

GOVERNMENT OF ANDHRA PRADESH

ABSTRACT

IT&C Department - Framework of a Policy for Public Private Partnership for Electronic-Governance

INFORMATION TECHNOLOGY AND COMMUNICATIONS DEPARTMENT

G.O. Ms. No.23

Dated 29.3.2001

1. One of the principal objectives of the IT policy of Andhra Pradesh is the extensive use of IT within the process of governance for providing better citizen services and for enhancing efficiency, transparency, accountability of Government Departments, and agencies. The approximate assessment of the size and complexity of e-Governance effort in the State indicates that it involves implementation of about 1500 applications across 160 departments at about 10,000 sites, involving huge financial, technical and managerial resources, so as to give full shape to the concept of e-Governance and to make a good impact on the quality of life of the citizens in the State.
2. The experience of the Government in implementation of a few major IT projects, coupled with the international experiences gathered, indicates that it is possible to make a big leap forward by designing a suitable framework for Public Private Partnership (PPP) for e-Governance. The Dept. of IT&C has prepared a detailed policy framework on the subject.
3. The salient features of the policy paper on PPP for e-Governance are mentioned below:
 - a) e-Governance is one of the crucial components in realization of the concepts of SMART government and good governance.

- b) The issue is not whether government will provide electronic services, but how and when. An introduction of electronic governance will lower the direct and indirect costs to the citizens and businesses and give scope for introduction of new kind of services. *Anywhere citizens are waiting in line or using paper, there is an opportunity for e-Governance.*
 - c) A 6-C model has been designed by the Govt. of Andhra Pradesh for implementation of e-Governance projects. It comprises: **Content development, Competency building, Connectivity, Cyberlaws, Citizen Interface, and Capital.**
 - d) The concept of PPP for e-Governance involves adoption of different models like BOO, BOT, BOOT for leveraging the technical, financial, and managerial capabilities of the private sector to implement a large number of e-Governance projects in a relatively short time framework and create the necessary impact.
 - e) The circumstances obtaining in Andhra Pradesh currently are quite conducive for implementation of concept of PPP for e-Governance. The favourable factors are: a Proactive Government, abounding IT skills in Private sector, Entrepreneurship, Connectivity through liberalization, Administrative reforms, IT Architecture, Framework for security & PKI, and Chief Information Officers.
 - f) The policy paper gives the implementation framework for PPP for e-Governance. It essentially involves creation of an institutional framework at the policy and implementation levels, preparing suitable bundles of applications and RFP for each bundle, an open bidding process for selection of private companies eligible to take up implementation of different bundles, implementing proof-of-concept and then rolling out.
 - g) The model also essentially involves collection of user charges for different services provided electronically to the citizens & businesses.
4. The Govt. have examined the matter carefully and have decided to accord an “in principle” approval to the policy of Public Private Partnership for e-Governance for the fulfillment of the basic objective of using IT in all aspects of governance for providing better citizen services and for

enhancing efficiency, transparency, and accountability of all the departments and agencies of the Government. The following instructions are accordingly issued:

a) All the Secretariat departments are required to identify suitable applications for implementation of e-Governance with special reference to the following:

- Providing better citizen services,
- Improving internal efficiencies,
- Effective enforcement of law,
- Education and public awareness building,
- Promotion and extension of priority sectors.

The applications should be identified keeping in view the following guidelines:

- i) Applications with high impact value may be preferred.
- ii) Enterprise wide coverage should be contemplated.
- iii) Citizens should be reached out through internet--based applications.
- iv) Clear objectives should be laid down for each department for the e-Governance initiative before identification of applications that would enable achieving the objectives..

A check list which helps in identification of applications for each department is enclosed at Annexure-1.

b) The applications identified should be prioritized and phased, keeping in view the need to strike a balance between the impact value and the resources available.

c) An intensive exercise may be made in consultation with each Head of the Department to arrive at a comprehensive set of applications proposed to be implemented over the next three years. The Chief Information Officers and the Heads of Computer Wings in the Departments may be actively involved in this process. The Dept. of IT&C may also be involved in crucial meetings held by the Secretaries in this connection.

- d) After identification of applications and their prioritization, a suitable business plan for implementation of each application or suite of applications may be formulated. The various models of involving private sector like BOO, BOOT, partnership etc., should be explored so as to ensure that bundles of applications become self-supporting financially. The concept of user charges has to be kept in view for ensuring a reliable source of revenue for the implementation and maintenance of e-Governance projects.
- e) It is necessary to ensure that the legacy applications which are actively running in any particular department and those in the pipeline at various stages are dovetailed into the proposed plan.
- f) **Bundling of applications:** Not all applications are suitable for forming the basis of a commercially viable proportion to be implemented under the PPP model. This necessitates bundling of 20 to 30 applications with a wide spectrum of viability such that the bundle taken together is commercially viable and makes business sense to entrepreneurs. While the initial bundling of applications can be attempted by the HOD / Secretariat department level, the final bundling will be done centrally by the IT&C department considering the intricate relationships and interdependencies of the applications, besides the overall commercial viability.
- g) **Preparation of RFPs:** The Dept. of IT&C will coordinate the process of preparation of RFPs for different bundles of applications.
- h) Suitable pre-qualification criteria will be prescribed for responding to different RFPs, keeping in view factors such as turnover of the bidders, track record in implementation of IT projects of live nature, availability of the range of skillsets required to develop, design and implement the projects, local presence etc.
- i) **Selection process:** The parties to implement the various e-Governance projects will be selected through an open selection process involving international competitive bidding/local competitive bidding as per the needs of each bundle of applications. Separate orders will be issued prescribing the institutional mechanism for approval of bundles of applications, selection of developers, inter-department

coordination, monitoring the progress of implementation and other matters .

5. All the departments of Secretariat are requested to issue suitable instructions to all HODs and Corporations under their administrative control to examine the policy in detail and identify the applications and prepare implementation plans for all the e-Governance projects proposed to be taken up by them to achieve the objective of providing better citizen services and improve internal efficiencies. The exercise of identifying applications, prioritization, bundling and preparation of suitable implementation plans may be completed by all departments and a detailed report sent to the IT&C Department by 15/5/2001.

(By Order and in the name of Governor of Andhra Pradesh)

J. SATYANARAYANA
SECRETARY TO GOVERNMENT

To
All Secretariat Departments

//FORWARDED : BY ORDER//
RESEARCH OFFICER

Annexure-I
Public Private Partnership for e-Governance
 (GoMS 23 IT&C Dept dated 29-3-2001)

Checklist for Identification of Applications/ Services

PART I - GENERAL ABSTRACT

Name of the Department :
Name of the Head of Department :
Designation of HOD :

I.A Objectives of the Department

--

I.B Applications / Services already Computerized / or fully tied up financially and are under implementation

Name of the IT Project	No of Sites	Service(s) provided	No of transactions effected / planned per year	Year of launch	Financial Model (Fully state-funded, BOO, BOOT etc)
		1. 2.			

I.C URL's of web-sites maintained by the Department :

I.D Summary of Projects proposed to be undertaken through PPP model

Project Category	Number of Applications/ Services Proposed	Number of Applications/ Services already covered	Total Investment required (Rs.)	Investment from Govt proposed to fill the critical gaps (Rs.)
Citizen Services				
Internal Efficiencies				
Law Enforcement				
Education/ Awareness building				
Promotion/ Extension				
Others				
TOTAL				

“Anywhere citizens are waiting in line or using paper, there is an opportunity for e-government”

PART II

Details of Projects/ applications Proposed to be implemented through PPP model

NOTE :

A **PROJECT** consists of implementation of a set of related applications.

An **APPLICATION** provides a set of related services to the user (citizen/ business/ beneficiary / student/ employee) OR helps improve the internal efficiency of an Organization.

A **SERVICE** is a process which helps the user to effect a transaction with a Government department / agency - like obtaining information, downloading a form, filing of a form, lodging a complaint/ suggestion, obtaining a certificate, receiving a payment, making a payment , obtaining employee benefits, conducting the business of Government etc)

For instance, CARD is a **project** implemented by Registration Dept. It consists of a suit of 6 major **applications** like Registration of Deeds, Sale of Stamp Paper, Encumbrance Certificates, Certified Copies, Valuation of Properties and Back Office work. This will translate to about 20 **services** to the citizens , businesses and employees. SKIMS is a project that consists of a bundle of 506 applications aimed at improving the internal efficiencies of the Secretariat.

II.A. Objectives of the Project : (Pl specify measurable & quantifiable objectives sought to be achieved after implementation of the Project)

Description of Service	Current Quality of Service/ Business process	Proposed Quality of Service/ Business Process	Beneficiary Group*
1			
2			
...			

- **Beneficiary Group = Citizen / Business / Weaker section / employee / student / others**

II.B. Size & impact of the Project

Description of Application/ Service	Number of sites at which the application/ service will be provided a) State level sites b) District Level c) Mandal Level	Total number of beneficiaries per year	User Charges / Service Charges per transaction OR Subscription per month that can be levied	Total revenue to be generated p.a
	a. b. c.			

**II.C Brief Description of the IT Architecture Proposed for the Project :
(Pl specify, whether centralized, decentralized, hybrid architecture is proposed, nature of delivery of service)**

II. D Assessment of Cost of the Project :

Cost Item	Unit Cost / cost per site	No of units /sites	Total Capital cost	Cost of maintenance / upgradation p.a
Application Software Development				
System Software				
Hardware				
Central Site				
District Level				
Mandal Level				

Networking Cost				
Training				
Site Preparation				
Security				
Miscellaneous				
TOTAL				

II.E Whether the Project can be made financially self-sufficient through collection of user charges : PI give the relevant calculation / justification

II F Whether the proposed project can be dovetailed into an existing project or a project in the pipeline. PI specify the method of such dovetailing, in terms of technology , implementation logistics and finances.

II.G Indicate the critical gaps in resources that need to be funded by the Government even after adopting the PPP model, so as to make the PPP model economically / commercially viable.

II.H Type of PPP model best – suited to the circumstances of the Project (BOO/ BOOT/ Joint Venture with Govt Corporation/ Strategic Partnership/ others)

II.I Phasing : PI describe the phases in which the project can be implemented, with corresponding phasing of expenditure/ investment.

Part III

**Details of Proposed Services
(PI use different sheets for each service)**

III A : Description of Service : (Statutory basis if any)

III B : Current way of rendering the service :

III C : Feasibility of providing the service electronically :

III D : Precedents / Best Practices any where in India or abroad

III E : Proposed system of e-service :

III F : Cost-effectiveness of providing the e-service

III G : Establish the Commercial viability of providing the e-service

III H : Is the service already being provided electronically ? If so, give details.

**III I : If answer to III H is 'Yes', pl specify how the proposed system will enhance
the Quality of Service or its coverage .**

**III J : Description of the delivery channel , its accessibility and affordability from
the user's point.**

III K : Changes in Act / Rules if any needed to provide the e-service

III L : Opinion of Employees of the Department