e-procurement; e-auction, e-auction on land
- In 2012, all the e-services available for citizens and the business were integrated under the portal www.my.gov.ge

Key Learning
The Georgia Network (GGN) is a good example of how improvement in ICT infrastructure results in improving the adoption of e-Government and other electronic services in the country. It is also a good example of how public private partnership can be leveraged to achieve the desired benefits through minimum government spending.

2.5. Open Government Partnership (OGP) Action Plan of Georgia 2014-15[8]

| People | Process | Legal | Technology | Others |
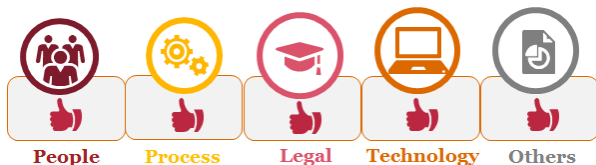
'Open Government Partnership Action Plan 2014-2015' comprises of **26 commitments** to be implemented by **16 responsible agencies.** Commitments fully reflect OGP values and principles as articulated in OGP including transparency, accountability, citizen participation, technology and innovation. Commitments under the action plan respond to the identified challenges of OGP including improving public services, increasing public integrity, more effectively managing public resources and creating safer communities.

The grand challenge of **Improving Public Services** comprises 8 commitments, aimed at simplified and consumer-oriented public service delivery, through direct communication with customers and feedback received from citizens, and development of e-governance system at the local level ensuring effective service provision for the local population. The next 10 commitments addressing the grand challenge of **Increasing Public Integrity** focus on Freedom of Information reform, creation of the portal for electronic petitions, ensuring transparency of the public sector through publicizing financial reports of political parties in open formats, improving recruitment regulations in the civil service and setting up public

officials' assets declaration monitoring system. Commitments related to increasing public awareness about electoral process and ensuring active involvement of civil society in the Open Government Georgia's processes through supporting the national coordination mechanism is also included.

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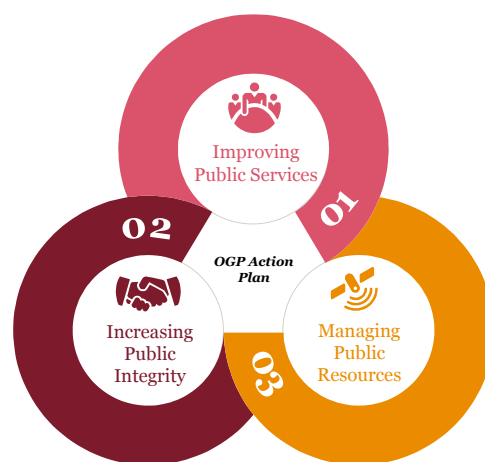
[8] *Open Government Partnership Action Plan Georgia, Approved at the 6th Session of the Open Government Georgia's Forum 2014-2015*

Seven commitments are included under the grand challenge of More Effectively **Managing Public Resources**. These aim to create an effective mechanism for informing society about budgetary processes in order to receive their input in preparing the budget and increasing transparency and efficiency of Public Finance Management System. Commitments are also oriented at increasing openness and accessibility of National Archives through creating and publishing catalogues of preserved documents. Under the third grand challenge, expansion of public e-procurement system and the creation of an electronic human resources management system are also included.

Implementing alternative channels to connect to an emergency situations center and opening up crime statistics through innovative tools, such as detailed crime mapping, address the fourth grand challenge of OGP – **Creating Safer Communities.**

Improving Public Services
- Public Service Halls
- Voice of the consumer
- Consumer comfort oriented service
- Develop citizen's portal (my.gov.ge)
- e-governance systems and Community centres
- Transformation of public libraries
- Digital Signature & Online authentication-Partial Completion
- Open Data Portal

Increasing Public Integrity
- Elaborate Freedom of Information Act
- Open Government Georgia's Forum: Sessions held regularly, minutes published on web page
- e-petitions portal
- Transparency in Civil Service Recruitment
- Public Officlials Asset Declaration Monitoring System
- Disclosure of Financial Declarations for political parties
- Develop Online Public Consultation tool for Ministry of Interior
- Publication of Surveillance Statistics-Complete, done quarterly, annually
- Raise awareness of electoral process

Managing Public Resources
- Inform public on budgetary resources
- Pubic e-procurement System extended-E-Contest module is operating through Unified Electronic System of State Procurement (Ge-GP)
- e-HRM for Civil Services
- e-Archive-Framework ready
- Accessibility of National Archives
- e-Catalogues
- Public Finance Management

Key Learning
- Citizen inclusion empowerment and provision of information to the citizens and citizen involvement are key for open government partnership

2.6. *Digital Georgia: e-Georgia strategy and action plan 2014-18*[9]

People | Process | Legal | Technology | Others
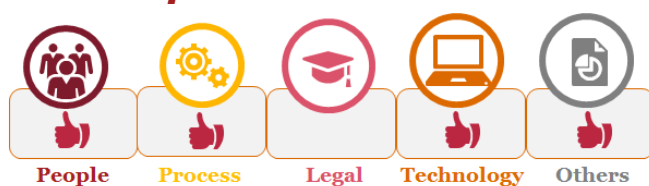
'A Digital Georgia: e-Georgia strategy and action plan 2014-2018' illustrates the path leading to a modern Georgia and provides a comprehensive framework for societal changes enabled by Information and Communication Technology (ICT). It focuses on those potential fields, where the public sector is able to take measurements and to set frameworks to exploit the full potential of ICT. The e-Georgia strategy is, however, not limited to the activities covered under the term e-government. It has a broader scope tackling related fields of innovation to create a prosperous environment for an innovative business sector and an innovative civil society.

Vision of e-Georgia

> *"Georgia will become a more efficient and effective public sector offering integrated, secure, and high quality e-Services. Improved usage and participation enable ICT-driven sustainable economic growth."*

e-Services
- Ensuring the availability (i.e. supply) and use (i.e. demand and take-up) of online public services by government, businesses and citizens
- "service" track of the e-Georgia strategy focussing on the supply of G2C, G2B/B2G, G2NGO and G2G services

e-Participation & Open government
- Raising awareness of, and trust in government
- Participating in e-Service design and delivery
- participating in policy making. Engagement of citizens in public discourse & decision making through the use of ICT

e-Health
- A "Georgia Health Management Information System Strategy" was already developed by the Ministry of Labour, Health and Social Affairs in 2011
- A comprehensive Health Management Information System (HMIS) will be built upon existing international standards

Key elements of Digital Georgia

1
2
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4
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9

Public Finance Managment System
- eBudget: enables digital budget planning;
- e-Treasury helps recoding and managing spending;
- e-DMS, the electronic Debt Management System : for international & internal loan management;
- e-HRMS – supports human resource management
- RS.GE - for collecting tax and customs revenues;
- e-Procurement –for public tendering and electronic procurement of goods, services and works;
- eAuction- facilitating the selling of State-owned goods

Infrastructure
e-Society needs basic infrastructure elements which includes especially access to the Internet but also basic services like identification / authentication , back office granular and aggregated services

e-Security
Cyber security will facilitate the resilience of cyber infrastructure against cyber threats.

Awareness
Without the actual take-up and successful use of e-Services by citizens, businesses, governments and other users (such as civil organizations), any return on government investment in infrastructure, security and back-end systems, let alone on the design and development of the e-Services themselves, will not materialize.

Frameworks
- A proper interoperability framework ensures smooth interaction among the actors in an e-Society
- An Enterprise Architecture framework provides guidelines for how to successfully develop e-Services and ICT enablers (infrastructure, security, universal services, etc.).

e-Inclusion
- For improving the e-Skills of the general attention needs to be given to specia ltarget groups like the elderly, disadvantaged, low-income people or people living in rural areas.
- Another focus point to be resolved is the gap between ICT curricula and businesses' needs for ICT skills

Key Benefits and Impact

Georgia has made great efforts in ICT in the last few years, as the most important ICT indices showed Georgia has jumped forward in the rankings year by year. The ICT Development Index conducted by the ITU positioned Georgia amongst the ten most dynamic countries in the world. The e-Georgia strategy is designed to accelerate progress towards a modern ICT driven nation. Derived from strategy's visions and mission eleven priority topics are described and for each topic and subtopic concrete projects, action items with timelines and performance targets (or key performance indicators/KPIs) are proposed, from which detailed and measurable goals are defined. But the most important impact is that the people and enterprises of Georgia profit from the implementation and obtain concrete benefits from the usage of ICT.

Key Learning

- To make a country truly digital and have effective public service delivery reforms programs, it is important to focus not only to e-Governance initiatives but also factors which act as a catalyst such as the field of innovation and improvement of ICT enablers such as access to ICT infrastructure
- A thrust has been given on inter-operability frameworks and raising awareness about the initiatives being undertaken to ensure higher adoption rate of e-Government services

India

3

3. Select Examples from India

3.1. Introduction

India is the largest democracy with the second largest population[10] in the world and is geographically situated in the southern region of Asia. It also happens to be the world's seventh largest country in terms of area with approximately 3.3 million square meters of area. Bounded by the Indian Ocean on the south, the Arabian Sea on the south-west, and the Bay of Bengal on the south-east, it shares land borders with Pakistan to the west; China, Nepal, and Bhutan to the north-east; and Myanmar (Burma) and Bangladesh to the east. In the Indian Ocean, India is in the vicinity of Sri Lanka and the Maldives; in addition, India's Andaman and Nicobar Islands share a maritime border with Thailand and Indonesia.

By constitution, India is a federal republic governed under a parliamentary system consisting of 29 states and 7 union territories. Some of these states in India are as big as some of European and African countries in terms geographical area, population and of economically. India's GDP stood at $2.064 trillion in 2014[11] and has been one of the fastest growing economies in the world in the last decade with an average GDP growth rate of 8.3% in the last 5 years.[12] With the growth in the economy, expectations of its citizens for better and improved public service delivery have been increasing and given the diversity and infrastructural challenges in the country, the development of a modern and efficient public service delivery system has always been challenge for the governments in India. Along with economic liberalization, public service delivery reforms has been one of the main focus areas for the Government of India (GoI) over the last two decades and numerous initiatives and programs have been implemented. This also includes initiatives aimed at empowering the citizens for demanding better quality of services and asking the right set of questions to the government.

Some of the key focus areas of public service delivery reforms include making government services as a basic right of citizens, decentralization of government funds, functions and functionaries to the local government establishment, re-engineering of government processes, adoption of technology as a solution enabler, legal enablement and institutional reforms.

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[10] World Bank Indi

[11] http://data.worldbank.org/country/india

[12]

http://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?order=wbapi_data_value_2013%20wbapi_data_value&sort=asc

3.2. Right to Public Services[13]

| People | Process | Legal | Technology | Others |
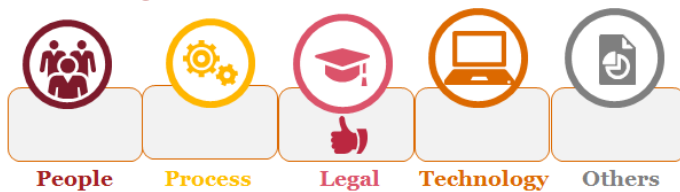
The Right to Public Services (RTS) Act represents the commitment of the respective state government in India towards standard, quality and time frame of service delivery, grievance redressal mechanism, transparency and accountability. RTS Act enables the citizen to avail the services of the government departments with minimum inconvenience and maximum speed. This requires the government institutes to be define clear, precise and enforceable statements of people's entitlements to public services in the form of public service guarantees. The guarantees specify the minimum standard of service provision that service users can expect, and set out the arrangements for redress that apply should service providers fail to meet the standard promised. As part of the one of the major public service reforms within the country, various state governments in India have enacted laws with the objective of reducing corruption, increase transparency and public accountability in public service delivery. These respective acts guarantee time bound delivery for the identified public services rendered by the government institutions and departments to the citizens with provisions to penalize the erring officials if found deficient in providing the stipulated services.

Some of the salient features of RTS as follows:
- The common framework of the state legislations includes, granting of "right to public services", which are to be provided to the public by the designated official within the stipulated time frame
- The public services which are granted as a right are generally notified through Gazette notification. Some of the commonly provided public services, including issuing caste, birth, marriage and domicile certificates, electric connections, voter's card, ration cards, copies of land records, etc., within the fixed time frame
- The applicant shall receive a receipt when he or she submits an application to the officer for desired service
- The time begins from the date of submission which is mentioned on the receipt
- A grievance redressal mechanism has been designed which a citizen may follow on failure to provide the service by the designated officer
- In case of delay, the officer in charge will have to pay a fine as per provisions of the state concerned
- The applicant may be compensated out of the penalty imposed on the officer

The Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011

As part of its focus to reform the public services and make the government more accountable to its citizens, the Government of India (GoI) came up with the Citizens' Charter and Grievance Redressal Bill 2011 also known as The Right of Citizens for Time Bound Delivery of Goods and Services and Redressal of their Grievances Bill, 2011. The bill is under consideration by the Parliament. The bill proposes the following legal reforms:
- Makes it mandatory for every public authority to publish a Citizens' Charter within six months of the commencement of the Act
- Every Citizens' Charter shall enumerate the commitments of the respective public authority to the citizens, officer responsible for meeting each such commitment and the time limit with in which the commitment shall be met
- Mandates every public authority to designate an official called Public Grievance Redressal Officer, whom a complainant should approach for any violation of the Citizens' Charter
- Make incumbent on government officials to address citizens' complaints within a specified time, failing which the official concerned would face action, including monetary penalties to be levied from the official's his salary and disciplinary proceedings

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[13] http://www.transparencyindia.org/resource/books/rts.pdf

- Give people right to compensation if they do not receive their entitlements, promised under the law within a specified time

Key Learning

- If there is a will, there is a way. This initiative is a big success story and shows that the service levels can be mandated within the government setup and for the officials at an individual level which have a direct impact on the accountability level
- It must be noted that the implementation of the initiatives was left to the state governments in India. This resulted in higher ownership at the state level and thereby improving the actual implementation of the reform and the associated initiatives

3.3. Right to Information Act, 2005

People Process Legal Technology Others
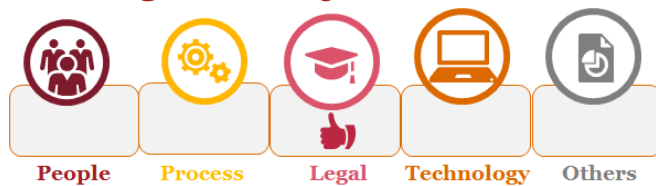
The objective of the Right to Information (RTI) Act was to *empower the citizens, promote transparency and accountability in the government working, contain corruption, and make our democracy work for the people in real sense.* An informed citizen is one of the best mechanisms to keep the necessary vigil on the instruments of governance and make the government more accountable and transparent. RTI act was a big step towards making the citizens informed about the activities of the government[14]. RTI enables and provides legal access to a citizen for the following:

- Inspection of work, documents and records
- Taking notes, extracts or certified copies of documents or records
- Taking certified samples of material held by the public authority or held under the control of the public authority[15].

RTI Act 2005 mandates timely response to citizen requests for government information. It is an initiative taken by Department of Personnel and Training (DoPT), Ministry of Personnel, Public Grievances and Pensions. It is important to note that only such information can be supplied under the act that is available, existing and is held by the public authority or is held under the control of the public authority. The Public Information Officer (PIO) is not supposed to create or generate information that is not a part of the record of the public authority. The Public Information Officer is also not required to furnish information which require drawing of inference and/or making of assumptions; or to interpret information; or to solve the problems raised by the applicants; or to furnish replies to hypothetical questions.

To make it truly accessible and increase awareness amongst the citizens anywhere in the country, DoPT has implemented the RTI portal gateway for quick search of information on the details of first Appellate Authorities, PIOs etc. besides access to RTI related information and disclosures published on the web by various public authorities within India.

Key Benefits and Impact

RTI act has been a revolutionary tool for the citizens of India. This act has been leveraged by common citizens and civil society members to uncover a lot of corruption cases within government across the county. It has also been effectively used by the citizens for highlighting the gaps and lacunas in the public service delivery system which has resulted in government undertaking corrective actions for improving the service delivery.

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[14] http://www.righttoinformation.gov.in/
[15] http://rti.gov.in/RTICorner/Guide_2013-issue.pdf

3.4. Devolution of Funds, Functions and Functionaries (3F) – adoption of local government

People   Process   Legal   Technology   Others
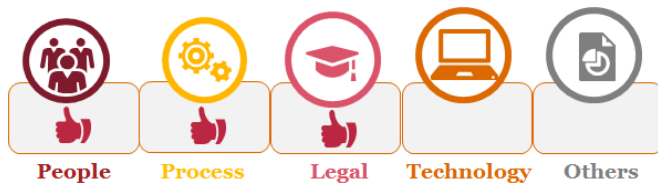
In ancient times, five senior most people at the village level or the local community level used to come together to supervise development work, resolve issues and allocate resources to the ones who were in need of help. This unofficial governing body of five members was called as 'Panchayat' ('Panch' means five in local language [Hindi]). In a country as large and diverse as India, the need and demand for good governance and better public service delivery has been increasing with growing awareness amongst an increasingly educated population. With the objective of bringing governance closer to the citizens and improving accountability, the Government of India implemented the Panchayati Raj System in 1993 through the 73rd constitutional amendment and adoption of the Panchayati Raj Act. This act enabled the government to devolve a number of identified Funds, Functions and Functionaries (3Fs) to these locally elected institutions. Some of the key features of this act include:

- A 3-tier structure of local government (panchayats) was introduced comprising of Gram (village level) panchayat, Panchayat Samiti (block level) and Zila Parishad (District level). These three layers of local governance are known as Panchayati Raj Institutions (PRIs)
- It enabled the State (provincial) Government making their own laws for establishing PRIs and Municipalities etc. and conferring on them such powers and authority as may be necessary to enable them to function as institutions of self-government
- Empowered people to elect their representatives at the local government (PRIs)
- Reservation of seats for women
- A fixed five year term for PRIs was fixed
- PRIs were given power to formulation of their own development plans and implement them
- Provision for PRIs to have their own budget, power of taxation and list of items in their jurisdiction
- Every five years, a State Finance Commission to be constituted to review the financial resources of PRI
- Provision for Social Audit mandated for the development work at fixed time intervals

In addition to the above, a new dedicated ministry (Ministry of Panchayati Raj) was established to handle the bottlenecks and support the implementation of the new local government system with the following vision and mission statements.

Vision
'To attain decentralized & participatory local self-government through Panchayati Raj Institutions (PRIs)'.

Mission
'Empowerment, enablement & accountability of PRIs to ensure inclusive development with social justice, and efficient delivery of services'.

Key Benefits and Impact
At present, there are three million elected representatives at all panchayats and nearly half of them are women. These elected members represent an approximate of 250,000 PRIs at various levels and provide local governance for almost 96 percent[16] of the rural part of India. This has had positive impact on the overall governance system within the country and has helped in improving the public service delivery as well. Further,

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[16] http://www.newdelhitimes.com/transforming-roots-of-india-revaluing-the-panchayati-raj-system123/

the social audits undertaken at the PRI level by the citizens help in discussing the issues, review of the work done and also take corrective actions in case of any discrepancies. Some of the key benefits derived with the adoption of the

- Decentralizes and brings government almost at the doorstep of the citizen at the grass root level
- Quicker and easier delivery of services
- Members of a PRI are far more cognizant of the region-specific problems and thereby in a better position to take a more informed decision with minimum turnaround time
- Quicker resolution of issues and grievances
- Social audit resulting in citizen participation for high accountability
- Improved monitoring of delivery of public services

Key Learning
- De-centralization of governance may result and can act as a major catalyst for public service delivery and governance reforms if implemented in a planned manner
- Think out of box and do not be afraid to implement innovative solutions. For example, the Social Audit concept has helped in bringing a lot of accountability in the system

3.5. National eGovernance Initiatives India
3.5.1. National eGovernance Plan (NeGP)[17]

People   Process   Legal   Technology   Others
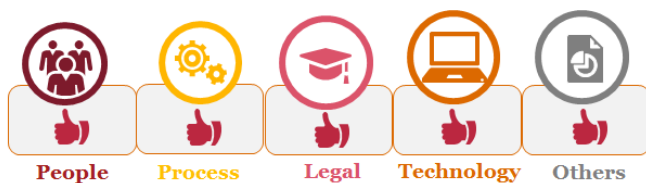
The National e-Governance Plan (NeGP) was approved in 2006 by the Government of India in order to make government services accessible to its citizens, make most services available online, ensure that all the citizens have access to them, thus improving the quality of basic governance on an unprecedented scale.
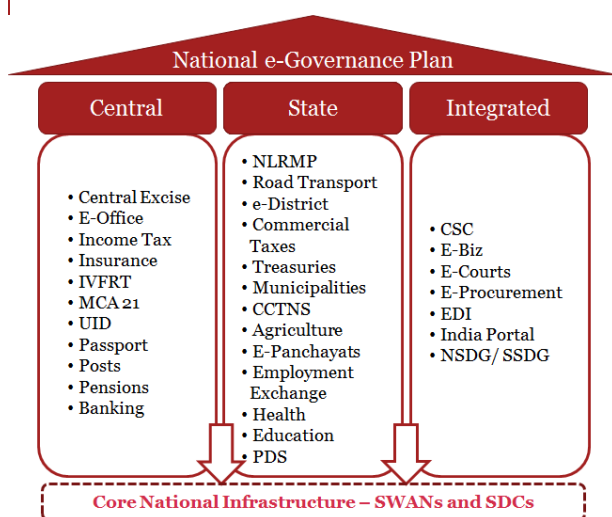
Vision of NeGP
'Make all Government services accessible to the common man in his locality, through common service delivery outlets, and ensure efficiency, transparency, and reliability of such services at affordable costs to realize the basic needs of the common man'.

As part of NeGP, a total of 31 Mission Mode Projects (MMP[18]) were approved. NeGP had a three tiered architecture as depicted with the help of the below diagram.

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[17] https://negp.gov.in/index.php?option=com_content&view=article&id=77&Itemid=464#

[18] Projects were categorized as Mission Mode because each one had a definite timetable, service levels, project implementation teams and reengineering plans

National e-Governance Plan

Central
- Central Excise
- E-Office
- Income Tax
- Insurance
- IVFRT
- MCA 21
- UID
- Passport
- Posts
- Pensions
- Banking

State
- NLRMP
- Road Transport
- e-District
- Commercial Taxes
- Treasuries
- Municipalities
- CCTNS
- Agriculture
- E-Panchayats
- Employment Exchange
- Health
- Education
- PDS

Integrated
- CSC
- E-Biz
- E-Courts
- E-Procurement
- EDI
- India Portal
- NSDG/ SSDG

Core National Infrastructure – SWANs and SDCs

NeGP had outlined the separation of the front-office and the back-office operations with the help of technology enablement and Public Private Participation (PPP) such as Common Service Centers (CSC)[19] and Passport Sewa Kendra (PSK)[20].

In addition to the establishment of the front offices, NeGP outlined the development of the common ICT infrastructure which will become the backbone for online service delivery for the government. These examples include the following:
- Development of the national level secured connectivity network for all the government offices in the country (approximately 50,000) for data, voice and video services (State Wide Area Network [SWAN])
- Development of government data centers (State Data Centers [SDC]) which provide common secure IT infrastructure to host state-level e-government applications and data

The last and main focus area of NeGP was the transformation and automation of processes and services at the back-end which required a detailed and comprehensive process review and reform. The objective to transform high priority citizen services from their manual delivery into online delivery wherein various MMPs were defined focusing on identified services at the Ministry level. This was done with the objective of keeping the ownership of this transformation at the respective ministry and agency level for the longevity and success of the initiative.

As part of its implementation strategy and ensuring the requisite level ownership at relevant government levels (center and state), the NeGP was structured in terms of
- 11 MMPs to be undertaken and implemented by the central government ministries
- 13 MMPs to be undertaken and implemented at the state level by respective states (provinces)
- 7 integrated MMP which support and act as an enabler or catalyst to the central and state MMPs

Select examples from NeGP
Passport MMP: The Passport MMP was undertaken by the Central Passport Organization to keep pace with such phenomenal increase in the workload, by innovative measures involving change in processes and infusion of technology. Ministry of External Affairs (MEA) decided to launch the Passport Sewa Project whose objective was to[21] improve the service delivery process for passport to the citizens in a comfortable environment with wider accessibility and reliability.

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[19] A local variant of the One Stop Shop where these centers are established by the local village level entrepreneur and offers a host of government services through an online portal
[20] PSK refers to the private centers which were established to accept the passport applications from citizens in a nearby location. These centers have been implemented on a PPP model and have very good infrastructure
[21] https://negp.gov.in/index.php?option=com_content&view=article&id=123&Itemid=751

MCA 21 MMP: The vision of the MCA21 project, implemented by the Ministry of Corporate Affairs (MCA), GoI, was 'to introduce a service-oriented approach in the design and delivery of Government services'. The key objective of the project was to develop up a secure portal that offers availability of all registry related services including filing of documents, registration of companies and public access to corporate information in an anywhere anytime mode.

Pensions MMP: The pensions MMP is primarily aimed at making the pension/ retirement related information, services and grievances handling mechanism accessible online to the needy pensioners, through a combination of interactive and non-interactive components, and thus, help in bridging the gap between the Pensioners and the Government.

UID MMP: The unique identification project was conceived as an initiative that would provide unique identification for each resident across the country and would be used primarily as the basis for efficient delivery of welfare services.

IVFRT MMP: India is a global tourist destination besides being a major business and service hub. The core objective of the IVFRT MMP was to develop and integrated service delivery framework and system for facilitating legitimate travelers by improving the visa issuance process without compromising on the security and the immigration function.

Central Excise MMP: The Central Board for Excise and Customs (CBEC) has brought about a major change in the way the Central Excise and Service Tax formations conduct their regular business vis-a-vis the trade and industry, by developing and deploying a software application called Automation of Central Excise and Service Tax (ACES). ACES aims at improving tax-payer services, transparency, accountability and efficiency in the indirect tax administration in India. This application has automated all major processes in Central Excise and Service Tax through a web-based and workflow-based system.

e-Office MMP: e-office MMP was conceptualized by the Department Of Administrative Reforms and Public Grievances (DAR&PG) for improving the efficiency within the government decision making process. e-Office is aimed at increasing the usage of work flow and rule based file routing, quick search and retrieval of files and office orders, digital signatures for authentication, forms and reporting components.

Common Service Centers: Common Service Centers were conceptualized as the front end service delivery outlets enabling smooth and transparent governance to citizens of the country. CSCs are the one stop shop for availing multiple government services, especially in the rural parts of India. Citizens can simply walk to a nearby CSC and avail public services of multiple departments at a single center thus saving time, cost and effort. CSCs are one of the key infrastructure pillars. As of now, approximately 137,000 CSCs are operational in India[22].

National Portal of India: The National Portal of India provides a single window unified interface for over 5000 websites associated with government entities in India including ministries, departments, states/union territories, district administration and organizations.

National Service Delivery Gateway (NSDG) MMP: The National e-Governance Service Delivery Gateway (NSDG), a standards based (IIP/IIS/IGIS) messaging switch, enables the collaboration and integration of information across the various levels, domains and geographies by providing seamless interoperability and exchange of data across heterogeneous applications of geographically dispersed departments.

NLRMP MMP: The main objective of this MMP is to modernize the land records system in the country by undertaking the following activities
• Completion of computerization of the Records of Rights (RoRs)

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[22] http://www.digitalindia.gov.in/content/vision-and-vision-areas

- Digitization of maps and updating of land records
- Survey/resurvey using modern technology including aerial photogrammetry
- Computerization of registration
- Automatic generation of mutation notices
- Training and capacity building of the concerned officials and functionaries
- Connectivity amongst the land records and registration offices and modern record rooms/land records management centers at tehsil/taluk/circle/block level

Road Transport MMP: The Ministry of Road Transport & Highways has facilitated the process of computerization of approximately 1000 Road Transport Offices (RTOs) across the country. Under the Transport MMP, all the RTOs in the country will implement standardized software, Sarathi and Vahan. Provision of online services enables the citizens to get the work done from the comfort of their home / office at a time suitable to them. This not only reduces the footfall at RTOs but also saves a lot of effort which goes into entering the data into the system.

CCTNS MMP: Crime and Criminal Tracking Network & Systems (CCTNS) MMP has helped creating a comprehensive and integrated system for enhancing the efficiency and effective policing at all levels and especially at the Police Station level through adoption of principles of e-Governance, and creation of a nationwide networked infrastructure for evolution of IT-enabled state-of-the-art tracking system.

Municipalities MMP: e-Governance in Municipalities is an initiative of the Government of India conceptualized under the umbrella of the overall National e-Governance Plan (NeGP) and the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) aimed at improving operational efficiencies within Urban Local Bodies (ULBs). This initiative covered Urban Local Bodies (ULBs) in 35 mission cities identified, from 15 states (~ 80 ULBs), having more than 1 million population as per 2001 census to improve the efficiency and effectiveness of delivery of municipal services to citizens.

e-District MMP: This project aimed at providing support to the basic administrative unit i.e. district administrator by undertaking backend computerization to enable electronic delivery of high volume citizen centric government services. The key objectives of the e-District project include:
- Deliver identified high volume citizen services with clearly laid down service levels and outcomes to improve efficiency and effectiveness of citizen interaction with district administration
- Electronically deliver citizen services along with Business Process Reengineering (BPR) for improving the quality of services to citizens
- Improve accessibility of services to citizens

e-Panchayat MMP: Panchayati Raj Institutions (PRIs) in India is a concept of local self-governance, which promotes decentralized governance by participation of the ordinary public in their own governance. PRIs function at the village, intermediate (block) and district level. Objectives of this e-PRI MMP were to:
- Enabling Panchayats to better deliver its mandated services to the Citizens through IT
- Enabling PRIs to use IT as a tool for transparency, disclosure of services to Citizens and social audit
- Improving internal management processes and decision making in Panchayats
- Enabling PRIs to use IT for electronic tagging and tracking of funds transferred to Panchayats, including rapid bank transfer of funds, tracking the expenditure of the Panchayats

The other MMPs are listed below:
- Banking MMP
- Insurance MMP
- Posts MMP
- e-Courts
- e-Trade MMP
- e-Biz MMP

- Agriculture MMP
- e-Procurement MMP
- Treasury Computerization MMP
- Commercial Taxes MMP

3.5.2. Digital India[23]

People   Process   Legal   Technology   Others

In order to transform the entire ecosystem of public services through the use of information technology, the Government of India has launched the **Digital India Program** with the vision to *transform India into a digitally empowered society and knowledge economy*[24]. This is a major enhancement of the earlier NeGP framework and looks to build on the gains of the NeGP with the focus on transformation of the entire country with ICT as an enabler. The digital India Program is centered on the following three key vision areas:

Digital Infrastructure as a Utility to Every Citizen

Availability of high speed internet as a core utility for delivery of services to citizens

Cradle to grave digital identity that is unique, lifelong, online and authenticable to every citizen

Mobile phone & bank account enabling citizen participation in digital & financial space

Easy access to a Common Service Centre

Shareable private space on a public cloud

Safe and secure cyber-space

Governance & Services on Demand

Seamlessly integrated services across departments or jurisdictions

Availability of services in real time from online & mobile platforms

All citizen entitlements to be portable and available on the cloud

Digitally transformed services for improving ease of doing business

Making financial transactions electronic & cashless

Leveraging Geospatial Information Systems (GIS) for decision support systems & development

Digital Empowerment of Citizens

Universal digital literacy

Universally accessible digital resources

Availability of digital resources / services in Indian languages

Collaborative digital platforms for participative governance

Citizens not required to physically submit Govt. documents / certificates

Vision Area1: Digital India as a utility to every citizen

Digital India program envisages to connect the entire nation through broadband and high speed internet in order to achieve delivery of electronic government services to every citizen, targeted social benefits, and financial inclusion.

High speed internet as a core utility

The emphasis is on providing high speed internet connectivity across the length and breadth of the country by deploying ICT infrastructure, optical fiber, and last-mile connectivity options offered by wireless technologies in a manner that is affordable, reliable and competitive.

Focus Area	Intended Outcome

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[23] http://www.digitalindia.gov.in/content/introduction
[24] http://www.digitalindia.gov.in/content/about-programme

Broadband for rural areas	Coverage for 2,50,000 Gram Panchayats (GPs) by 2016-17
Broadband for urban areas	Virtual Network Operators for service delivery; Mandatory communication infrastructure in new urban settlements and buildings
National Information Infrastructure	Integration of all core ICT infrastructure built under National e-Governance Plan (NeGP) for greater efficiency and synergy; Nationwide coverage by March 2017
Universal access to mobile connectivity	Greater network penetration; Coverage for 55,619 uncovered villages by 2018
Public Internet Access Program under National Rural Internet Mission	Coverage for 2,50,000 GPs by 2016-17 through Common Services Centers (CSCs); Recasting of 1,50,000 post offices as multi-service centers by 2015-16

Cradle-to-grave digitally identity

Aadhaar is a 12 digit individual identification number issued by the Unique Identification Authority of India (UIDAI) on behalf of the Government of India. The verification of identity is done online with the help of authentication devices which connect to UIDAI's Central Identity Repository Aadhaar can be used by any application which needs to establish the identity of a resident and/or provide secure access for the resident to services/benefits/entitlements offered by the application.

Easy access to a Common Service Centre (CSC)

Implemented under the NeGP formulated by DeitY, the CSCs are ICT-enabled front-end service delivery points (kiosks) at the village level for delivery of government, financial, social and private sector services in the areas of agriculture, health, education, entertainment, banking, insurance, pension, utility payments, etc.

Sharable private space on public cloud

To accelerate the delivery of cloud-based services, DeitY has launched the MeghRaj Cloud initiative. This would comprise several central and state clouds built on existing or new (augmented) infrastructure, following a set of common protocols, guidelines and standards issued by Government of India. This facility can be leveraged for providing online services and support systems for the citizens such as the 'Digital Locker' initiative which has been implemented by GoI as part of the Digital India program. Citizens can digitally store Government-issued digital documents and certificates and share them with various agencies without having to submit or send physical documents or copies. Such a 'Digital Locker' will greatly improve citizen convenience and usher in paperless transactions across the entire ecosystem of public services. Also, in a situation of disaster, e.g. flood, storm, fire, etc., when citizens may lose paper documents, documents in the digital repository would be accessible for them anytime, anywhere to avail government or private services.

Safe and secure cyberspace

The National Information Security Policy has been put in place to protect information and information-infrastructure in cyber space, build capabilities to prevent and respond to cyber threats, reduce vulnerabilities and minimize damage from cyber incidents through a combination of institutional structures, people, processes, technology and cooperation. Further, a National Coordination Centre on Cyber Security has been proposed as one of the key projects under Digital India to provide safe and secure cyber space.

Vision Area 2: Governance and Service on Demand

Over the years, a large number of initiatives have been undertaken by various State Governments and Central Ministries to usher in an era of e-governance. Sustained efforts have been made at multiple levels to improve the delivery of public services and simplify the process of accessing them. e-Governance in India has steadily evolved from computerization of government departments to initiatives that encapsulate the finer points of governance, such as citizen centricity, service orientation and transparency.

Seamless integrated services across departments or jurisdictions

Access to some services often also involves documents, approvals and clearances from authorities outside the department/ jurisdiction providing the service. The focus is on providing single-window access to such services so that the citizens and businesses save time and effort across multiple departments or jurisdictions concerned.

Services available in real time from online and mobile platforms

The focus today is on designing e-Governance applications in such a way that the related information, services and grievance-handling mechanism are accessible online on a real time basis and across all types of access devices such as desktop computers, laptops, tablets, mobiles, etc. To ensure provisioning of high speed broadband connectivity at panchayat level, the National Optical Fiber Network (NOFN) project is being implemented by the Department of Telecommunications (DoT). This aims to resolve the connectivity issues by taking gigabit fiber to all the panchayats in the country.

The Mobile Sewa project of DeitY is a highly successful project that provides a common national platform to all Government departments and agencies at the central, state and local levels for providing mobile based services and mobile apps. Over 1900 government departments and agencies across the country are using the mobile platform for mobile enabled services. This initiative has won the 2014 United Nations Public Service Award.

Digitally transformed services for improving ease of doing business

Starting a business, dealing with construction permits, getting electricity, registering property, getting credit, protecting investors, paying taxes, trading across borders, enforcing contracts, resolving insolvency and other clearances etc. are the various experiences that define how easy or difficult it is to do business in a country. Government services for businesses shall be digitally transformed for improving Ease of Doing Business in the country.

Making financial transactions electronic and cashless

DeitY has created PayGov India as a centralized payment gateway for all Government Departments and agencies in the country. It is operated and maintained by NSDL Database Management Ltd (NDML), a wholly owned subsidiary of National Securities Depository Limited (NSDL). The citizens can choose from a host of e-payment options such as Net banking, credit card, debit card, prepaid, cash card, wallet, Immediate Payment Service (IMPS) and mobile wallet.

Vision Area 3: Digital empowerment of citizens

Universal Digital Literacy

Digital literacy assumes paramount importance at an individual level for truly and fully leveraging the potential the Digital India program. It provides the citizens the ability to fully exploit the digital technologies to empower themselves. GoI's focus today is on making at least one person e-literate in every household. Core ICT infrastructure set up by the central and state governments, such as CSCs, can play a critical role in taking digital literacy to the remotest locations of the country. To ensure that all panchayats in the country have high-speed connectivity, the Department of Telecom (DoT) has established Bharat Broadband Network Ltd. (BBNL) to roll out the National Optical Fiber Network (NOFN).

National Institute of Electronics and Information Technology (NIELIT), an autonomous society under DeitY, has identified more than 5000 facilitation centers across the country for training on courses which will equip a person to undertake e-Governance transactions through computers and other basic activities, like e-mail, browsing the internet, etc. NIELIT has also signed MoUs with industry partners towards jointly conducting courses and online examinations on digital literacy.

Universally accessible digital resources

The National Data Sharing and Accessibility Policy (NDSAP) require government organizations to proactively release their datasets in an open format. Implementation of NDSAP in India is being done by NIC, an agency of DeitY, through the Open Government Platform for India (http://data.gov.in(link is external)) which provides a single point access to all the open-format datasets published by different government departments.

Availability of digital resources / services in Indian languages

India has a remarkable diversity in terms of languages written and spoken in different parts of the country. There are 22 official languages and 12 scripts. DeitY has initiated the Technology Development for Indian Languages (TDIL) Program for developing information processing tools and techniques to facilitate human-machine interaction without language barriers, creating and accessing multilingual knowledge resources, and integrating them to develop innovative user products and services. DeitY has also initiated the Localization Projects Management Framework (LPMF) to help localize applications under the MMPs and other government applications.

Collaborative digital platforms for participative governance

DeitY has recently launched a nationwide digital platform named as "myGov" (www.mygov.in) to facilitate collaborative and participative governance. DeitY also maintains a social media page highlighting e-governance services being provided through NeGP at https://www.facebook.com/NationaleGovernancePlan(link is external) which has over 1 lakh fans and followers as on date.

Key Learning

- Focus on transformation of government processes: Both NeGP and Digital India have a strong thrust on transforming the government processes and not simply digital translation (or automation) of the process. This should complemented with modernization of infrastructure and change management initiatives
- PPP model of service delivery: In both NeGP and Digital India, PPP model has been identified as one of the important options for undertaking public service delivery reforms
- Understand the local needs for ensuring ownership: Another key aspect of the NeGP and Digital India initiatives is that not all projects were to be implemented by the central government. A number of initiatives were given to the state (provincial) governments for implementation which brought in a lot of ownership at the local level
- Development of common or shared infrastructure: Both NeGP and Digital India programs emphasize a lot on the importance of having shared or common infrastructure
- Focus on citizen centricity for undertaking public service delivery reforms
- Enable choice of channels for availing services to the citizens

3.6. Passport Sewa Kendra

| People | Process | Legal | Technology | Others |
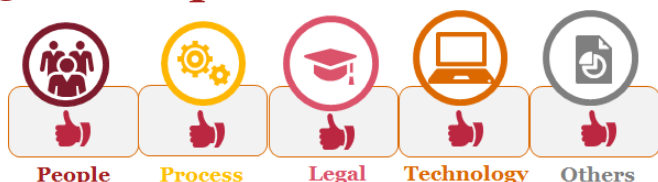
Consular of Passport and Visa (CPV) division of the Ministry of External Affairs, Government of India, provides passport and consular services to Indian citizens through Central Passport Office (CPO) and consular and visa services to foreign nationals and Indians residing overseas. As in 2007, passports were issued from only 30 locations across the country.

There were a number of challenges involved with the passport issuance process due to the legacy issues including:

- Citizens were required to travel long distances, since the passport offices across the country were not adequate in number
- The average service processing time was 45 days for issuance as well as change requests
- Lack of transparency
- No online system to track the status of the application
- No across-the-counter services available

As part of the NeGP, a comprehensive reform of the entire passport issuance was undertaken with major focus on business process re-engineering underlying processes and which resulted in the following outcomes:

- A new organization in the form of a Special Purpose Vehicle (SPV) was recommended to be set up
- Productivity-linked incentives were suggested for the employees
- Outsourcing of non-sovereign activities were identified including separation of front office and back office operations
- Rules and passport issuance procedures were simplified
- Passport Facilitation Centers (PFC) and an online portal were created
- Centralized IT system where all the stakeholders are connected to the same system
- IT Migration plan for up-gradation of infrastructure from the old system to the new envisaged system was prepared
- The project was implemented on a Public Private Partnership model

Key Benefits and Impact

There were major benefits and improvements in the system as a result of the Passport reform project which can be easily gauged from the following table:

#	Parameters	Earlier System	Improved System
1	Time taken for Tatkaal (Urgent) Passport	7 to 14 days	1 day
2	Time taken for Normal Passport	30 to 45 days	3 days
3	No. of Passport outlets	37	77 (including 2 to 3 in each metropolitan city)
4	No. of public dealing counters at passport outlets	350	1250
5	Public dealing hours per working day	4	7
6	Scope for expansion of passport outlets/counters	Limited	Network of Passport Sewa Kendras will be expanded rapidly keeping with growing demand.
7	Waiting period to submit passport application	2 to 3 hours in crowded conditions	One hour in comfortable conditions
8	Accountability of employees	Accountability is there but it was difficult to monitor across the country in a manual system	Digital signature mechanism for all employees. Audit trail of all actions. Automatic reporting of any unusual activity
9	Training of employees	Limited	Continuous training
10	Information for applicants	Only through website. Limited features	Through the portal and call center. Applicants will be informed of each stage of passport processing through SMS
11	Grievance handling through service level phone, on-line & mail	Limited	Immediate
12	Paperwork	80% manual (paperwork)	Immediate
13	Exchange of information with police	By post - time consuming	Mostly On-line
14	Management Information System	Limited	Wide range of information available to management for effective control.

Key Learning
- PPP model of service delivery along with business process re-engineering can result in increased process efficiency and reduced corruption
- PPP can be used as an cost effective means of improvement in public service delivery by the government

3.7. Common Service Centers

People   Process   Legal   Technology   Others
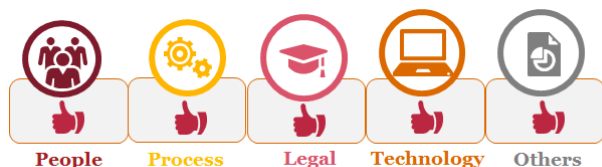
Common Service Centers (CSC) was conceptualized under NeGP as the front end service delivery outlets enabling smooth and transparent governance to citizens of the country. It was envisaged that CSCs will function as a one stop shop for availing multiple government services, especially in the rural parts of India. Citizens can simply walk to a nearby CSC and avail public services of multiple departments at a single center thus saving time, cost and effort. It is also important to note that the CSCs were not merely considered as an extension counter for government. Rather, CSCs positioned as a change agent in a major government transformation program aimed at public service delivery reforms and that this network of CSCs will promote the rural entrepreneurship, build rural capacities and livelihoods, enable community participation and effect collective action for social change.

Three Tier Implementation Model
- First (CSC) level would be the local Village Level Entrepreneur (VLE) to provide service the rural consumer in a cluster of 5-6 villages (initially) which was revised subsequently depending on the demand to almost 1 CSC every 1-2 villages
- Second (or middle) level would be an entity termed the Service Centre Agency (SCA) to operate, manage and build the VLE network and business. An SCA would be identified for one or more districts (one district would cover 100-200 CSCs)
- Third level would be the nodal agency designated by the State (provincial) Government to facilitate the implementation of the scheme within the State and to provide requisite policy, content and other support to the SCAs

State Government → State Designated Agency → Service Center Agency → Village Level Entrepreneur
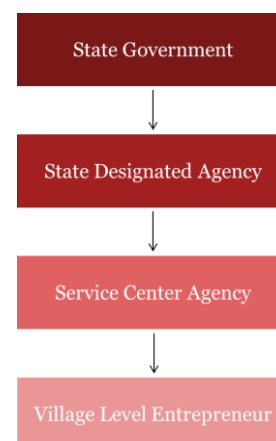
Key Benefits and Impact
- Separation of front office and back office operations (albeit integrated at the back-end through a common application) providing quick and easy service access to services
- Avail multiple services of different Departments at a single place and avoid visits to multiple government offices
- Save direct and indirect costs incurred for availing a service
- Transparent process with status tracking facility
- Improved service delivery time
- Promoting village level entrepreneurship and capacity building at the grass root level

CSCs have been fairly successful in delivering government services to the citizens in India even though there have been key learning in terms of reasons for the failure of this program in certain parts of the country. As of now, approximately 137,000 CSCs are operational in India[25] and the revised target has been set to increase this number of 250,000 CSCs covering all the village level Panchayats (local government).
Key Learning

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[25] http://www.digitalindia.gov.in/content/vision-and-vision-areas

- **One stop shop initiative:** One stop shop kind of initiative should be initiated to help citizens avail services at a single place thus saving time, effort and cost
- **Centralized initiative, decentralized implementation:** Although implementation of CSCs was conceptualized as part of a NeGP plan, its actual implementation was decentralized by creating the three tiered architecture explained above
- **PPP Model:** CSC is another example of use of PPP to deliver public services with minimal or no cost to the government
- **Citizen involvement and accountability**: At the lowest level of implementation of the initiative, a village level entrepreneur provides the service to one or more villages. A citizen (VLE) is made responsible and accountable for providing government services thus improving overall participation and empowerment of citizens

3.8. Unique Identification – Aadhaar

People   Process   Legal   Technology   Others
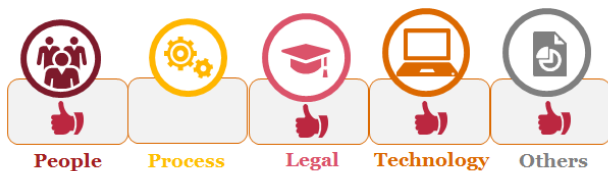
There was long-felt need in India for a system to uniquely identify residents which will improve the coverage and access to the government's welfare scheme and public services. In the absence of a nationally valid identity document, each government ministry or institute (income tax, external affairs, transport, etc.) had created its own system of identification thereby adopting multiple identification documents like PAN card, passport, etc. The Unique Identity (UID) Project was launched by the GoI with the aim of providing single, unique identification document or number (Aadhaar) that would capture all the details, including demographic and biometric information, to every resident in the country.

Aadhaar is a 12-digit individual identification number issued by the Unique Identification Authority of India (UIDAI) on behalf of the Government of India (GoI). This number serves as a proof of identity and address, anywhere in India. Any individual, irrespective of age and gender, who is a resident in India and satisfies the verification process laid down by the UIDAI can enroll for Aadhaar.

The Aadhaar authentication service being provided by UIDAI enables online authentication of the individual's identity. Through this service, the individual's Aadhaar number, along with other attributes (demographic, biometrics, 'One Time Password [OTP]') are submitted to UIDAI's Central Identities Data Repository (CIDR) for verification; the CIDR verifies whether the data submitted by the service provider matches with the data available with it and responds with a 'yes/no'. In this process no personal identity information is returned as part of the response from CIDR.

Key Benefits and Impact
As of October 2015, more than 900 million[26] citizens have been issued Aadhaar (UID) numbers in India and it is an established identity proof sought by almost all non-emergency public services including passport issuance, bank account opening, property registration, etc. As an innovative use case, UID has been extended to be used for monitoring and tracking the Public Distribution System that involves provisioning of essential household consumption supplies such as Food, cooking oil, etc. at subsidizes rates to Below Poverty Line (BPL) citizens. Some of the key benefits of UID adoption are highlighted below:

Benefits to Government
- Better reach and targeting by ensuring inclusion of those without proper ID proofs

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[26] https://portal.uidai.gov.in/uidwebportal/dashboard.do

- Remove duplicates and fakes by linking beneficiary record with Aadhaar and using Aadhaar authentication at the point of service delivery and utilize scarce funds more effectively
- Implementation of Direct Benefit Transfer (DBT) scheme which facilitates the transfer of cash (equivalent to the eligible subsidy) directly to beneficiary accounts using Aadhaar linked bank accounts
- Reduce cost of service delivery by using direct payment to Aadhaar linked bank account of beneficiaries
- Enhance accountability and traceability of service delivery to actual beneficiaries
- Better engagement with residents through self-service applications

Benefits to residents
- Portable and universal identity, able to authenticate anytime, anywhere
- Receive full eligible welfare payments and benefits directly from the government without any delay
- Able to conduct financial transactions from any micro ATM near their home using Aadhaar linked bank accounts, allowing residents to save travel time and money
- Eliminate fraud related to rent seeking by middleman and benefits being siphoned off by an intermediate imposter

Benefits to Industry/Enterprises
- Reduced transaction fraud by enhancing customer verification using Aadhaar authentication
- Prevent subsidy leakages and enable direct subsidy transfers using Aadhaar and Aadhaar linked bank accounts
- Easier to implement single customer view across services using Aadhaar number as linkage

Key Learning
- National IDs of other countries use an ID card for authentication, but without biometrics there can be no proof of identity. The fact that the Indian government invested in establishing the protocols, the APIs and the structure for certification and empanelment of various agencies and protocols, provides a structure for maximum participation, making it possible for thousands of authentication points to communicate with a central ID repository27. This would lead to tremendous progress in establishing transparency, accountability and trust in government
- The focus on issuance of a unique number rather than the mode (smart card based, etc) which resulted in huge cost savings and also helped in maintaining the focus on the core program
- Because the UID is essentially a portable number, it can be exploited on a mobile phone, overcoming many of the traditional infrastructure challenges that have hampered other systems. The cloud-based authentication of the UID ensures easy integration into an online management information system (MIS), which can be accessed from any mobile phone
- One of the main reasons for including iris biometrics upon enrollment was the significant increase in accuracy, but the added benefit of maximizing inclusion among the people is not to be underestimated
- The insistence on biometric standards for the collection of the information means that future changes and accommodations in technology will be possible. It also unleashes the possibilities for innovation around applications that can leverage the UID

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[27] http://www.cgdev.org/files/1426371_file_Zelazny_India_Case_Study_FINAL.pdf

3.9. Sakala – Citizen Centric Service Delivery

People   Process   Legal   Technology   Others
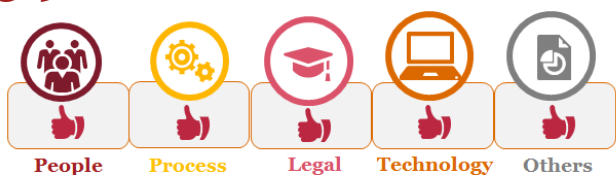
Sakala is a project for public service delivery reform undertaken by the provincial Government of Karnataka (GoK) in India. To solve the issue of public services being delivered on time, GoK came up with *The Karnataka Guarantee of Services Act 2011* to provide guarantee of services to citizens in the State of Karnataka within the stipulated time limit as mentioned in the schedule for service delivery which is known as the Karnataka Guarantee of Services to Citizens[28]. Whenever the request for the service is made, citizen receives a receipt an acknowledgement slip with Sakala number which helps the citizen in monitoring the status of his or her application through the online portal or through SMS. If there is a delay or default in delivering any of the services or rejection of the service, the citizen may file an appeal to the competent officer within the specified time limit with the Sakala number received at the time of application submission. The competent officer will hear the appeal and redress their grievances within the specified time. Citizen can claim the compensatory cost from the designated officer who fails to deliver the service within the stipulated time. The designated officer will be liable to pay the compensatory cost to the citizen. Salient features of this initiative are:

Transforming work culture
The citizen continue to approach the very same offices they used to approach for a given service delivery but now appreciate a pleasant experience!

Data Analytics
Data analytics is undertaken and reporting measures are used to keep stakeholders updated

Performance Ranking
Performance ranking is done among Government officials to promote healthy competition

Quality Control Checks
Periodic quality control checks are undertaken to deliver service without compromising quality

Citizen engagement
The project has been named by the citizens.

Performance agreements
Bottom up planning for voluntarily selection of services and timelines by all stakeholders was undertaken before fixing both individual and collective responsibilities.

Capacity upgrade
A detailed training plan was drawn to train 16,000 designated officials about the roles and responsibilities devolved by the Act as well as the rules and regulations prescribed under the new dispensation.

Management by Objectives
On the management front, a Mission has been constituted for the successful implementation of this Act 'What gets measured gets done'

Salient features of Sakala

Key Benefits and Impact

Over 30 million services have been delivered with a 98% adherence to the stipulated time as part of the Sakala initiative. Some very interesting facts were highlighted during an internal analysis on Sakala data in 2013.

- Out of the 265 services in the Sakala ambit, 193 services were delivered ahead of time, 5 services were delivered beyond stipulated time (delayed) and 5 services were delivered exactly on time
- 62 services had very few applications/no applications, which were not considered for the analysis

Following table shows data analysis from some high demand public services from this data sample[29].

| Service Name	Department Name	Disposals	Stipulated Time (in days)	Avg. time taken (in days)	Citizen saves
Modification in existing ration card (food subsidy card)	Food and civil supplies	184020	7	1.16	5.5

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[28] http://www.kgsc.kar.nic.in/gsc_home.aspx
[29] As of March 2013

Registration of properties	Inspector General of Registration and stamps	116121	1	1	On time
Issue of C form declarations under the CST Act, 1956	Commercial taxes	75530	10	4.48	5 .5
Registration of vehicle	Transport	70377	30	12.2	17
Learning license	Transport	62294	7	2.42	4.5
Employment to unskilled laborers	RDPR	58905	15	2.18	13
Driving license	Transport	36427	30	10.33	19
No Objection Certificate (NoC) for passport verification	Home	13656	20	9	11
Issue of copy of FIR to the complainant	Home (Police)	12071	1	1	On time

Key Learning

- Accountability of the government officials can be increased by introduction of fixed service level agreement (SLA) or a citizen charter to provide the service and introduction of a robust grievance management system.
- Accountability of the government officials was also increased by bottom up planning of the performance agreements
- Another key success factor of the initiative is the periodic quality checks and the periodic data analytics report released by the Government of India. Continuous monitoring and quality checks over the implementation model eventually leads to increased adherence to the required SLAs

3.10. Karnataka MobileOne

People   Process   Legal   Technology   Others
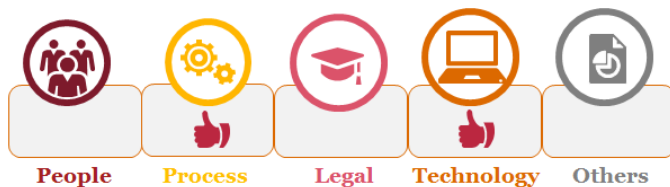
In order to improve public service delivery in the state of Karnataka (India), Government of Karnataka (GoK) had launched a first of its kind multi-mode mobile governance platform in December 2014. Aptly named 'MobileOne', the application enables the citizens to access approximately 4,500 services, both public and private, through the unified mobile platform. These services are available in an 'Anytime, Anywhere, Anyhow' mode across 24 x 7 x 365 days. GoK has coupled the technology initiative with an appropriate policy change and necessary process re-engineering so that they become more effective and also become more user friendly, which in turn will drive adoption by citizens and enable improved access to the government, especially in the rural sectors.

Key Benefits and Impact

The platform enables users to bring to the civic authorities' attention non-functioning services. People can take pictures of potholes on roads or streetlights that do not work and send them to officials concerned for redressal. They can even apply for driving license, file m-passport and do a lot more which makes this initiative the country's and also the world's largest multi-mode mobile governance platform.

- Multiple public services available through a common unified platform
- Services can be accessed in an 'Anytime, Anywhere, Anyhow' mode making it truly mobile government
- Easy to access and ease of usage
- Direct and indirect savings for the citizens in terms of cost and time

- Direct connect with government stakeholders
- Increased transparency and accountability

Key Learning
- Provision of multiple channels of services
- MobileOne not only provides public services but also provides 3,644 private services. Provision of additional private services has resulted in higher adoption of the mobile application overall
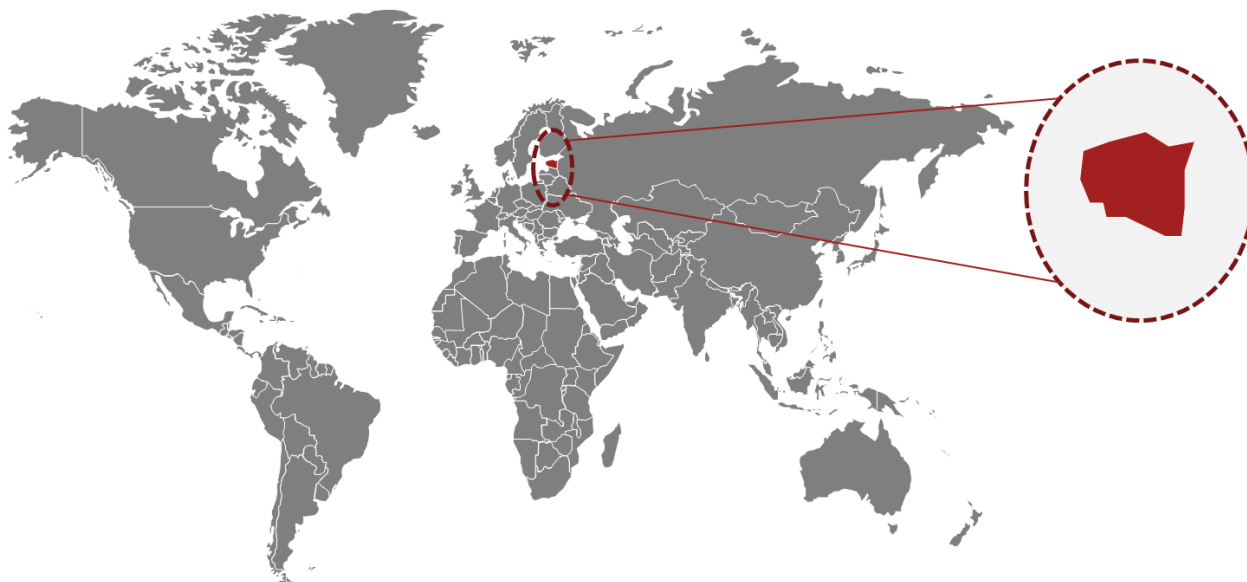
Estonia

4

4. Select Examples from Estonia

4.1. Introduction

Estonia is a country in Northern Europe, facing the Baltic Sea, Gulf of Finland and to the south, Latvia. It includes more than 1,500 islands and has a diverse terrain that spans rocky beaches, old-growth forest and lakes. Presently, Estonia has a land mass area of 45,339 square-kilometers and a population of 1.21 million[30].

Formerly part of the Soviet Union, Estonia has worked extensively on providing public service reform to its citizens since the dissolution of the Soviet Union. Estonia is considered a developed country and has an advanced, high income economy with high living standards being observed amongst most of its population[31]. Estonia has been an early adopter in its public service delivery reform agenda. Presently, its GDP stands at almost $ 26 billion with a growth trend in GDPs fluctuating over the last decade[32].

In 2014, Estonia was ranked 15 in the E-Government Development Index (EGDI) Rankings and 22 in the UN E-Participation Rankings as per the latest UN eGovernment Survey Report 2014 putting Estonia as one of the top overall rankers of in this index.

4.2. Public Administrative Reforms in Estonia

Estonia is a unitary state with one-tier local government and is divided into **15 counties and into 226 local government units** (towns and municipalities). Ever since regaining independence in 1991, Estonia has been pursuing a radical reform strategy for building up a democratic state as the state structures inherited from the soviet time were neither adequate nor appropriate for democratic governance. From the early 1990s rapid and fundamental reforms in legal, political, social and economic orders have been carried out to overcome the

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[30] http://data.worldbank.org/country/estonia

[31] Estonian Economic Miracle: A Model for Developing Countries". Global Politician. June 2011

[32] http://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG?order=wbapi_data_value_2013%20wbapi_data_value&sort=asc

legacy of the previous system. From the very beginning, the reforms have had a strong market-oriented focus, as the underlying theme for the neo-liberal governments in power has been to decrease the role of the state. For example, during the 1990s large-scale privatization was carried out leading to selling off strategic enterprises (e.g. the railway) and crucial service provision (e.g. emergency medical aid).In general it is possible to distinguish between three main phases of public sector reforms in Estonia[33].

Phase 1 1990-1996

Phase 2 1996-2004

Phase 3 2004-onwards

| Initial transformation | EU Accession Period | Post EU Accession Period |
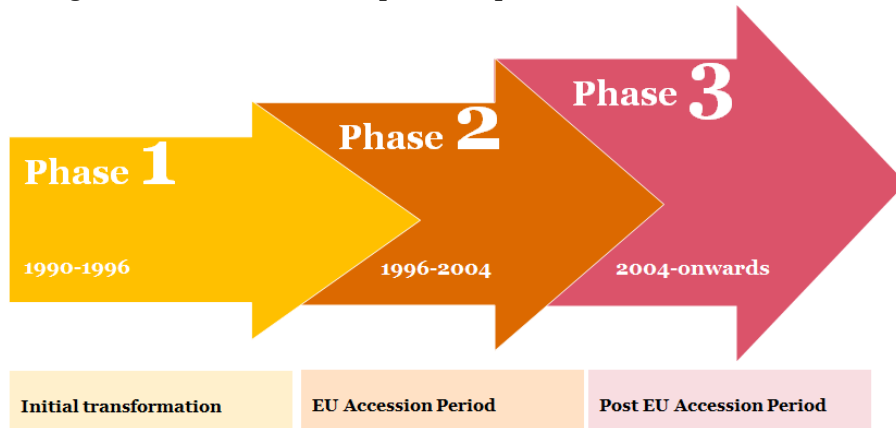
The first period falls into the first half of the 1990s, when broad-based structural and administrative reforms were carried out. The priority was to put in place democratic decision-making processes via establishing proper legislative and institutional framework (e.g. central bank, diplomatic service, border guard) basically from the scratch. In the first years of transition the regulative change and institutional reform went often hand-in-hand. Another important goal set forth by the government in this period was to optimize the functions of the public sector through privatization, regulation and abolishment of monopolies in order to find a balance between the public and private sector. Also, the division of functions between local and central government by enhancing the autonomy and financial independence of the local governments was on the agenda. Lastly, introducing a modern legal and administrative framework for the civil service was among the major reforms in the first period.

The late nineties witnessed the start of the second stream of reforms characterized by reform plans that were more detailed and elaborated, also the issue of local government autonomy remained strongly on the agenda. In the second period more attention was paid to the quality and accessibility of public services (e.g. introducing standards for public services, engaging citizens and interest groups in decision-making processes), furthermore the issues of public sector transparency, accountability and control gained more importance (e.g. regulating the politicization and fighting against corruption). In addition, cutting costs of the administrative system rose on the agenda and hence the productivity of functions, the quality and size of public service, freezing administrative costs etc. appeared to the forefront. During this period the reform initiatives were impelled and strongly shaped by the EU 'conditionality' and fulfilling the accession criteria set by the European Commission to prove that Estonia is able to apply the *acquis communautaire*.

In terms of EU influence also the preparation of the National Development Plan for obtaining and using the EU structural funds influenced the country´s general strategic planning and coordination culture. During this period the Estonian Government devised two complex strategies for administrative reform (in 1999 and in 2001). The first plan focused on creating an efficient, citizen-oriented civil service, but was dismissed after the new government ceased the power. The second reform program emphasized five key areas in need of change (developing local government and regional administration; optimizing the division of functions and co-operation of public institutions; strengthening financial management, internal control and internal audit; developing citizen-oriented public administration and developing civil service). A central theme in numerous reform plans has been the development of an information society and e-government. All in all, despite of the many PA reform announcements little coordinated results occurred due to the lack of central steering. Attempts

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[33] COCOPS Work Package 3, Country Report Estonia – May 2013

to apply different NPM tools are common in the Estonian public sector. For example contracting out services, using performance-based tools and service standards, putting to use public private-partnerships etc. have been influenced by the NPM ideology. As a common characteristic of the reforms has been their ad hoc basis and the lack of central guidance, these initiatives have remained piecemeal and have led to heterogeneity of solutions in individual organizations. Actually, the most tangible ideas for reforms have been developed by individual public organizations.

Starting from 2002 the coordination of different reform activities have been delegated down to several individual ministries and the Government Office. Lack of consensus at the political level had resulted in constant changes in the public management reform agenda and also to inconsistency in the strategies chosen to pursue public administration reform.

Decentralization in Estonia

Even before independence, Estonia had the decentralized form of governance structure available which was shaped at two levels including counties and municipalities. This was replaced with a new structure once the new constitution was adopted in June, 1992 and as per the new local government act which was adopted in June 1993 (EU Commission 2000), the new structure comprised of only one level of self-government with a wide range of responsibilities.

At present, there are 227 so-called communities consisting of 194 rural municipalities and 33 towns. In practice, almost all villages form a separate municipality, although they can comprise some hamlets and neighborhoods; larger towns and cities can be divided into districts. This situation resembles the structure in other countries having a fragmented local government structure, with almost each village and town forming a local self-government unit, though the total number of municipalities in the country is considerably lower, which is due to the very low population density and limited number of settlements, especially villages, in the country.

Before 1993, there existed a county level, too, sometimes also referred to as 'region': maakond. The maakond still exists, though their borders were changed. It could be described as a district, without directly elected self-governmental bodies; it is the representation of the central government at a lower level, headed by a governor, thus a kind of de-concentration. There are 15 such structures in Estonia. For most of the regional development policy and programs by the EU, Estonia is considered to be one country, without a further sub-division; in some cases, the five groups of maakonds are used. Apart from the statistical grouping of the 'counties/districts', there have not been made other modifications due to EU policy or discussions. Until present, the structure as designed soon after gaining independence has been continued, so there has been no strong pressure for change from the Union.

Land Tax Reform in Estonia

In 1993, Estonia introduced a new land tax based on the market value of land. The Law on Land Tax (Maamaksuseadus) was passed by the Parliament in May 1993. Reform of Land Tax was a part of the general tax reform carried out during 1991-1993 wherein land tax was introduced as a state tax, sharing revenues between the local and central government. In 1993 and 1994 the tax rate was 0.5 % to both local and central governments. In 1995, the local governments was given responsibility to decide annually local rates within the limits of 0.3 - 0.7 %. The rate of central tax remained 0.5 %.

Key Benefits and Impact

When the land tax was imposed in 1993, the increase of tax revenues and strengthening of local governments' tax base even other, more indirect goals were set:

- Redistribution of tax burden from indirect taxes to direct taxes
- Imposition of a very effective tax that can be collected 100%
- Acceleration of land reform
- Activation of the real estate market
- Supporting of effective land use
- Raising awareness of land value

- Revision of registers

Public Sector Restructuring[34]

An important part of the PA reforms in Estonia has been the **organizational restructuring of ministries and in particular the government agencies**. At the administrative level, the power is decentralized and ministries assume the responsibility for the policies and programs within their own sector portfolios (reinforced through budget and strategic planning frameworks). At the same time, there are also many examples of the central government (the Government Office and the Ministry of Finance) leading a change in a horizontal fashion (e.g., on pensions and shared services).

From 2008 to 2011, in the areas of government of 7 out of 11 ministries the mergers of inspectorates and boards took place. As a result more than 20 governmental organizations were abolished and 7 new multifunctional agencies were established. These were complex reorganizations aimed at integrating the functions of the organizations. It is important to notice that the reforms that have taken place can be characterized as de-agencification and consolidation of the structure. This means that they have been different from the classical NPM-type structural reforms breaking down inflexible and inert bureaucracies into smaller, task-specific performance-based units with clear goals and accountability mechanisms

Ministry of Finance (MoF) has the most direct leverage over the central and sub-national levels in its role as the 'keeper' of the budget. The government office has a less direct, but no less important, role in terms of convening actors, initiating dialogue and communicating policy priorities and successes. It has divested some of its operational responsibilities to the MoF such as the workforce development along with the Ministry of Justice (MoJ) such as the publication of the official journal and the Ministry of Education and Research (MoER) for the public archives. This was done in order to focus on a stewardship role in which it steers and provides oversight of the public administration

Key Benefits and Impact

- Clear demarcation of roles and responsibilities
- Better functioning and coordination within government functioning
- An approximately 15.5% decrease in personnel costs since 2007, achieved through various measures, including reduction of training budget, staff cuts and implementation of part-time working hours[35]

'Once only' principle, 1997

In 1997, the 'Once Only' principle became a legal obligation, meaning the public administration could not ask an individual to provide information she or he had already provided to any part of the administration. Political commitment to make the principle a reality, coupled with the understanding that speedy and comprehensive availability of information for decision makers is critical in a country with limited human and natural resources, led to the development of a national interoperability infrastructure for real-time exchanges between organizations. The data exchange layer X-Road was launched in 2001 and has since become the standard platform for streamlining services between government agencies in Estonia. It is also used to create seamless workflows that involve non-government actors, such as to exchange information on income and assets from private companies to taxation and social security authorities.

Adoption of Digital Signatures, 2000

The Digital Signatures Act in 2000 recognizes digital signatures as being fully equivalent to hand-written signatures, both in commercial transactions as well as transactions with the public sector. The Estonian national identification card and later the equivalent mobile-ID (jointly hereinafter: national digital ID) became the building block of a national personal key infrastructure (PKI), turning it into a legitimate means for authentication and authorization in digital transactions, i.e. electronic signing. The dual use for commercial and public sector transactions, as well as the obligation for the public sector to recognize the national digital ID,

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[34] *Government at a Glance 2011 Country Note: ESTONIA*
[35] *OECD:Human resources Management Country Profiles*

created an environment that stimulated the development of compatible public services as well as their take-up by the general population. All digital public services can be accessed using the national digital ID, including electronic voting, electronic prescriptions, electronic health records, registration of businesses, declaration of residence, social benefits claims.

Regulatory Governance Mechanisms, 2008

The Government of Estonia has set up institutional structures for regulatory management. Ministry of Justice (MoJ) has the main responsibility for regulatory management through the coordination of the law-making process and of most projects related to better regulation. All draft laws are submitted to the Legislative Policy Department of the MoJ after a round of inter-ministerial consultation. This department examines the quality of draft laws with respect to legal quality, constitutionality and consistency with the legal system. MoJ also oversees and promotes the implementation of impact assessment when preparing draft legislation and issued guidelines on the impact assessment in 2009.

Transparency in Public Procurement, 2010

Since 2003, all the public procurement notices are published electronically in the State Public Procurement Register (SPPR), an eTenders portal. The Public Procurement Act provides for further development of the SPPR and eProcurement (eAuctions, ePurchasing system, eCatalogues, etc). The act has the objective of implementing a fully electronic tendering process in Estonia. Electronic reporting supports transparency and improves quality management. The e-procurement portal also includes information about relevant Ministry of Finance decisions and the most frequent violations of the Public Procurement Act. However, local governments are not required to submit electronic records to the SPPR if the value of contracts falls below certain thresholds.

Estonia publishes most public procurement information on its central procurement website: http://riigihanked.riik.ee/. Additionally, contracting entity websites may disclose information on specific guidance on application procedures such as templates and forms, on selection and evaluation criteria, on procurement plans, on justifications for awards and allow tracking public procurement spending on line. In Estonia contracting entity websites do not tend to provide tender documents and information on contract modifications. Suppliers may access electronic tendering documents if the contracting authority has made them available in the central register. Currently, Estonia is one of the countries that publishes information on the justification for awarding a contract to a selected contractor and allows for tracking public procurement spending on line.

Open Government (Disclosure of public sector information, 2010)
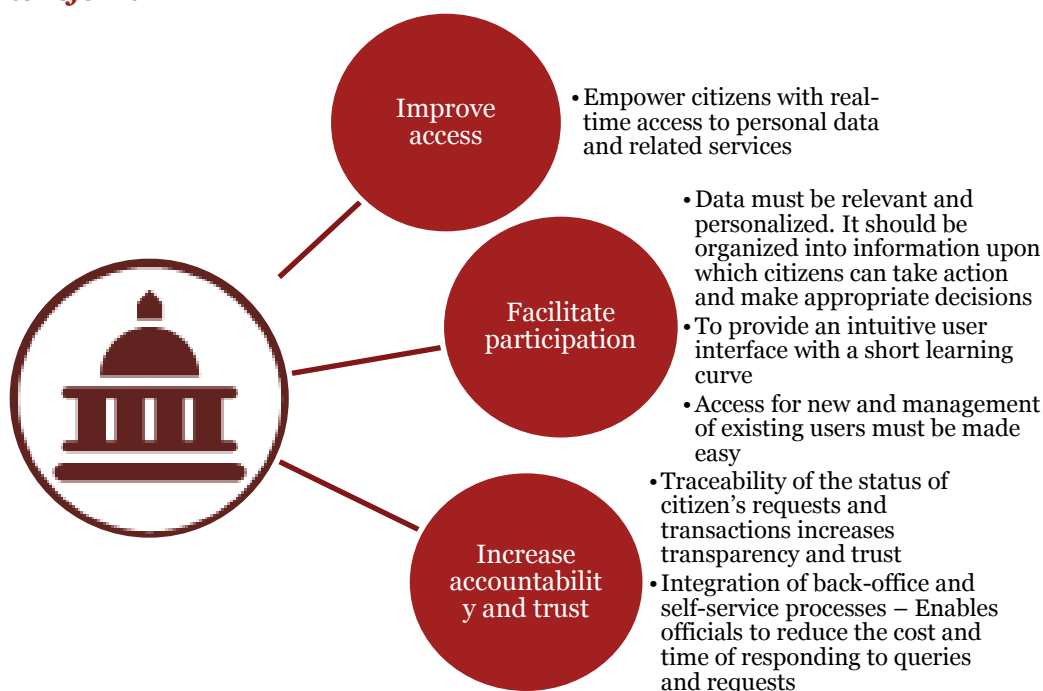
Estonia's FOI legislation- which includes, among other provisions, the Public Information Act- requires the government to proactively publish budget documents, audit reports as well as administrative data sets. Furthermore, the Estonian government also proactively publishes lists of civil servants and their salaries, which is done so by only 28% of responding countries. Ministry and/or agency websites are predominately used to disseminate this information to the public, however, the central state portal (www.eesti.ee/eng) provides additional general information about citizens' rights, duties and public services.

4.3. e-Estonia: e-Services for Citizens[36]

People   Process   Legal   Technology   Others
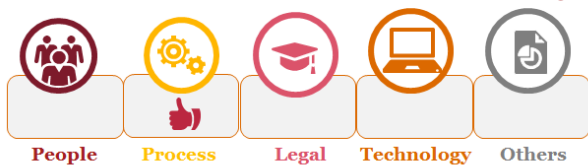
'e-Estonia' is the term commonly used to describe Estonia's emergence as one of the most advanced e-societies in the world – an incredible success story that grew out of the partnership between a forward-thinking government, a pro-active ICT sector, and a switched-on, tech-savvy population.

Objectives of the reform

Improve access
• Empower citizens with real-time access to personal data and related services

Facilitate participation
• Data must be relevant and personalized. It should be organized into information upon which citizens can take action and make appropriate decisions
• To provide an intuitive user interface with a short learning curve
• Access for new and management of existing users must be made easy

Increase accountability and trust
• Traceability of the status of citizen's requests and transactions increases transparency and trust
• Integration of back-office and self-service processes – Enables officials to reduce the cost and time of responding to queries and requests

e-Lifestyle in Estonia

For citizens of Estonia, e-services have become routine: e-elections-taxes, e-police, e-healthcare, e-banking, and e-school. The 'e' prefix for services has almost become trite in the sense that it has become the norm. Most Estonians do not even consider doing things the old fashioned way, like physically visiting an office when the process could easily be completed online.

- There is no birth certificate on paper
- All Information is in databases, everything takes place online

Registering a new born

- Real-time students' attendance information
- Simple data collection –
- Easy test scheduling
- School administrators benefit from real-time reporting tools – off-the-shelf reports

E-school(30%)

- Increasingly modern hospital IS
- Medical Image Bank
- Medical records online
- e-Prescription

National e-Health Systems

- 24.3% of the population

Internet Voting

- 92% of the population

E-Tax declarations

- Automation– Compile contracts – Register procedures and invoices
- Make trustworthy inquiries from the national registers – Forward entries into governmental registries

E-Notary

- Digitalized Information
- X-road - the connection of government databases by a data exchange service layer
- Electronic Identity: Authentication of a user by digital certificate imbedded in the ID/SIM card

e-Cabinet

- Handled 70% more offense reports per day
- Decreased road fatalities by over 400%
- Performed look-ups on 1000% more vehicles per month

e-Police

- Registration of a company- **18 mins**

e-Business

- Locals buy their bus tickets via the internet and their virtual ticket is registered in their personal ID card, which can be checked by a card reader carried by conductors

e-ticket

- One can use his mobile phone to pay for parking his car (m-parking)
- m-ticket service allows one to purchase a ticket on public transport without cash.

m-tickets/parking

- 98% of banking transactions are conducted via the internet.
- Internet banking is safe, since identity is verified via an ID card or a mobile ID system

e-Banking

4.4. e-Participation Platform TOM[37]

People   Process   Legal   Technology   Others
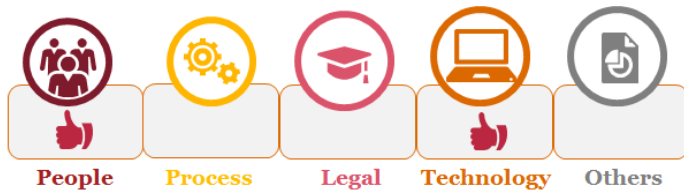
On 25 June 2001, the Estonian State Chancellery launched a web-based e-participation application known as TOM – the acronym for "Today I Decide" in Estonian (https://www.eesti.ee/tom/ideas.py/avaleht). This was a pioneering move since TOM enables Estonian citizens to participate in the national legislative process; other e-Participation initiatives around the globe had so far been restricted to the municipal, local or sub-national level *(Avdic, et al., 2007; Carman, 2007; Seaton, 2005)*. The relationship between citizens and government assumed by the TOM platform is thus one of **partnership**.

It must be pointed out that the TOM project is more ambitious than an e-petition platform used in the United Kingdom's or Scotland's. Rather than being a mere medium for collecting signatures, the TOM tool is a forum for citizens to discuss legislative proposals, within a ten-day period following submission, and to vote upon them. After an idea has been proposed, the system functions as follows:

To allow for discussion between TOM users, authors of legislative proposals have three days to amend them before they are voted upon by users (a simple 50% plus one majority is needed to pass)

Once a proposal is backed by a majority, it is forwarded to the relevant government department, which then has a month to respond to the proposal explaining what action was or was not taken and why. This formal government response is then posted on TOM

In other words, in addition to C2G and G2C communication, the purpose of TOM is to promote citizen to citizen (C2C) interaction and engagement in politics, notably the legislative process

Key Benefits and Impact

In total, 1045 legislative ideas were put forward using TOM. The first year was the most successful, in terms of the generation of legislative ideas, with the number of TOM legislative proposals dropping from a 2001 peak of 369 to almost a quarter (97) in 2004.

In total, the TOM platform attracted 6837 registered users. Visiting the site was possible without registration but registration was required for authoring, commenting and voting on legislative proposals. The intention was to provide a forum for citizens to debate the legislative proposals, precisely in contrast with the passive nature of e-petitioning. Of the 654 TOM ideas successfully voted in, 580 elicited an official government response – an 89% response rate. Yet nearly half the answers were negative, whilst only 9 ideas (1% of the total) were implemented. Thus TOM had confounded fears that e-participation offers wily politicians a novel way of

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[37] *Experimenting with E-Participation Around the Globe: Trends and Teething Problems (Pg 25, The Estonian TOM Platform)*

harnessing the power of populism to pass hasty or ill-thought out legislation. This led to creation of TID+ which is designed to contain a set of improvements that will make for a more successful version of e-participation. TID+ is thus a tool that can be used by any interested entity (governmental or nongovernmental) irrespective of language, locality or administrative setting. Hence the new tool contains the three following distinguishing characteristics in comparison with the original Estonian e-participation platform.

Language: the software and user documentation for the TID+ project are in English and can thus be easily translated into any other language as necessary;

Availability: the source code of the software is open source , thereby allowing anyone to use, add or change the format or functionalities of this e-participation platform in accordance with their own requirements;

Enhanced functionalities: the platform has been thoroughly revised so as to improve the impact it can have on public debate, however administrators are free to adopt or not the enhanced options offered by the tool

4.5. Digital Agenda 2020 for Estonia[38]

People	Process	Legal	Technology	Others
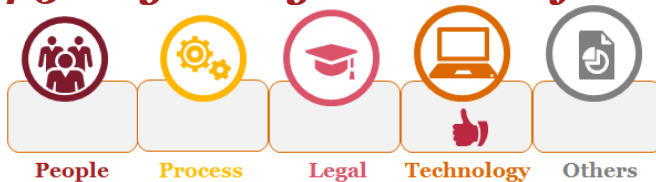
The Digital Agenda focuses on creating overall conditions for the development of information society and take-up of ICT, with the only special focus theme being the improvement of public governance by using ICT. The Digital Agenda 2020 is built on the recommendations of the OECD report of 2011 for the improvement of public governance. These recommendations primarily concern the need to increase the efficiency of public service provision and to improve the co-operation between different parts and levels of government. As a result of these analyses and discussions, an information society vision 2020 was developed in close co-operation between the representatives of the state and the Estonian Association of Information Technology and Telecommunications (ITL). The vision describes what will have changed in Estonia by 2020 with the help of ICT and how this can be achieved. This is an ambitious vision that will serve as a basis for various sectoral strategies as well as for the development plan of the ICT sector that the association puts forward. This means that the government and the ICT sector will cooperate in order to realize the vision.

The strategy sets out various measures and actions to achieve these objectives. Listed below are some examples of the priority initiatives and projects of the next seven years.

The construction of the 6,500 km fiber-optical cable network was underway by 2020, the development of the network will be fully completed. This means that all residents of Estonia will have access to fast (30 Mbit/s or faster) internet with at least 60% of households will be using ultrafast (100 Mbit/s or faster) internet daily.

In the future, e-services will be increasingly cross-border. To support this, it would be practical for countries to join forces and not develop necessary basic service infrastructure on their own. Therefore, Estonia plans to

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[38] *Digital Agenda 2020 for Estonia (Ministry of Economic Affairs & Communication)*

initiate the creation of a Nordic Digital Infrastructure Institute — an international development center for the joint development of X-Road, e-identity, digital signature and other components of the basic service infrastructure.

In the context of growing data volumes and widespread cross-usage of data, greater control over the use of their personal data will help people cope with certain loss of privacy. Both technological and organizational conditions will be developed to ensure that people would always know and be able to decide, who, when and for what purpose is using their personal data in the public sector.

To avoid getting stuck to old technology, a reform of public e-services and the supporting ICT solutions will be carried out. Estonian public services must be up-to-date with emerging technical possibilities and correspond to common quality requirements. Moreover, the so-called 'no legacy principle' will be introduced, i.e. the public sector should not have any important ICT solutions that are older than 13 years.

- The government has an abundance of data at its disposal through the existing information systems and services. This information, however, is not often used to make better policy decisions or to provide better services. The public sector's capacity to apply data analytics solutions will be increased significantly over the coming years
- Estonia will start offering its secure and convenient services to the citizens of other countries. Virtual residence or e-residence will be launched, meaning that Estonia will issue non-residents with electronic identity in the form of digital ID cards. The aspiration for Estonia is to become as re-known for its e-services as Switzerland is in the field of banking
- To ensure the continuity of the Republic of Estonia and of the state information system, a concept of 'data embassy' will be introduced. This means that digital copies of all data and information systems critical for the functioning of the state will be securely preserved in 'virtual embassies' located in other countries. This will enable Estonia to ensure the continuity of the state 'in the cloud', making us more resilient in times of natural or man-made crisis
- A reputation of Estonia as a hub for innovation and development on information society will be promoted. This will be done by sharing our experience in e-governance and to promote the underpinning concepts of information society, such as internet freedom, protection of privacy, etc. For this purpose, a global information society think tank will be established in Estonia

The existence of a competent and innovative partner and service provider, i.e. a competitive ICT sector, is important for the development of public sector ICT solutions and economy in general. Activities set out in the Estonian Lifelong Learning Strategy 2020 will contribute most to this.

Netherlands

5. Select Examples from Netherlands

5.1. Introduction

The Netherlands is a small, densely populated country located in Western Europe with three island territories in the Caribbean. The Netherlands borders Germany to the east, Belgium to the south, and the North Sea to the northwest, sharing maritime borders with Belgium, the United Kingdom and Germany. The Netherlands presently stands at a population of 16.85 million people with a land mass of only 41,450 square-kilometers making it an extremely dense country[39].

The GDP of Netherlands in 2014 was 869.5 billion[40] and GDP growth averaged 2.09% in the last twenty years[41].

Netherlands has always been on the forefront of policy and e-governance reforms. The first e-government reform began in 2000[42] and the Dutch government continues to be the front runner in newer service delivery reforms and digital governance practices. In 2014, Netherlands ranked 8th in UN E-Participation index and ranked 8th in e-Government Development Index (EGDI) as per the UN e-Government Survey which makes it a high ranker not only in Europe but also globally.
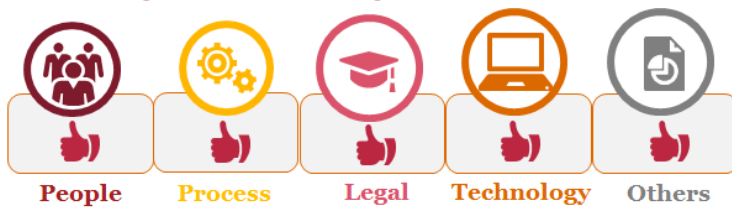

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39 http://data.worldbank.org/country/netherlands
40 http://data.worldbank.org/country/netherlands
41 http://www.tradingeconomics.com/netherlands/gdp-growth-annual
42 Various – OECD e-Government Studies Netherlands, 2007.

5.2. DigiD and MyGovernment Initiative[43]

People — Process — Legal — Technology — Others

At present the Dutch government is deeply engaged in reducing the regulatory burden through digitization and ICT, for both individuals and businesses. In addition, the digital provision of public services has also been on high priority of the government and aims to make the services more convenient and efficient and cost effective. Concurrently, great care is being taken to protect the privacy of personal information of all stakeholders with major emphasis being on the security and privacy of the data. Information relating to private citizens and businesses is therefore rigorously protected, and access to these is strictly regulated.

DigiD

DigiD stands for Digital Identity. It is a personal combination of a username and a password built on the unique Dutch social security number (BSN). With DigiD, one can safely use various online services provided to Dutch citizens.
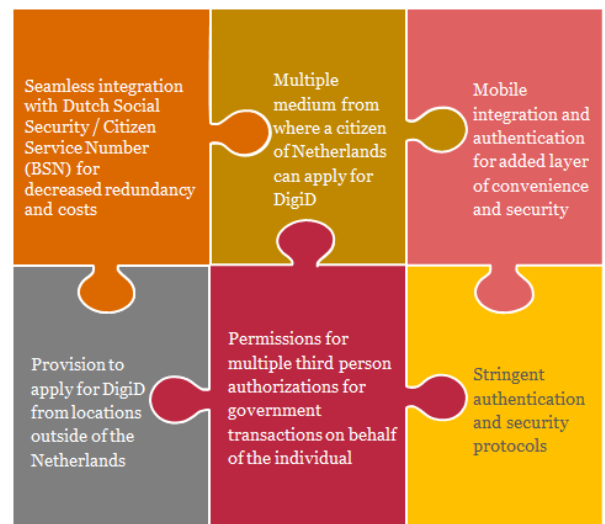
DigiD allows citizens and business to access a large pool of e-government services with the use of a single login code. The government verifies users' identity based on a unique username and password. When users apply to participate in DigiD, they receive a personalized code to activate their account. This verification process is generally sufficient to complete security for government transactions, but occasionally stricter verification procedures are employed. DigiD successfully provides smooth inter-operability of online services between government organizations.

Government agencies participating in DigiD, which is centrally managed by ICTU, do not have to develop their own authentication systems because the DigiD system is already established and tested. Agencies using the approach can provide online services very quickly.

Using DigiD one can prove his/her identity by logging in with their DigiD. Government organizations will then know that it is really the right individual who is being dealt with. DigiD integration is currently executed for various government initiatives ranging from IT returns to land Records.

My Government

Netherlands 'My Government' initiative provides to the Dutch citizens a one stop shop for various public services like mail access, access to a citizen's personal data and a citizen's current affairs at increasing government departments such as the Tax Office, Land Registry, RDW, SVB, UWV and municipalities. One can use My Government for instance to get a reminder when their license is about to expire, check how you the person is registered with the municipality or the status of the citizen's environmental permit all under one roof. The implementing bodies, united in the *Manifestgroep*, mostly use the message box of *MijnOverheid* [My Government]. Through this message box, citizens will receive personal messages from the government. The

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[43] Various – OECD e-Government Studies Netherlands, 2007.
http://www.digitaleoverheid.nl/
https://www.digid.nl/en
https://mijn.overheid.nl/

message box makes it possible to receive, file, search and forward government messages electronically. This service provides a consolidated account of all citizen essentials in one place adding to the citizens' convenience, security and reliability. Login is through the citizen's DigiD.

Key Benefits and Impact

- Implemented in 2005, DigiD saw its 1 millionth registration within a year of implementation and covers the entire population of the country. In terms of the impact of DigiD and My Government, these have been successful in terms of providing a consolidated account of all citizen essentials in one place adding to the citizens' convenience, security and reliability
- Maintenance of identity cohesiveness across online and offline public service delivery
- Facilitation of the 'Whole of Government' concept for public service delivery

Key Learning

- DigiD provides for the one citizen one identity initiative which is extremely important from the perspective of effective implementation of the overall public service delivery reforms.
- Technology is a key success factor for the effective implementation of single unique identity program
- The success and lessons learnt of MyGovernment and DigiD have further been applied so as to now include the non-residents who may want to access the services – this highlights the trust and maturity the system has attained over a period of time

5.3. Netherlands: Digital Government[44]

| People | Process | Legal | Technology | Others |
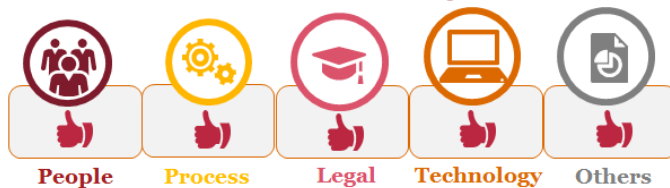
As part of its overall e-government implementation, the Netherlands has launched several sectoral e-government initiatives using ICT as an enabler for service delivery to citizens and businesses. Following is a list of such key initiatives:

eTax services for businesses and citizens[45]

The Dutch Tax and Customs administration (within the Ministry of Finance) is responsible for levying and collecting taxes from citizens and businesses. It has local tax offices in 13 tax districts throughout the country. The main ICT focus of the Tax and Customs administration was to make the tax reporting online so as to reduce the underlying inefficiencies and administrative burden.

Business taxpayers requiring assistance on tax matters can access the Digital Business Desk portal which has been implemented by the Dutch Association of Chambers of Commerce. This portal contains a section on Frequently Asked Questions (FAQs) and also provides users with their Chamber of Commerce registration numbers and VAT numbers. The eventual goal for the government is to integrate the Digital Business Desk with its databases and enabling one-stop shop facility for the Government to Business (G2B) services.

Currently, citizens can file their taxes online using their Finance Identification Number (FIN) code and DigiD. Going forward, the customer service number (BSN) is expected to become the basis for the online filing of taxes along with DigiD. The Tax and Customs administration has been making efforts and preparation including making provisions for ICT security and data quality. The existing security measures far the Tax and Customs administrator's electronic 'gateway' are integrity checks of senders and data, and provisions to handle large peaks in traffic and guarantee continuous availability.

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[44] http://www.digitaleoverheid.nl/images/stories/publicaties/engelse_versie-inup.pdf
[45] Various – OECD e-Government Studies Netherlands, 2007

Citizens Desk

The objective of implementing the 'Citizens Desk' is to enable easy access to government information. It is expected that all the government authorities in country will be working on this platform in future. The various government authorities have made their own institutional plans for the adoption and implementation of the 'Citizen Desk'. For example, a municipality will be able to provide the required information and answers to the query of a citizen who can reach out to the municipality through the customer contact center and the central 14+ dialing code.

Provinces

The provinces continue the development of the front-office for citizens and companies for offering various services in an easy to access mode. This primarily relates to the following:

- Access to legislations, laws, regulations and notifications related with provincial government and transparency. In addition to the extent that information is easy to find, the provinces also make an effort to optimize the quality of the information
- Connecting to central government desks like MijnOverheid [My Government] and Antwoord voor bedrijven [Answer to Companies]
- Organizing client contact centers
- Implementing the national authentication facilities as DigiD [Digital Identity]
- DigiD Machtigen [DigiD Authorization]
- eHerkennen [eRecognition]

Water authorities

The Digital Service for Environmental and Water Permits is an online service for citizens for application for, and handling of, permits required by the Wabo [Environmental Permitting (General Provisions) Act] (environmental permit) and the Waterwet [Water Act] (water permit).

System of basic registrations

There are thirteen basic registrations that together form the system of basic registrations in the Netherlands such as address, personal data, company names and geo-information. This data is maintained by the government institutes and used by all the other governments agencies as and when required. The joint services will enable the data exchange between the basic registrations and ensure the accuracy of the data systems. The objective to have an integrated system in place by 2015 which functions with all the essential data points captured in one location and correctly co-related.

The following preparations have been undertaken to achieve the above objective:

- Integration and mapping of various records and datasets across various databases including the Municipal Personal Records Database (GBA), the Basic Registration of Addresses and Buildings (BAG) and the New Commercial Register (NHR)
- Making system-wide agreements on financing of development, implementation and use of the system
- Completing the joint services and making administrative agreements on the use thereof

The GBA system has recently been replaced by the Basic Registration of Personal Data (BRP) which now also includes non-resident citizens of Netherlands.

Key Learning

- The GBA which is now being superseded by the BRP is a classic example of future planning required when integrating data points which highlights the importance and the need for having integrated databases within the government systems
- A bottom up approach has been adopted which is tailored specifically to the country's reform requirement will help decrease inefficiencies and smoothen the way forward

5.4. PIANOo & TenderNed – End to End tendering and e-procurement for Netherlands[46]

| People | **Process** | **Legal** | **Technology** | Others |
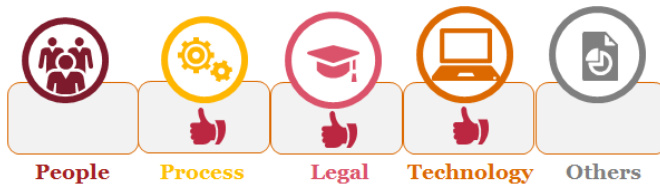
The Ministry of Economic Affairs is responsible for legal aspects and technical solutions regarding public procurement in Netherlands. It plays a key role in overall policy formulation for public procurement, including the introduction of operational electronic public procurement and the collection of experiences on the ministerial use of electronic tendering.

Public procurement strategy

The public procurement strategy was adopted with three main objectives:

- Innovative tendering: Promoting innovation and, if appropriate, co-operation (cluster formation) by presenting a challenge in the invitation to tender and tailoring contract forms accordingly
- European tendering: Publishing the invitation to tender internationally, thereby increasing competition in the market and creating the opportunities for better bids. Furthermore, it is a statutory requirement for government procurement above certain thresholds. However, this may require additional incentives as the response has not been good with low compliance levels
- Electronic tendering: Publishing announcements and invitations to tender via the internet, and further deployment of ICT to support the entire procurement process

At the central level, the action plan mandated the ministries to publish the tender invitations and also identified the strengthening of the inter-ministerial cooperation as a key element successful implementation of e-Procurement.

PIANOo and TenderNed

PIANOo is a part of the Dutch Ministry of Economic Affairs and is the Dutch Public Procurement Expertise Centre. It was set up to professionalize procurement and tendering across all the government departments, with a view to improving efficiency and compliance. PIANOo brings the procurement and tendering experts together, pools knowledge and experience and provides advice and practical tips. The expertise center also fosters dialogue between public contracting authorities and private sector companies.

TenderNed on the other hand is the Dutch government's online tendering system under the larger umbrella of PIANOo. All Dutch authorities are obliged to publish their national and European tenders on TenderNed's announcement platform, so businesses can access all public publications from a single webpage. Through TenderNed, all parties can digitally manage all steps throughout the entire tender process. This is determined by the contracting authority. TenderNed is a certified supplier of the European publication platform Tenders Electronic Daily (TED).

Economic operators need to register their company details (e.g. contact information and reference projects) only once in TenderNed. They keep their information up-to-date themselves. Economic operators can re-use their data for new tenders. This substantially reduces the amount of information they have to enter for each tender. An innovative virtual marketplace solution is also being pushed via TenderNed. Contracting authorities and economic operators meet on TenderNed. Contract notices are published on the site, and economic operators can register to or submit a tender directly online. The contracting authority assesses the submitted

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[46] Various – OECD e-Government Studies Netherlands, 2007.
https://www.pianoo.nl/sites/default/files/documents/documents/factsheettendernedengels.pdf
https://www.pianoo.nl/public-procurement-in-the-netherlands

tenders and announces the award of contract via TenderNed. The Attention Service facilitates targeted search for promising contract notices.

Key Benefits and Impact

The Dutch government annually procures goods and services amounting over €60 billion[47], from more than 70,000 suppliers. To this end, over 10,000 calls for tender were published, mostly on paper. Once completely adopted by all the ministries, TenderNed is expected to bring a lot of benefits including:

- Saving in terms of time and cost
- Increased transparency
- Ease of access for the bidders and suppliers
- All government contracts at one single location
- Wider reach of government tender notifications resulting increased competition
- Reduced paperwork for decreased administrative burden
- Uniformity in procurement and reduced margin of error

Key Learning

- Public procurement is one of the largest spenders in the government domain and hence more prone to being exploited by scrupulous elements in the systems
- Reforms in procurement can have a direct impact on the GDP of the country and hence should be one of the focus areas for public service delivery reforms
- Netherlands have implemented a few innovative solutions to the tendering essentials like a marketplace for the contractors and vendors to come together and interact freely on a government platform. This has not only helped build more trust amongst vendors and contractors alike but also build a transparent ecosystem which encourages competition and increase system adoption

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[47] https://www.pianoo.nl/sites/default/files/documents/documents/factsheettendernedengels.pdf

Azerbaijan

6

6. Select Examples from Azerbaijan

6.1. Introduction

Azerbaijan is bounded by the Caspian Sea and Caucasus Mountains, which span Asia and Europe. Post its independence and dissolution of the Soviet Republic, Azerbaijan has since developed into a forward moving economy with a high rate economic development and literacy[48]. Spread over an area of 86,600 square-kilometers, Azerbaijan has a population of 9.5 million which makes it a relatively less densely populated country in the region. In, 2014 the GDP of the country stood at $ 75.2 billion[49]

In the recent years, one element of the diversification strategy that has gained traction in Azerbaijan is the development of the Information and Communication sector. E-Government solutions have become an important feature of efforts to strengthen the public sector, improve the delivery of public services and reduce red tape and corruption. The President proclaimed 2013 as the Information and Communication Technology (ICT) Year for Azerbaijan, obligating state authorities to implement electronic document management from 01 July 2013. Other Presidential decrees have mandated disclosure of state and local bodies' acts through electronic information systems combined with a state program for ICT development and e-government activities. In addition, ASAN (Azerbaijan Service and Assessment Network) service centers which serve as a one-stop shop for public service delivery was launched in 2013 and these service centers offer a wide array of public services. ASAN centers utilize ICT extensively which has made service delivery more time efficient.[50]

Azerbaijan's progress in the development of ICT infrastructure is reflected in several international benchmarks. The United Nations e-Government survey 2014 ranks Azerbaijan 'high' in the e-Government development Index. According to this report, ranking of Azerbaijan has improved to 68 in 2014 from 96 in 2012 for the E-Government development Index (EGDI) and its e-Participation ranking in as 77. The country has an internet penetration of 54.20 percent and a mobile penetration of 108.7 percent[51].

One element of the diversification strategy that has gained traction in Azerbaijan is the development of the information and communication sector. e-government solutions have become an important feature of efforts to

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[48] http://news.az/articles/society/47727

[49] http://data.worldbank.org/country/azerbaijan

[50] http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/ECA/2014/02/06/090224b08225c6e3/1_0/Rendered/PDF/Project0Inf ormore0Project000P144700.pdf

[51] UN E-Government Survey 2014

strengthen the public sector, improve the delivery of public services and reduce red tape and corruption. The President proclaimed the 2013 as the Information and Communication Technology (ICT) Year for Azerbaijan, obligating state authorities to implement electronic document management from 01 July 2013. Other Presidential decrees have mandated disclosure of state and local bodies' acts through electronic information systems and approved a State Program for ICT development and e-government activities in state bodies, including rules for delivery of electronic services by ministries and a list of electronic services to be provided. In addition, Azerbaijan Service and Assessment Network (ASAN) service centers which serve as a one-stop-shop for public service delivery was launched in 2013 and these service centers offer a wide array of public services. ASAN centers utilize ICT extensively which makes service delivery more time efficient[52]. Azerbaijan's progress in the development of infrastructure is reflected in several international rankings. The United Nations e-Government survey 2014 ranks Azerbaijan as 68 in the e-government development index which is an improvement from 96 (ranked in 2012). The country has an internet penetration of 54.20% and a mobile penetration of 108.77%[53].

6.2. Azerbaijan 2020: Look into the Future

People   Process   Legal   Technology   Others

In December 2012, the President of the Republic of Azerbaijan signed a decree that approved the 'Azerbaijan 2020: Look into the Future' Concept of Development. The development strategy of this Concept is based on the forecast that by 2020 Azerbaijan will be a fully competitive and developed State.

The main strategic view of the concept is to take account of the current opportunities and resources and attain a stage characterized by sustainable economic growth and high social welfare, effective state management and supremacy of the law, the full ensuring of all human rights and freedoms and the active status of the civil society in the country's public life. In 2020, it is expected that Azerbaijan will be an economically and politically developed and competitive country. All the necessary communications required for comfortable life (internet, bank services, public utilities, roads, etc.) will be available even in the most remote Azerbaijani villages. Azerbaijan will be a country with high population incomes, minimum unemployment rate, highly developed human capital, a sound environment and extensive opportunities for every citizen[54]. As a result of the activities envisaged in the concept, the GDP per capita will more than two double to reach $13,000.

In 2020, according to the World Bank's gross national income classification, Azerbaijan will become a 'high average income country' with plans to advance further among 'high human development' countries of the UNDP human development report.

In order to achieve the goals (to be achieved by 2020) specified by the Government of Azerbaijan, following have been identified as the key priorities of Government of Azerbaijan[55]:
- Move towards an economy with high competitive power
  - o The formation of an economic model based on effective state regulation and mature market relations
  - o The improvement of the economic structure and the development of the non-oil sector
  - o Support for scientific potential and innovative activity
- Improvement of the transport, transit and logistic infrastructure including the balanced development of regions

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[52] http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/ECA/2014/02/06/090224b08225c6e3/1_0/Rendered/PDF/Project0Informore0Project000P144700.pdf
[53] UN E-Government Survey 2014
[54] http://www.undp.org/content/dam/azerbaijan/docs/sustain_development/AZ_Vision2020_government_draft_en.pdf
[55] http://www.president.az/files/future_en.pdf

- The development of information and communication technologies and ensuring transition to an information society
- The development of human capital and the establishment of an effective social security system
  - Tasks in the sphere of the population's health and the health care system
  - The formation of a modern education system
  - The improvement of the social security system
  - The provision of gender equality and the development of family the development of youth potential and sports
- The improvement of legislation and strengthening of institutional potential
- The development of civil society
- The protection and effective management of cultural heritage
- Environmental protection and ecological issues

The priorities which shall directly result in improvement of the public service delivery are:

Improvement of the transport, transit and logistic infrastructure including the balanced development of regions

In order to turn Azerbaijan into a regional trade hub, it is planned to make effective use of the country's strategic geographical position, develop transit and transport services and form logistical centers in the regions of the country. All this will also increase the country's attractiveness as a production and investment center and help create new business and employment opportunities. Specific measures taken to improve transportation, transit and logistic infrastructure are:

- Construction of the multiple ports (sea and air), railways, metro, logistical centers and roads
- Measures will be carried out to reduce the cost of cargo transportation in Azerbaijani territory, reduce the time of import and export operations and transit, and simplify procedures

The development of information and communication technologies and ensuring transition to an information society

The priority tasks within the framework include:

- Transition to an information society
- Establishment of an economy based on knowledge with the development of ICT
- Expansion of the use of ICT in state and local government bodies
- Development of electronic services
- Development of the activities of the National Centre for Electronic Security
- Strengthening the competitive and export-oriented ICT potential

Tasks in the sphere of the population's health and the health care system

The concept prioritizes the provision of high quality health and education services to the population and the availability of these services to various social groups, including low income families and poor citizens as a strategic line.

- Tasks in the sphere of the population's health and the health care system
- A system of citizens' "electronic health card" and a single health information system will be created to monitor the population's health

Apart from the above listed activities and initiatives, there are a number of other initiatives which have been identified under the health reforms program.

The formation of a modern education system

Amongst the other priority tasks, following are the key tasks rea within the framework of the concept:

- Stimulating mechanisms will be created to increase the quality of education, and the financing of grants that promote per capita funding and innovative activity will be expanded
- The computerization of the information system will always be the central theme of the education reforms program

- The use of electronic education technologies will significantly expand and a virtual learning environment will be created for teachers and pupils. To this end, the creation of electronic education and methodical resources on all subjects will continue, and 'Cloud' technologies will be used to safely keep electronic resources and ensure easy access to them. Open Education Resources operating free of charge will be created, and these resources will be integrated into the education process and relevant free use with copyright licenses. The number of 'electronic schools' will reach 1,000

The improvement of the social security system

In order to ensure social security for the population, purposeful measures will be continued within the framework of the current 'state program on the development of the insurance-pension system in the Azerbaijan Republic in 2009-2015'. In order to deepen the current pension reform even further, a new state program will be drafted for 2016- 2020. As a result of the measures that will be implemented, the compulsory state social insurance system will improve and state pension saving mechanisms will be created.

The registration of insurers will be completely automated, the insurees will be automatically registered in the state social insurance system, information about compulsory state social insurance accounts and about insurees will be passed and received electronically, and insurers will be audited automatically.

A national information system in the field of labor and employment will be created, a system for monitoring and analyzing the situation on the labor market will be established and serious measures will be taken to prevent unofficial employment.

The improvement of legislation and strengthening of institutional potential

In order to achieve the goals stipulated by the concept, consistent measures will be carried out to improve the legislation and strengthen the appropriate institutional potential.

Legislation will be improved and effective measures will be taken against copyright violations, including piracy and counterfeit products.

The activities of the law-enforcement agencies will be brought in line with modern requirements, while the principles of transparency and openness will be taken as a basis in their activities. The court infrastructure will be improved, these activities will include electronic services, and citizens' right to justice will increase. Increasing citizens' (especially those living in regions) legal awareness will always be the focus of attention.

In terms of implementing the goals stipulated by the concept, the strengthening of institutional potential will include three main directions

- The development of human resources in the state-owned sector
- The expansion of the activities of the electronic government
- The continuation of institutional reforms

The development of civil society

The rapid socio-economic development of Azerbaijan and the ensuring of national interests make it necessary to deepen democracy even further, constantly modernize relations between the state and civil society institutions and stimulate the activities of NGOs. During the period when the concept is implemented, the development of civil society and the state policy to enhance cooperation between government agencies and civil society institutions will continue.

To this end, 'a national action plan on the development of civil society' will be prepared and implemented. The program will provide for the preparation and adoption of new legislative acts that stimulate the development of civil society and the support of the state and private sector for civil society, an increase in financial aid to NGO projects and programs, the creation of "NGO houses" and education centers and other issues.

6.3. National Information and Communication Technologies Strategy for the Development of the Republic of Azerbaijan (2003-2012)[56]

People   Process   Legal   Technology   Others
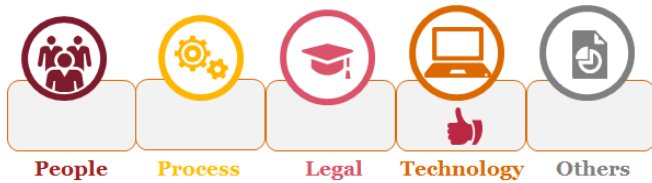
The key goal of the national strategy was to '*to assist country's democratic development and to create favorable environment for the transition to the information society through widely applying of ICT'*.

Key objectives of the strategy included the following:
- Create and develop legislative base of the information society
- Develop human factor in the country, create favorable environment for the population to get adequate education and medical service
- Establish environment to ensure the opportunities to the citizens and social institutions to obtain, disseminate and use information
- Conduct effective, transparent and controllable state administration and local self-administration, create electronic government, form and develop electronic commerce
- Enhance country's economic, social, and intellectual potential, create competitive economy, create and develop information and knowledge market
- Protect and popularize broadly people's historical, literary and cultural heritage
- Create advanced information communication infrastructure, form a common electronic information environment in the country, increase information and communication services
- Ensure country's information security
- Integrate country into the international information society
- Develop production of national software products, production of other ICT products (ICT industry)
- Eliminate the 'digital divide' in the country

Following are the key focus areas as part the National ICT Strategy along with associated activities:

ICT and Modernization of Education
- Improved training of specialists in the country through ICT applications in science and education, carrying out education monitoring, implementing distance learning and lifelong learning
- Training national ICT experts, develop and apply ICT literacy standards for all levels of education
- Development of the computer network ensuring information and knowledge exchange in research and education
- Creating and developing regional and local information resources and training centers to enhance people's opportunities to access to the information resources, creating the environment for the poor to get ICT services free of charge
- Enlightenment of the population about the modern ICT and their applications, improving people's ICT literacy level

Development of the Social Spheres Using ICT
- Using ICT widely in the socially oriented spheres
- Providing the social services via ICT usage, creating opportunities for the poor to get ICT services for free
- The wide usage of the ICT in public health, providing to residents tele-medical services

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[56] http://www.itu.int/wsis-implementation/national/flash/reports/azerbaijan/1175150268-National%20Strategy%20(2003-2012)%20(2).pdf

- Helping invalids and disabled in their socio-cultural needs through ICT means
- Reduction of poverty and unemployment via ICT usage, creating opportunities for distance work (tele-work)
- Using ICT in environmental protection
- Using ICT in solving gender problems

Development of Telecommunication Infrastructure

- Creating and developing the modern telecommunication infrastructure, new telecommunication networks
- Development of the data networks in the country, including Internet, eliminating differences in this sphere between rural and urban areas
- Conducting the liberalization policy in telecommunication and creating the environment for fair competition, formation of the national level data operators and creating favorable conditions for their activities
- Conducting flexible tariff policy in telecommunication services

Electronic Government

- Broad usage of ICT in state administration and local self-administration bodies and organizations
- Creating the appropriate conditions for the participation of citizens and NGOs in public administration
- Improving cooperation between the components of the political system by using the ICT
- Wide usage of electronic documentation exchange
- Creating the automated data systems, thematic, national, regional information resources serving people
- Developing and realizing mechanisms for regular improvement of government officials' knowledge in ICT
- Developing applications of information technologies in the election process

Legislative basis relating to ICT

- Creating and developing ICT legislative basis to ensure the transition to the information society
- Development of the state standards relating to ICT
- Ensuring transparency in the activities connected with licensing in ICT taking into account international practice
- Creating the legislative database of broad coverage for public use

Electronic Economy

- Creating suitable conditions for carrying out electronic commerce, using electronic payment on a large scale
- Creating favorable environment for information services
- Stimulation of wide application of ICT in state and private sectors of economy
- Creating conditions for development of the knowledge based economy

National Information Resources

- Formation of common national electronic information environment
- Ensuring wide usage of the Azerbaijani language in electronic information exchange
- Ensuring wide use of ICT in protecting and popularizing the historic, literary and cultural heritage, including wide application of ICT in libraries, museums and archive work
- Creating conditions for forming information resources serving cultural development of national minorities
- Integration of the national information resources to the international information environment to provide international access to them
- Providing information support for Azerbaijani Diaspora
- Increasing Azerbaijan segment of Internet, developing national search engines
- Creating and developing software applications with Azerbaijani support

Raise of Scientific-Technical and Industrial Potential

- Developing sciences ensuring creation and wide application of ICT
- Stimulation of innovative activities

- Formation and development of ICT industry, and attracting investments to this sector
- Stimulation of ICT services, production of ICT products and their export
- Establishment of the pilot training-consulting centers, techno parks to popularize ICT
- Stimulation of establishment of small and medium-sized companies engaged in production in ICT area

Information Security
- Ensuring the national security in information exchange, struggle against electronic crimes
- Taking into account the national interests, creating conditions to ensure rights of citizens and organizations to safely obtain and use of electronic information
- creating an environment providing citizens' information security

Key Benefits and Impact
Some of the key benefits derived due to the adoption of the National ICT Strategy in Azerbaijan include:
- Development of effective, transparent and controllable state administration and local self-administration
- Increased participation of the citizens in administration process
- There is easy access to information resources and services will be provided for citizens
- Establishment of favorable legal environment, intellectual potential, telecommunication infrastructure and national electronic information environment
- Development of internet segment in Azerbaijan and implementation of national information security
- Formation of a telecommunication market with fair competition
- There has been positive impact on the GDP

6.4. National Strategy on Increasing Transparency and Anti-Corruption 2007-2011[57]

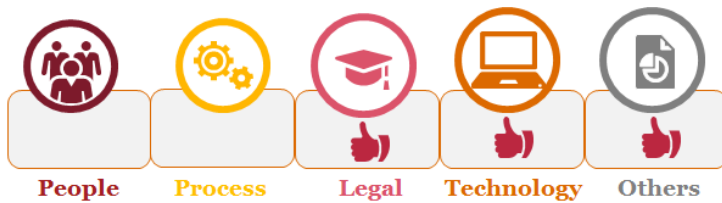
People   Process   Legal   Technology   Others

The National Strategy on Increasing Transparency and Fighting Corruption specifies measures aimed at developing anti-corruption legislation, engaging the civil society in closer co-operation, enhancing anticorruption culture, providing for the functioning of government agencies, law enforcement bodies and the judiciary in line with contemporary requirements, and eliminating factors impeding the economic and social development.

The National Strategy provided for the increasing transparency in the functioning of government agencies as a main pre-condition for fighting corruption. It also provides for the activities aimed at increasing transparency in decision-making mechanisms and rules, admission to the civil service, revenues and expenditures of the state budget, financing of political parties, government procurements, privatization, the functioning of state authorities and municipalities, and other areas. Further, the provision of individuals' free access to information is one of the preconditions for ensuring transparency in the functioning of state authorities and local self-governance bodies.

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[57] https://www.unodc.org/documents/corruption/Best%20Practices/Azerbaijan%202007-2011Strategy%20Expl%20Note-Eng.pdf

6.5. Open Government Initiative – National Action Plan (2012-2015)[58]

People · **Process** · **Legal** · **Technology** · **Others**

National Strategy on Increasing Transparency and Anti-Corruption (2007-2011) identified Open Government as one of the key measures and as an outcome of the strategy, the Republic of Azerbaijan has joined the Open Government Partnership (OGP) in 2012 with a view to improve its activities aimed at iincreasing transparency and promoting Open Government, exchange the international experience and contribute to international efforts in this domain. The following measures were implemented to implant the principles of transparency and Open Government in the activity of state institutions:

e-Services

In 2010, the Second E-Azerbaijan State Programme was adopted. The President signed Decree on The Measures in Organizing E-Services on the 23rd May 2011. According to this Decree, the state institutions are bound to organize E-services within the domain of their activity. The www.e-gov.az poratal was launched in order to ensure One Stop Shop principle application in rendering E-services

One Stop Shop

Citizen Services and Social Innovations State Agency with the President of the Republic of Azerbaijan was established on July 2012 along with the ASAN service center in order to ensure that all services are rendered to citizens from single source, with higher quality and in more convenient manner. (ASAN centers are covered in more detail below)

Freedom of Information

Information (Obtaining) act was passed in 2005 and practical measures easening acquisition of information were enforced within the framework for the National Strategy for Increasing Transparency and Combating Corruption. The Strategy also defined the measures ensuring proactive submission of information to public by state institutions.

Extractive Industry Transparency Initiative

The Republic of Azerbaijan has joined the Extractive Industry Transparency Initiative (EITI) in 2003 and established State Commission charged with the implementation of this initiative. The Implementation Mechanism for the initiative was defined by the State Commission, local and foreign companies engaged in extractive industry, NGOs acting in the field of Increasing Transparency in the Extractive Industry, subsequently leading to the signing of the Memorandum of Understanding on the Implementation of the Initiative. Azerbaijan was granted a status of the candidate and in 2009 was designated as EITI compliant. The State Oil Fund was rewarded with the UN Public Service Award for its achievements in the area of Raising Transparency, Accountability and Responsibility in 2007. In 2009, the EITI award was conferred on Azerbaijan

70

The following measures have been planned to be implemented by 2015.

Facilitation of access to information

- Designation of the employees in charge of the access to information, adoption of the internal rules on freedom of information and awareness raising by public institutions
- Comprehensive training for responsible civil servants in order to ensure freedom of information
- Improvement of the structure of the Office of the Commissioner for Human Rights (Ombudsman) of the Republic of Azerbaijan in line with its role of overseeing the implementation of the Access to Information Act, specialized training of the relevant employees

Public Awareness of the State Institutions Activity

- Up-loading and updating of information on their activity at their respective web-pages
- Composition of the annual reports and their uploading to the web-pages
- Holding of press conferences and other direct public communication events about their performance by state institutions
- Dissemination of reader-friendly versions of the legislation regulating the activity of the state institution, developed guiding principles
- Development of the internet sources dedicated to the areas covered by the state programs
- Inclusion of the information on measures taken in order to promote open government and combating corruption in the reports of the Cabinet of Ministers of the Republic of Azerbaijan to Milli Majlis (Parliament) of the Republic of Azerbaijan

Improvement of the Central Legislative Electronic Database

Regular updating and ensuring operating state of the State Register for Legislation of the Republic of Azerbaijan, as the official legal citation source

Enlargement of the public participation in the activity of the state institutions

- Regular updating and ensuring operating state of the State Register for Legislation of the Republic of Azerbaijan, as the official legal citation source
- Establishment of the appropriate councils and/or cooperation networks with a view to improve interaction with the civil society by state institutions rendering public services
- Usage of web-pages as means of involving the public in decision-making process on matters of public concern (reception of comments and proposals of citizens, organization of discussions, development of the questions-answers sections, etc.)
- Organization of the Open-Door Fora by state institutions

Improvement of e-Services

- Evaluation of the E-services and public disclosure of its results
- Public presentation on E-services rendered by state institutions within their area of activity, at least once a year
- Establishment of the united system in order to ensure electronic information exchange between state institutions
- Improvement of electronic payment of fees, taxes, administrative fines, utility costs and other administrative dues
- Implementation of measures facilitating access to E-services in the regions2

Increase of Transparency in State Financial Control (SFC) Institutions

- Delineation of powers of the SFC institutions and development of draft legislation providing for improved legal basis for the state financial control
- Enhancement of accountability of SFC institutions and disclosure of the results of the financial examinations, analyses and statistical data to the public
- Application of the IT in the SFC area and elaboration of the E-Control system
- Improvement of the mechanism of control over the publication of the financial reports, drawn by the state institutions in accordance with the International Standards of Financial Reporting or National Accounting Standards, along with the auditor's report

Increase in Transparency of Tax Control and Examination

- Provision of necessary information to and awareness raising of tax-payers
- Execution of measures in order to align the activity of the Tax institutions with the IMF Code of Best Practice on Tax Transparency
- Execution of measures in order to improve electronic payment of taxes and other mandatory payments

Increase of transparency in Extractive Industries

- Continuation of cooperation by the Government of the Republic of Azerbaijan with the local and foreign companies engaged in extractive industries, civil society institutions in order to ensure continuing implementation and development of the Extractive Industry Transparency Initiative in Azerbaijan
- Continuation of the disclosure to public of the information on cumulative incomes obtained by the Government of the Republic of Azerbaijan from the extractive industries
- Disclosure of the annual reports of the implementation of the Extractive Industry Transparency Initiative in Azerbaijan

Awareness-raising and Cooperation in the field of OGI

- Evaluation of implementation of the Action Plan and disclosure to the public of its results on an annual basis
- Publication and dissemination among the public of the educational material on Open Government Initiative
- Continuation of measures within the framework of implementation of undertakings before Open Government Partnership
- Provision of the financial support to the civil society institutions for the implementation of the measures foreseen in the Action Plan

Increase of transparency in Extractive Industries

- Continuation of cooperation by the Government of the Republic of Azerbaijan with the local and foreign companies engaged in extractive industries, civil society institutions in order to ensure continuing implementation and development of the Extractive Industry Transparency Initiative in Azerbaijan
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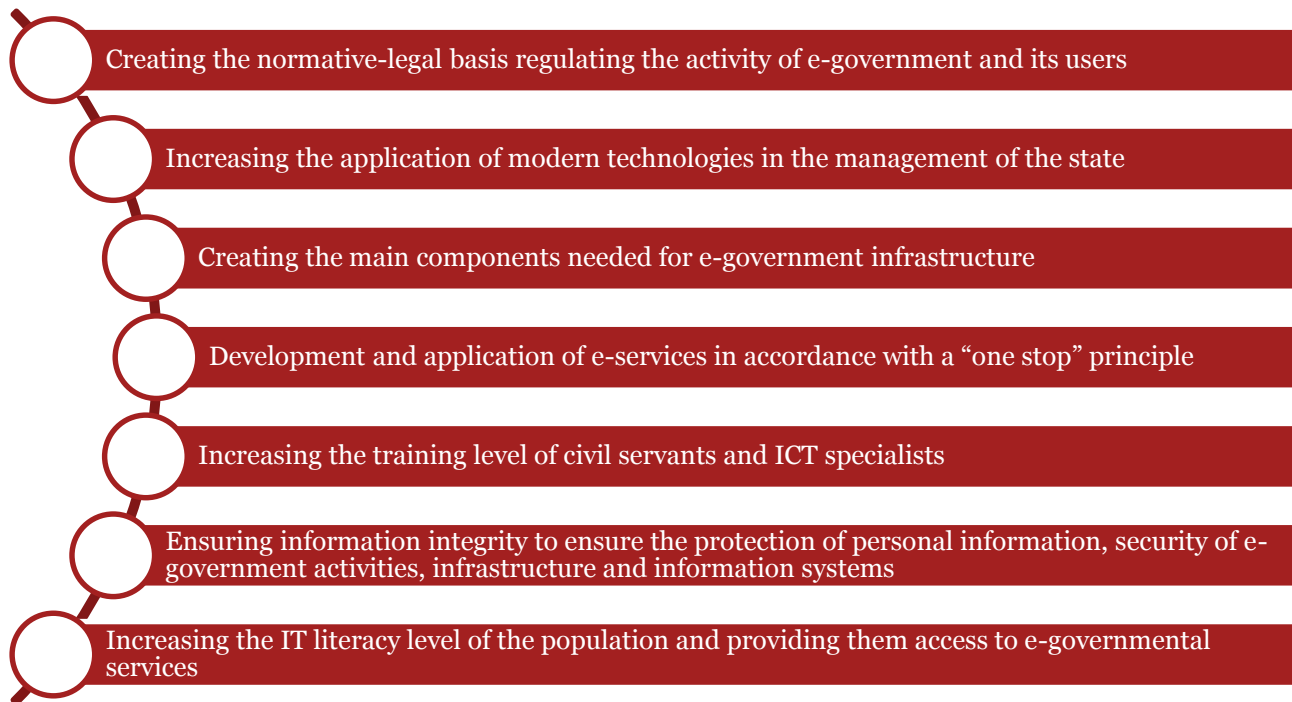
6.6. e-Government Initiative[59]

People	Process	Legal	Technology	Others
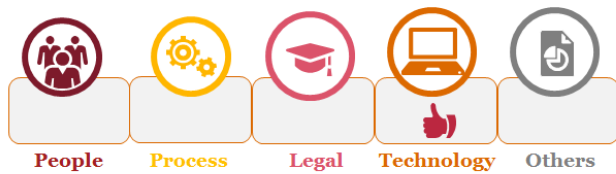
The e-Government project was structured in accordance with the 'National Strategy on Information-Communication Technologies for the Development of the Republic of Azerbaijan (2003-2012)' with the following key objectives:

- Improvement of management methods and mechanisms by increased application of state of the art ICT in state bodies
- Increased rationality of the activities of state bodies and providing the necessary transparency
- Creating more simple and expedient conditions for citizens to participate in the adoption and implementation of public resolutions and to interact with state bodies by means of electronic methods

The main components or the principles for the e-Government are depicted with the help of the following diagram.

- Creating the normative-legal basis regulating the activity of e-government and its users
- Increasing the application of modern technologies in the management of the state
- Creating the main components needed for e-government infrastructure
- Development and application of e-services in accordance with a "one stop" principle
- Increasing the training level of civil servants and ICT specialists
- Ensuring information integrity to ensure the protection of personal information, security of e-government activities, infrastructure and information systems
- Increasing the IT literacy level of the population and providing them access to e-governmental services

The main components of the infrastructure identified and / or implemented under the e-Government initiative include:

- Integrated network infrastructure for state bodies
- e-Government portal
- State register of information resources and systems
- National infrastructure for e-Signature
- National infrastructure for e-document circulation
- e-Government data center

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[59] http://www.mincom.gov.az/activity/e-government/

Monthly newsletters bulletins were prepared and circulated as part of the initiative to provide information on the work carried out and planned towards the formation of e-Government in the country including the number of electronic services and their use, as well as comparative statistics.

Key Benefits and Impact

- Increased rationality of the activities of state bodies by the broad application of modern technologies
- Reduced budgetary expenses, improved speed and efficiency in rendering state services and spending
- Establishment of a centralized data storage space for state bodies and ensuring its security
- Establishment of a system of state management and municipal management that can effectively and transparently be controlled
- Active participation by the in state management
- Ease of access to the government information and services
- Improved Government to Citizen (G2C) service delivery[60]
  - Adopted list of 417 electronic public services by 40 central executive bodies
- Establishment of 'e-Government' portal - www.e-gov.az
- Majority of 'EU 20 basic e-services' for citizen and business sector is implemented
- National Certification Authority and Public Key Infrastructure (PKI) developed and implemented for providing e-signature for the government organizations, legal entities and individuals wherein more than 9000 e-signatures were initially provided to the government employees of state organizations

6.7. One stop public service shop - ASAN Centers

People   Process   Legal   Technology   Others
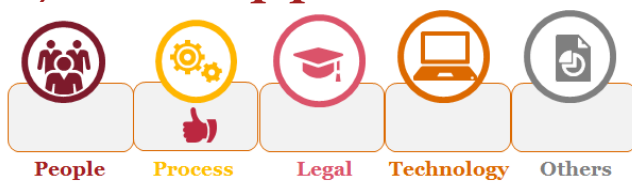
Azerbaijan has adopted the one stop public service shop model which has had a positive impact on the way citizens access public services[61]. In 2013, a key reform was carried out in public service delivery when the State Agency for public services and social innovation under the President of the Republic of Azerbaijan and Azerbaijan Service and Assessment Network (ASAN xidmət) centers subordinated to it were established[62]. The goal in establishing this agency was to facilitate management of 'ASAN xidmət' centers from a single institution and provide direct services to citizens. This includes coordination of government employees of service centers, oversight and evaluation, mutual integration of databases of state bodies, accelerated organization of electronic services and improvement of governance in the region. Some of the key services which were initially launched through these shops included[63]:

Ministry of Justice

- Birth registration
- Death registration
- Wedlock registration
- Registration of divorce
- Registration of child adoption
- Registration of changes to the given name, patronymic and family name
- Registration of determination of paternity
- Issuance of certificates (renewed certificates) on state registration of civil status
- Notary service

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[60] ICT Policy in Azerbaijan-Ministry of Communications and Information Technology
[61] http://www.theguardian.com/public-leaders-network/2013/jul/31/azerbaijan-public-service-assessment-network
[62] http://www.asan.gov.az/en/content/view/265/2362#.ViDQ3vmqqko
[63] http://asan.gov.az/en/content/view/238/2092#.ViDQ2Pmqqko

Ministry of Internal Affairs
- Issuance and renewal of identity cards
- Issuance and renewal of passport of citizen
- Renewal of driving licenses
- Reference note about the conviction

Ministry of Taxes
- Registration of commercial legal persons and tax payers

State Commission for Property Affairs
- Extracts of registration of property rights over the living houses (apartments), except the initial registration
- Reference note of state registration about restriction (encumbrance) of rights over the real estate

Customs Committee
- Receipt of customs declaration and documents for customs clearance

State Migration Service
- Issuance of documents for permission for temporary residence and for obtaining immigrant status for permanent residence in the Republic of Azerbaijan

Committee for Land and Cartography
- Reference note on information about land cadastre

Social Protection Fund
- Determining occupational pensions

National Archive Department
- Archive references to legal and physical persons

One of the innovations used at the center is the operation of the Exit-poll. This helps find out what people think about the services. This innovation also gives the center the opportunity to determine the quality of the services provided. The results of the survey are instrumental in taking the necessary measures on certain issues. By calling 108, people have the opportunity to express their views on the services provided and make suggestions through a live video link.

In order to ensure transparency, all procedures at the center are continuously recorded on a video camera. The centers have modern IP telephony and IP network systems. To regulate the provision of services, centers are equipped with electronic monitors and electronic notice boards, surveillance cameras and displays stating the amount of state duties. They are also equipped with computers that have permanent access to the Internet. To enable rational use of time while people wait for their turn, the 'ASAN xidmət' center operates functional support services such as banks, insurance centers, legal aid and translation centers, a laboratory, a first-aid station, an internet café, a post office, and a photo studio.

The special terminals established at the center can be used to pay mobile communication, internet, electricity, water, gas and other bills, loan installments and insurance payments. People are received on the basis of an electronic queue. The most modern equipment is available to do that.

The web-site of the service (asan.gov.az) enables online registration of people's turns, filling out of electronic applications, sending of electronic documents to various agencies, etc. People applying to the 'Electronic Information Center' may examine information, fill out an online application and print it out. The electronic displays and signs make the process of obtaining information quite easy. Moreover, the center provides citizens with a number of auxiliary services. There is also a system for the collection of biometric data. The system can

make biometric photographs, take fingerprints, make electronic signatures, etc. ASAN has even started its Mobile ASAN service which provide inter regional services and intra-city services.

Key Benefits and Impact

Public service delivery through the ASAN service centers has been very successful in Azerbaijan. Within a short time 'ASAN service' has achieved to ensure that professional public services uphold the highest standards of efficiency, competence and integrity, and are predicated on good governance principles, in particular transparency. Following facts present the impact of ASAN service centers in Azerbaijan[64]:

- ASAN centers provide a host of services from various government ministries and institutions with over 30 group of services
- Ease of access to government services
- Transparent functioning with minimal hassles
- More than 3 million citizens have benefited
- Approximately 3000 citizens catered by service centers per day
- Customer satisfaction rate was earlier estimated at 98 percent
- Over 100000 citizens benefited from Mobile ASAN service
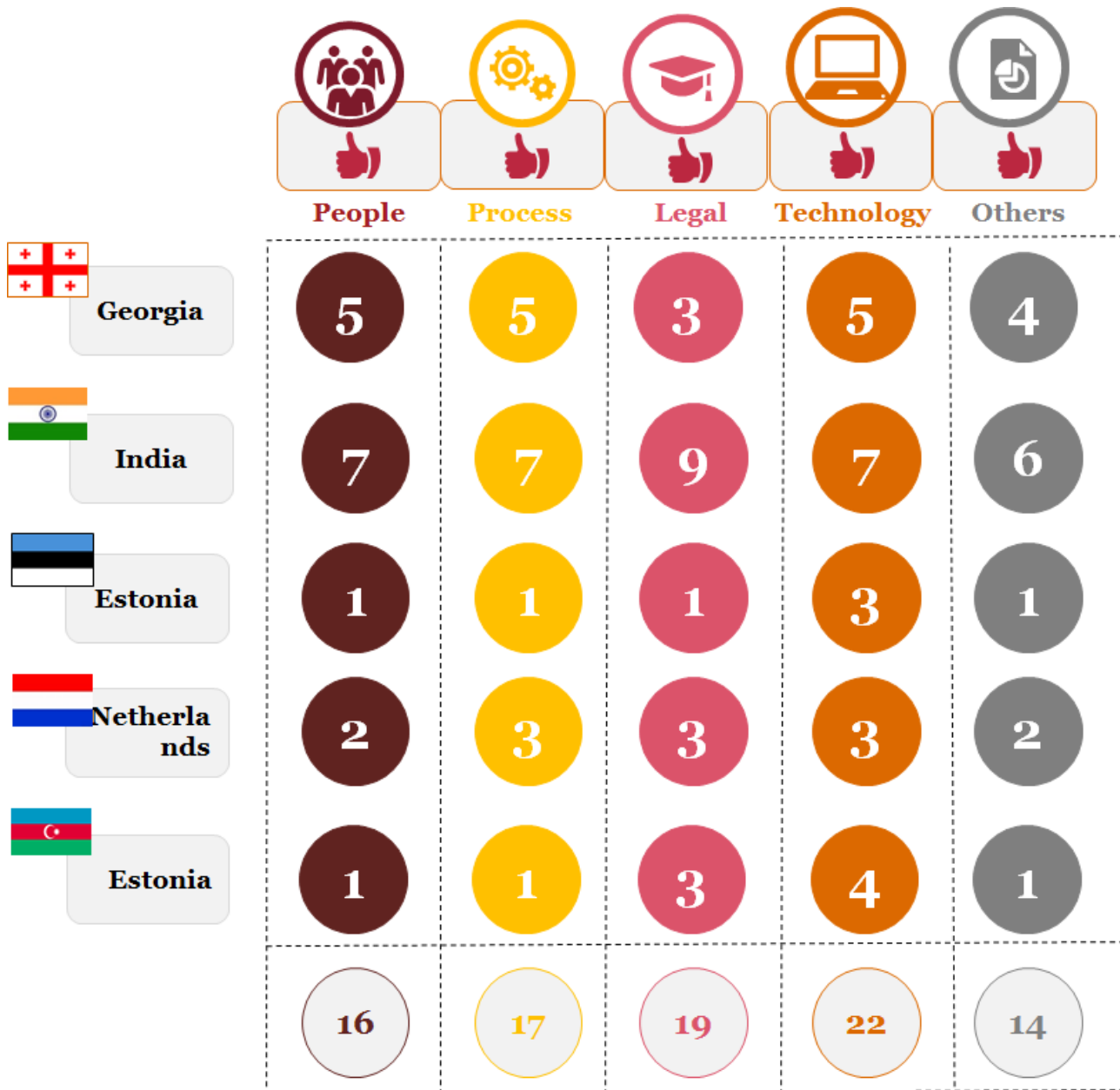- Over 3000 volunteers

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[64] http://www.iap-association.org/getattachment/Conferences/Annual-Conferences/Annual-Conference-2014/Tuesday-25-November-2015/19AC_WS4_PPT_Azad_Cafarli_English.pdf.aspx

Conclusion

7

7. Conclusion

This report has discussed a number of examples and case studies from different countries which are related with public service delivery reforms and as was highlighted in the earlier sections, these initiatives can be broadly categorized in terms of People, Process, Technology, Legal and Others. Following is a summary snapshot of these categories based on the mapping of the initiatives.

	People	Process	Legal	Technology	Others
Georgia	5	5	3	5	4
India	7	7	9	7	6
Estonia	1	1	1	3	1
Netherlands	2	3	3	3	2
Estonia	1	1	3	4	1
	16	17	19	22	14

As can be easily seen from the above diagram, technology adoption emerges as one of the most important elements within the public service delivery reforms across different countries collectively followed closely by legal reform initiatives. Even at an individual country level, technology adoption emerges as one of the most prominent elements under the public service delivery reforms agenda which clearly highlights the importance of technology enablement within the reforms agenda. Similarly, legal enablement or reforms emerges as the second most important elements of reforms agenda collectively. The other three categories of people, process and others are closely placed with one another. It is also interesting to note that all the categories are closely placed to one another which perhaps highlights the inter-dependence or linkage of public service delivery reforms initiatives with one another. This analysis is important in the context of the public service delivery

reforms program in Albania since it clearly highlights the following pointers to be considered while formulating the Long Term Policy Document for public service delivery reform in Albania:

- ICT technology adoption is a key enabler and perhaps act as the main backbone for implementing the reforms agenda
- Legal reforms and related gaps need to be identified and implemented as soon as the policy document is finalized
- There is a need to have a holistic view across all the five categories and stand-alone reforms initiatives may not be as effective or actually may not work out as expected
- Process reforms are important but there is need to be solution oriented and technology driven
- The focus has to be on citizen centricity and government transformation rather than mere automation of service delivery mechanisms

Going forward and as the next step, these findings and case studies will help and facilitate in having meaningful stakeholder consultations on the overall theme of policy framework and provide a specific direction and context which will be used as inputs for detailing the policy document.