



**GOVERNMENT OF ROMANIA**

**MINISTRY OF PUBLIC ADMINISTRATION**

**THE GOVERNMENT'S STRATEGY**

**concerning**

**THE NATIONAL ACTION PLAN**

*e-Administration*

***Bucharest – 2001***

# **CONTENTS**

## **Foreword**

- 1. Introduction / 3**
- 2. The concept of "e-Administration" / 4**
- 3. Organizational and operational instruments / 5**
  - 3.1 Strategy formulation unit / 6**
  - 3.2 Permanent Unit for Program Management / 8**
- 4. Infrastructural action: the national network / 9**
  - 4.1 The present state of the networks / 9**
  - 4.2 The national network of administrative bodies / 9**
  - 4.3 The extranet of local administrations / 10**
- 5. Actions of central government departments / 10**
  - 5.1 Information portals / 11**
  - 5.2 Service portals / 12**
- 6. Actions by regional and local government / 15**
  - 6.1 The role of the regions in the Action Plan / 15**
  - 6.2 Computerization of local government / 16**
- 7. The integration of civic registers / 17**
  - 7.1 Integration between central and local governments / 17**
  - 7.2 Index of civic registers / 18**
  - 7.3 Notification of changes in personal data / 18**
- 8. System for interchange between Property Registers and municipalities / 19**
- 9. The electronic I.D. card / 20**
- 10. Promotion of digital signatures / 21**
- 11. Computerized management of documents / 21**
- 12. e-Procurement / 22**
- 13. Training actions / 23**
- 14. Table of Action Plan costs / 24**

## FOREWORD

*In the last few years a radical process of reform has profoundly modified the general frame of reference for government activities, triggering significant change.*

*This impetuous process of renovation demands energetic directive, governing action. The problems do not lie in the number of initiatives undertaken, which are called for by specific legislative and regulatory undertakings and timetables, but in a general lack of **integration**, of **uniformity of purpose**, shared **vision**, and above all in the inadequate utilization of the opportunities offered by information and communications technology.*

*The reforms have begun call for a revolution in the organizational culture of public administration. From a dirigisme, top-down, segmented administration, we want to go over to a horizontal, service-oriented administration with intensive information exchange among all its parts and with the outside. A change of this sort corresponds to the organizational transformation that the new technologies both produce and permit.*

*For this reason the appropriate utilization, both extensive and intensive, of the new information technologies is central to implementing the reform of the government.*

*The actions needed to achieve the objectives must be immediately operational, quickly implemented, and they must yield high returns in terms of services to citizens and firms in order to respond satisfactorily to an increasingly widespread and exigent social demand for innovation.*

*These actions cannot be launched in isolation, but must form a coherent, organic set of initiatives involving infrastructures, service instruments, distribution systems, contents, the management of change and legal adjustment.*

*The actions and the instruments for implementing the Action Plan are an integral part of the Information Society policies that the Government is promoting, not just because of the benefits that will accrue to the nation from enhanced quality, economy and efficiency in public services but also because of the fundamental role that Government innovation can play in the social dissemination, in the most diverse parts of the populace, of the culture, tools and experience of the new digital economy.*

## 1 Introduction

This report does not deal with the general topic of the development of the Information Society, but exclusively with those aspects, summed up in the term "*e-Administration*", that refer to the use of modern ICT in the modernization of our administration, which comprise the following classes of action:

1. **Computerization** designed to **enhance operational efficiency within central and local public administration organisms;**
2. **Computerization of services** to citizens and firms, often implying integration **among the services of central and local public administration;**
3. **Provision of ICT access to final users** of central public administration services and information.

So far, the computerization undertaken by central administration organisms has mostly been of the first type and generally it has been performed under sectorial responsibility with reference to a single department / agency / ministry or to the central administration of the State alone.

The "*e-Administration*" National Action Plan proposed here stresses actions of the second and third types, which are those with direct impact and visibility for users; it proposes to involve all central and local administrations and all the institutions of the country: counties, municipalities, towns, schools, hospitals, local health organizations, employment offices, chambers of commerce and so on – in practice, every agency or organization that performs some function of providing public services to citizens or businesses.

To achieve an integrated program of computerization of the Administration, we must advance quickly into a new phase in which all central and local administrations are authorized and have the capacity to engage in information cooperation on an equal footing.

**This new phase will have a protagonist placed above all local governments, which in a decentralized, federal system will increasingly perform the operational, front-office role in public service, while the central government departments are destined to act as back-office.**

Singling local authorities out as the prime actors in intermediation among citizens, businesses and the central administration is exclusively a political choice. The correct architectural design of a national information system will not preclude the possibility that others, who do not form part of the Administration, can play an essential role of intermediation with value added.

Every central or local government unit will thus be called upon to carry out planning actions which, taken all together, must result in the overall modernization of the government administration, overcoming the sectorial vision restricted to the performance of one's own institutional tasks and the provision of one's own services.

These actions will be coordinated and funded as part of a single program and managed with full respect for local autonomy, but with the commitment on the part of all administrative units to pursue shared purposes, using appropriate, innovative instruments, both organizational and operational.

## 2 The concept of *e-Administration*

All great innovative projects must be underpinned by a powerful vision that specifies the general objectives to be attained. The vision of the Administration that we offer to the nation, and which can be realized in practice thanks to the possibilities that IT now offers, can be summarized in the following propositions:

- Citizens can receive every public service to which they are entitled by applying to any front-office administration authorized to perform the service, regardless of territorial jurisdiction or residence.
- When requesting a service, apart from his or her personal identity document, the citizen need supply no personal information that is already in possession of any other State administration. Once the citizen has been **identified** the front-office information system must be capable of securing, directly from every agency or department that has it, all the information needed to **authorize** the performance of the service requested.
- Citizens do not have to know how the State is organized for the performance of services, or which is the department to apply to, but can request a service exclusively on the basis of their own needs, not the knowledge of which agency does what.
- Citizens must be able to notify the Administration **once** only; at the time they occur, of any changes corresponding to life events or, when they are relevant, to life events of third parties. This notification will automatically produce all the consequent effects. The Administration shall maintain a file on every citizen permitting it to notify the change to all the departments and agencies affected and to activate the consequent services.

The formulation of the Action Plan for *e-Administration* flows from this vision. Its implementation will necessitate some pre-conditions, most importantly:

- All departments and agencies must be equipped with an information system designed not just for the automation of internal functions and procedures and the performance of services for its users but also for the provision of services directly to the information systems of other government units.

- A network of equal users must interlink the information systems of all government units, without any hierarchy reflecting institutional or organizational superstructures. The limitations and constraints on interaction between systems must stem solely from the type of service to be provided.
- All administrations performing a back-office role, i.e. those that for institutional reasons have archives containing information necessary to the provision of its own services but also those of other government units, **shall make their services accessible, without charge, online**, to all the government units that perform a front-office role, to enable the latter to provide services without asking citizens to supply information that the Administration already has.
- Front-office administrations must achieve the integration of back-office administrations' services in order to provide full service according to citizens' needs and not according to the organizational arrangements of the units supplying the services.
- The identification (authentication) of the person requesting a service (individual or business) and the verification of the relevant authorizations, must be effected by a **uniform procedure** throughout the national territory, using **means of identification independent of the type of service requested** in order to ensure the accessibility of all services everywhere. To this end, the **electronic I.D. card** will be made the preferred tool of access to all public services.

The Action Plan will consist in a series of design actions coordinated and directed to the attainment of these objectives. The plan will not be limited to design for information and telecommunications systems but will also require the pinpointing of the authorizing rules that will make such actions possible and above all the creation of more appropriate **organizational structures** both in the **setting of strategy** and in the **implementation of projects** involving many government departments and units that can share in the responsibility for the results.

This report proposes a series of initiatives compatible with a **short-term Action Plan**, over 10 to 12 months, including:

- Indication of the organizational and operational instruments that must be prepared and their tasks;
- The infrastructural actions necessary as preliminary to the medium and long-term Action Plan;
- A brief description of several projects that can be completed within the time frame proposed, providing that the operational and management instruments are made available.

**The short-term Action Plan centers on projects involving the participation of several central government departments and local governments and for which the Prime Minister's Office will perform services of promotion, direction and coordination.**

**The plan supplements and does not replace the computerization program that the individual departments have drafted and manage independently; it will aim mainly at guiding them towards synergic objectives and the provision of integrated services together with other departments.**

Consistent with the objectives set by the European Union, the short-term projects are mainly directed to online access to the information in the possession of the main government departments but also, indeed primarily, to their services and to doing business with them, through the creation of a set of portals.

### 3 Organizational and operational instruments

The modernization of government, based on ICT, implies a range of regulatory and administrative actions but also the formulation of a strategic design, the creation of the necessary technological infrastructure to make it possible, and the identification of the organization and operational instruments necessary to attain the objectives.

The provision of integrated services by several different government units implies the achievement of full interoperability of the information systems of central with those of local government, which are increasingly assigned to the direct management of services to citizens and businesses and which will thus be the frontoffice of the country's public administration.

The formulation and implementation of the Action Plan for *e-Administration* necessitates organizational actions to guarantee the feasibility of the projects. Specifically, recourse will be had to the Authority for Computerization of the Public Administration, which will work in its own sphere of competence, and to two bodies that will have to be specially created:

- A unit to formulate the strategy for the computerization of government administration;
- A unit for program management.

### **3.1 Strategy formulation unit**

The Ministry of Public Administration (MPA) will create a permanent unit for the formulation of e-Administration strategy.

The unit's job, under the guidelines of MPA and coordinated by MPA and Ministry Of Communications and Information Technology (MCIT), will be to formulate the vision and to work out and manage the strategy of e-Administration in Romania, with special reference to interoperability and integration of local administrations with one another and with the central government departments, and with the objective of ensuring the unity and accessibility to citizens and businesses of the country's integration information system services. The unit will consult with the representatives of local government in the appropriate institutional forums.

The unit will be able to mobilize sufficient resources and skills and will permanently carry out the following tasks:

- Formulation, updating and evolution of the Action Plan for *e-Administration*;
- Internal and external communication of the strategy;
- Identification of ideas and infrastructural services for overall interlinking of government departments and interoperability of their information systems;
- Specification of the services between government units, both local and central, that must be made accessible online and the necessary legal and regulatory changes for this.

During the start-up phase of the Action Plan and until the Permanent Unit for Program Management (see 3.2 below) is created and operational, the unit will also perform the functions of project management in order to achieve the short-term objectives of the plan.

#### **Action 3.1.1 Development of the Action Plan**

The unit will draft and handle the development of the e-administration Action Plan both in the short and in the longer term. The Action Plan will generate, each year, a work program identifying and describing the IT projects to be carried out during the course of the plan, the departments involved, the costs and funding, and the schedule.

**Consolidation of the short-term Action Plan**

**4Q 2001**

**Medium-term Action Plan**

**1Q 2002**

### Action 3.1.2 Communicating the strategy

The unit will draw up a Communication Plan to set out the strategy and guidelines of the Action Plan and sensitize administrators to the actions expected of local governments and agencies.

#### **Communication Plan**

**1Q 2002**

### Action 3.1.3 National network feasibility study

The unit will have the job of specifying the procedures for creating the enabling technological infrastructure necessary to achieve the Action Plan.

To this end, the first priority is the creation, based on existing networks, of a nationwide IT network with the capability of interlinking all local and national government departments, designed on the Internet/Intranet model and making possible the secure interchange of application services among all units on an equal footing.

Interlinking all existing networks responds to the need to integrate national services to citizens and to maintain their unity and uniformity at the national level, especially in the context of the decentralization under way and given citizens' increasing need for mobility.

The creation of a national network will be achieved using a multicell/multiknot architecture making the networks now in place interoperable: the single national net, the regional nets, any other local area networks, specialized professional or category networks and networks of individual administrative sectors. The optimal alternative will be established under MCIT specialists.

The full coverage of the national territory for those areas not now served by other initiatives, and meeting the overall interlinking plan timetable, will require a subsidiary action using the procedure set forth in Chapter 4 below.

#### **Feasibility Study**

**2Q 2002**

### Action 3.1.4 Specification of services

The linking of every administrative unit to the network will mean the undertaking to provide the application services for other administrative departments, under a gradual, developing plan agreed with the user administrations, but necessarily coordinated at central and at local level.

The specification of the services also entails legal and privacy issues and cannot be left to the spontaneous initiatives of the units involved.

The Unit must specify the information, the type of services and their security levels, which every administrative department must display online to permit functional integration.

#### **Specification of basic application services**

**2Q 2002**

### Action 3.1.5 Short-term project management

Until the permanent unit for program management goes operational, a streamlined operational unit for short-term project management must be formed, urgently, in order to:

- Promptly activate the projects approved;
- Coordinate their implementation;
- Monitor their advancement.

A "director's booth" must be quickly instituted within the Ministry of Public Administration with the objective of furthering, directing and stimulating the actions envisaged, monitoring their advancement and ensuring coordination among the different projects.

The Action Plan for the short term, relying mainly on reinforcement, synergy and coordination of the initiatives of individual departments and governments, cannot be completed without a streamlined structure that is expressly dedicated to these functions from the outset.

Also, there must be constant monitoring of the state of advancement of the plan. This stems from the need for operational linkage with all the administrative units involved (whose contact persons must be identified) and from the high degree of correlation among different projects.

On the one hand, a given administration will be affected by a number of different projects; and on the other, some aspects for which targeted actions are envisaged (e.g. digital signatures, the electronic I.D. card, administrative interlinking) cut across departments and must be coordinated not just with one another but also with the specific projects with which they interact. These interactions, which in fact constitute the main value added specific to the short-term Action Plan, need to be governed by a specific operational activity.

Cost 3.1: Unit for strategy formulation 1,5 M USD

### **3.2 Permanent Unit for Program Management**

The creation of the work program, derived from the Action Plan, will mean the launch of IT programs with the participation of many central and local government bodies.

It is necessary to create an independent executive body with program management skills, consisting of specialists designed by MPA and MCIT and placed within MPA.

This unit will take care of coordination and project management for all the projects involving central and local government bodies and will be responsible for the attainment of the Plan's objectives. It will directly manage the integration of the sub-projects carried out independently by the various bodies both in terms of planning and in functional and technical terms.

This unit will not provide services and will not manage systems or infrastructures, but it can directly perform the subsidiary project design tasks necessary to attainment of the objectives that cannot be assigned to the participating government bodies, as well as all activities that can be a common factor to all the participating administrations in each project.

Action 3.2 Management of the work program

The operational management of the work program will be assigned to a permanent body. This body may be formed by modifying the tasks and mandate of existing technical operational bodies, redefining their functional dependency and management procedures and if necessary securing the additional professional skills needed to perform the new mission.

**Management unit goes operational 4Q 2001**

Cost 3.2: Management of the Work Program 3 M USD

Total cost of Action 3: 4.5 M USD

## 4 Infrastructural actions: the national network

The technological infrastructure necessary to make the Action Plan possible consists of a national IT network, an all-government Extranet that can interlink all local and central government information systems with one another on the Internet pattern and that can provide equal internet protocols among all the administrative domains.

### 4.1 The present state of the networks

The network initiatives currently in being represent a complex picture, which makes it necessary for some body to play the role of direction and coordination:

- The single network now provides “transport” services to create government intranets and “Interoperability” services to support standard services between administrations. Membership in the Single Public Administration Network is only mandatory for central government departments. We must evolve to permit full utilization as a IP class network, especially to enable local governments to gain access to central government departments’ services.
- A good many **territorial area networks** are being formed, or have been formed, generally promoted by the regional governments or by other local governments: provinces, mountain communes, and so on.
- Many central government departments are moving independently to create *sector* networks for interlinking local government bodies involved in their administrative procedures (the Ministries of Health, Education, Labour, and Finance, to name a few); at local level, in practice, this creates an unmanageably complex situation.

The lack of guidelines and of a forum for coordination of overall interconnection among all administrations threatens to produce a situation of conflict between the managers of the various nets (e.g., between the single public administration network managers and the regional nets).

### 4.2 The national network of administrative bodies

The current state of technology and of the market makes quickly interlinking all government departments and local governments and agencies via a federally organized extranet for interoperability on an equal footing a realistic objective.

The objective of the Action Plan is to connect all government departments and agencies within the second half of 2003. The national network can be created by two coordinated actions:

- One to realize interoperability among the existing regional networks and the single central administration network;
- A second to create a virtual extranet covering the entire national territory for areas not yet covered by other local initiatives.

The realization of interoperability among existing territorial networks (Action 6.1.1) is a precondition for the decentralization of many administrative functions, and central and regional governments must undertake it jointly, in part with financial incentives to the regions for initiatives that do not correspond directly with their own institutional objectives.

The national coverage of local governments will be achieved by subsidiary action, following the model proposed in point 4.3 making available a single extranet.

In this way it will be possible to use a single infrastructure to build the sector networks that the individual ministries are developing on their own, often to link up the local governments themselves, at a considerable saving.

### 4.3 The extranet of local administrations

The market for IP services now offers solutions unavailable just a few years ago to create private networks without investing in physical infrastructure. Suppliers of Internet services (ISP) and telecommunications operators now offer Internet access services, services for the creation of virtual private networks (VPN), and so on; in practice they have a complete catalogue of services necessary to realize any organization's intranet and extranet. These services are precisely those necessary for interlinking on an equal footing among public administrations.

#### Action 4.3 The extranet of local administrations

The extranet we intend to create will be a virtual IP multiprovider dedicated to local public government and formed through an interlinking agreement between providers.

The network will be created by making a list of providers guaranteeing minimum P standard service levels and total interoperability for the governments using the IP services of any of the providers on the list.

The interlinking and interoperability agreement among providers is technically and managerially identical to the kind of agreement on which the Internet is based. To all intents and purposes, this network is tantamount to a **private Internet for the public administration**.

To qualify for the list, providers will have to meet requirements of an economic nature, of territorial coverage and of guaranteed service levels up to the minimum standards specified.

**The local governments will choose their provider from the list, using their own procedures to compare market offers but always being guaranteed as to level of service and interoperability with all other administrations.**

The integration of the extranet with existing networks will take place using the same model. The managers of the regions' networks, for instance, will be considered either as on the list, hence automatically integrated with the extranet, or as customers of one of the providers on the list. The single network of the public administration will also be considered, in this model, essentially as the provider offering access to the central government departments.

In this context, every local government can select the network to link in with, among those federated in the national interlinking system, without prejudice to its ability to post the services specified at national level to all other government bodies.

#### Realization of the nationwide network

**4Q 2002 —3Q 2003**

Cost 4.3: national network

7.5 M USD

Total cost Action 4

7.5 M USD

## 5 Actions of central government departments

The projects proposed for the short term are all aimed, consistent with the objectives set by the EU for the "e-Europe" initiative, to achieve electronic access both to the information and to the services and business of the main departments, entailing the creation of a set of portals.

The portals are also proposed as the way to make accessible, especially in conjunction with value added services, such instruments as digital signatures and the electronic I.D. card, which are already provided for in law but which citizens and businesses would otherwise have trouble perceiving as practical and useful.

During the short-term Action Plan it would be unrealistic to call for the creation of a portal offering complete integration of the services of the various departments, as is set forth in the future vision of *e-Administration*. But it will be possible, by issuing common rules, to standardize the interface of the various departments' portals and achieve uniform access procedures both to the information portals and to the service provision portals of the main departments.

For short-term results (by the end of 2002) we must begin with the projects already under way; above all, however, it is important to refer to the project design resources already located within the individual departments, as the plan's objectives are incompatible with the length of time needed to acquire resources from outside.

### **5.1 Information portals**

We must offer incentives for the creation of archives, guarantee the quality of the data in public possession and allow for full accessibility to them through information portals. permitting Internet access and exploration of the databases of the public administration.

The individual departments that have databases relevant to businesses and citizens will create these portals independently; however, they all must observe a common set of regulations that must be issued governing the creation of public portals.

#### Action 5.1.1 Specifications for the portals

The objectives of this action are:

- Develop a common standard for the creation of government departments' information portals;
- Compose a list of data bases of national importance that must be made accessible via Internet and plan implementation of this step;
- Monitor attainment of plans objectives.

#### **Feasibility study**

**3Q 2002**

Cost

0.3 M USD

#### Action 5.1.2 Single legal portal

There are now tens of main legislative-judicial data banks and a huge number of secondary ones, with diversified access and no procedure for integration.

We will create a single legal portal to facilitate and unify access to the regulatory, legal and judicial documentation already available on the countless institutional web sites.

The identification of documents will be standardized, enabling users to explore, taking the connections and paths of reference between documents, cutting manual intervention in the drafting of texts for publication to the minimum.

In addition to the creation of a powerful search engine, the project will development instruments to support and simplify the drafting of texts, both from the standpoint of compliance with the legislative-technical rules and from that of compliance of formats, and will constitute an IT tool for the inquiries needed for the reordering and drafting of the codified laws already under way.

To this end a data bank will be formed containing the primary and secondary legislation allowing for rapid location, by subject matter and area, of all the pertinent documents, strengthening the use of key words and some semantic markers for targeted search by subject matter and the location of all the documents related to a given area of delegislation or simplification.

Further, it is planned to develop an instrument to facilitate the drafting of codified laws, using existing techniques of marking the text and also hyper textual techniques so as to facilitate, within limited legal spheres, the fining together of the "legal puzzle" and the construction of coordinated texts. The use of information technology will permit easy tracing of the laws from which the text originated.

**Availability of the service** **4Q 2002**

Cost 5 M USD

Action 5.1.3 Ministry of Law data bank

Ministry of Law has a central judicial data bank with legal, judicial and legal scholarship documents from a number of sources. The search system has a vast array of functions but is technologically outdated.

The system's architecture will be adapted to Internet technologies to enhance accessibility, make the service free of charge and permit indexation of documents through the single legal portal search engine.

**Availability of the service** **4Q 2002**

Cost 1 M USD

Action 5.1.4 Official Monitor

The objective of this action is to permit free online access to Official Monitor, with indexing of the search engine of the Single Legal Portal.

**Availability** **4Q 2002**

Cost 2.5 M USD

Cost of 5.1: Information portals 8.8 M USD

## **5.2 Service portals**

Portals for the provision of services will not only give access to information but also allow interactive requests for services or execution of transactions. The Action Plan aims for the creation of a portal for **services to citizens**, one for **services to businesses**, a specialized portal for **employment services** and one for **certifications**.

One of the key features in the introduction of the portals is standardization of access systems, hence authentication and authorization of requests for services.

Access to service portals will also require the use of **digital signatures** as the means of legal validation of the declarations transmitted.

The **electronic I.D. card**, i.e. a chip card used as the tool for affixing signatures, can be used as the means of identification for access to service portals. This will avoid the proliferation of specialized cards; otherwise, in the absence of a standard solution, every department or administration would certainly issue a card of its own for access to its services.

#### Action 5.2.1 The portal for integrated services to citizens

The creation of a portal embodying the vision of integrated services to the citizen is the final goal of the *e-Administration* Action Plan. The project is organizationally and technically most complex and will require overcoming numerous legal impediments and constraints.

Realizing this portal will require first of all completing the deployment of a national interlinking network among all government administrations and completing the integrated system of civic registers. This is a long-term objective; in the short term we can only take preliminary, preparatory actions, such as the feasibility study and tender bid procedures needed to make the project operational for a first group of services.

<b>Feasibility study</b>	<b>3Q 2002</b>
<b>Tender specifications and tender bid procedures</b>	<b>2Q 2003</b>
Cost	0.8 M USD
<b>Development of initial services</b>	<b>2Q 2002</b>
Cost of initial services	5 M USD
Cost for subsequent year	3.5 M USD

In the short term partial integration of services to citizens can be achieved thanks to the coordination of the projects that the main central government departments are undertaking separately.

In the first phase in the operation of the citizen service portal will see the development of a single portal for the central government, placing between the user citizen and today's vertical sites for the Ministry of Public Administration (MPA), Ministry of Finance (MF), Ministry of Labour and Social Solidarity (MLSS) etc., a single portal to make use procedures more uniform and at least standardize the functions of **identification of the citizen and authorization of access to services**

Citizens can use the single portal **to get forms**, offered in uniform fashion by the government administration, **to fill out and submit statements and reports**, and **to transmit requests for services**.

The single portal will institute a single system of authentication and authorization for all the government administration departments and units and will take the **electronic I.D. card** as the sole means of recognition and the **digital signature** to confer legal validity upon the statements that require it.

In this way the central government departments can bring together and share Certification Authority services.

<b>Feasibility study</b>	<b>1Q 2002</b>
<b>Provision of service</b>	<b>4Q 2002</b>
Cost	1.5 M USD

#### Action 5.2.2 Certification service portal

This action aims to involve the government departments and agencies that have the data banks most significant for purposes of self-certification - Finance Ministry, Justice Ministry, Chambers of Commerce - that are less or more highly computerized, in a joint project for online accessibility, to permit checks on the self-certifications that the law provides for while complying with the law on privacy of personal data.

At first we will create a single portal for the participating administrations, with access limited to authorized employees of the administrations making the inquiry, enabling them both to verify immediately the self-certified information needed to supply a service and to proceed to subsequent checks, including sample checks, on self-certification statements. The portal will also have an informational section and will provide an operational tool for the publication of the information needed for the checks.

In the second stage of the project the portal will evolve to make services directly available to the **IT procedures** of the inquiring administrations, thus totally automating access to the certifying administrations.

For this project to provide widespread access to all the main certification data, it will be necessary to include the municipal civic registers among the accessible administrations. Except in cases of access only to the local register for the inquiring body, in general this can come about only once the project for integration among the civic registers themselves is completed.

**Stage one: interactive access** **4Q 2002**

Cost 2 M USD

**Stage two: automated access** **3Q 2003**

Cost 1 M USD

Action 5.2.3 The employment services portal

The portal for employment services will serve to match jobs and applicants online. This is one of the services envisaged for the Labour Information System. The project aims to make this service available earlier both at regional and at national level.

The regions and provinces may activate and manage a local portal and subsequently activate the services between bordering regions, and then, in cooperation with the Ministry of Labour and Social Solidarity, provide a nationwide service.

This project demands powerful coordination with the regional and provincial administrations. It will accordingly be backed by financial incentives for the local authorities to simulate the constitution of interoperable systems.

**National job matching service** **4Q 2002**

Cost 7 M USD

Action 5.2.4 Portal for services to businesses

This project will achieve strict interoperability between MLSS units on the one hand and the Romanian Trade and Industry Chamber (RTCC) Register on the other. The information systems of these bodies will always ensure that the data on the businesses in the archives of each are consistent with one another.

Businesses, using a uniform set of forms, will be able to transmit via a single portal to the various agencies the reporting forms required by law. The portal will check the consistency of the information reported with that contained in the RTCC Register and will transmit the specific data required to the relevant agency.

The portal will also offer the services necessary for authentication and access authorization and for confirmation of reports, thanks to the **digital signature**, allow the transmission of signed statements that are legally valid.

**Single portal for business services** **4Q 2002**

Cost	1.5 M USD
Cost of 5.2 Service provision portals	22.3 M USD
Total cost of Action 5	31.1 M USD

## 6 Actions by counties and local governments

### 6.1 The role of the Counties in the Action Plan

The counties governments constitute a fundamental step in the implementation of the *e-Administration* Action Plan for a number of reasons:

- The counties are taking on a crucial role in the effective decentralization of administrative action in strategic public services (labour, transportation, finance, health, etc.).
- The counties can play an increasingly prominent role, at both national and European level, in the development of the information society at the local level by developing infrastructure and services.
- The counties can act vis-à-vis their own local governments (municipalities, counties, communes, etc.) to foster administrative cooperation and integration in the provision of services.

The counties, according to their own vision and strategy, will take a good part of these initiatives independently.

The Action Plan for the short term will refer above all to the initiatives needed to institute and organize procedures for **coordination and cooperation between counties to guarantee homogeneous services nationwide**, interchange of ideas, resources and good practice, and the achievement of economies of scale.

Coordination between counties will maximize the return on investment in technological innovation that the Government intends to promote at regional level; it is thus a necessary condition for the transfer of resources from the central to the counties governments.

#### Action 6.1.1 Interoperability of the counties networks

The counties have an essential role to play in creating the main **infrastructures and services** necessary for the implementation of Romania's integrated information system.

Many counties have promoted and in part already constituted local networks designed to interlink their local governments.

With the same purpose other bodies and local governments have promoted territorial area networks (municipalities, towns, communes).

Action is needed for the interlinking and interoperability of all these networks and with the single public administration network, in order to create a federally structured **nationwide network** enabling all local governments and units and central government departments to interoperate on an equal footing and exchange their application services.

**Feasibility study (Action 3.1.3)**

**2Q 2002**

**Nationwide network**

**2Q 2002 – 2Q 2003**

#### Action 6.1.2      Subsidiary services and services in support of decentralization

The managers of the national networks will each have to provide on their own nets all the subsidiary application services and those in support of decentralization to permit harmonious applicative cooperation between local and central governments, regardless of the network to which they are linked; these will be specified in the Feasibility Study (Action 3.1.3).

High priorities are the decentralized services in the field of labour (the **Employment Services Portal**, Action 5.2.3), public finance, health, and so on, and those connected with the integration of civic registers.

#### **First support services**

**4Q 2002 – 2Q 2003**

The constitution of the nationwide network, which is a common objective for the entire country and an essential infrastructural action that is a prerequisite for the Action Plan, will be governed and coordinated by the Strategy Formulation Unit (Action 3.1), bringing together the representatives of local authorities in a harmonious framework precluding improper competition among the managers of the various networks.

The synergical project design actions that individual regions must take to achieve this strategic objective will be subsidized and supported by targeted appropriations.

Cost 6.1: Counties services

50 M USD

### **6.2 Computerization of local government**

Local governments, especially municipal governments, are the main actors in Romania's *e-Administration* strategy; it is they who will have to create the front-office facilities for the **provision of integrated services to citizens**.

Given their differences in size, the scale factors at work, and the differing capacities to use modern technology, a strategy has to be deployed that does not further accentuate the differences, in local services, between citizens and businesses depending on where they are located.

We must foster and accelerate not only the complete computerization of all local government bodies, but also their link-up with one of the locally accessible area networks; above all, at the same time we must hasten the posting on-line of the standard services defined for every type of government body (Action 3.1.4).

The main thing is to provide incentives for the adoption of the IT solutions adopted by other governments or units or to offer turnkey solutions with the necessary support services.

For municipal governments, special importance attaches to the posting of their civic register and family status services, in keeping with the general need for nationwide integration of the registers and the specific need to support the Certification Service Portal proposed under Action 5.2.2.

**The development of civic networks** by city governments must also be supported, networks that can not only provide public services, but also foster citizen participation and promote the social and productive aspects of the network.

#### Action 6.2.1 Development of civic networks

The development of civic networks will involve the following types of services:

- Online service provision (see Action 5)
- Services for citizen participation in administrative activity and the decision-making process

- Services for training, for the use of the non-profit and NGO's sector to provide public services, to strengthen social cohesion, to promote the development of the socio-economic status, to develop productive cooperation among young people engaged in the emerging occupations.

**Objective: connection of all civic registers** **2Q 2002—4Q 2003**

**Objective: connection of family status registers** **4Q 2002—4Q 2004**

Cost 6.2: Computerization of local governments 95 M USD

Total cost Action 6 145 M USD

## 7 The integration of civic registers

The present fragmentation of the files of civic registers and family status registers, which are spread among all the municipalities, is one of the main obstacles to achieving the Action Plan vision under which the citizen:

- Need not supply information already in the possession of a public administration, not even in the form of self-certification;
- Can notify government only once of any changes in his personal data, which are very often changes involving the civic register;
- Can receive services from an administration by accessing, either physically or virtually, any front office, regardless of his or her place of residence.

Achieving the integration of the municipal civic registers is certainly a challenge, involving not only great legal and organizational complications but also systemic and IT complications.

The actions set forth in Chapter 6 offer a solution to the problem of linking up municipalities; whether they link into an area network or a category network, they will be technically capable, using the application services of those nets, of interoperating on an equal footing with all other local governments and with all the central government departments on the single public administration network.

### 7.1 Interaction between central and local governments

Respecting the conditions of security and privacy required by law, two-way *inquiries and transactions* between central government departments and local governments can be effected, at least technically, directly and with no intermediary, simply by means of the value added services offered by the managers of the regional, area or category network that the city is linked into.

**To this end, and without damage to security, the legal and authorization restrictions that now limit direct online exchange of information between local governments and all other local and central government bodies will be removed.**

Action 7.1 Access to civic register certification services

Again in conditions of security and guaranteeing privacy, municipalities must post their services of access to all the data relevant for purposes of certification that they possess, in order to permit the full functioning of the

***Certification service portal*** (Action 5.2.2).

**Posting of certification information** **2Q 2002 – 1Q 2003**

Cost of 7.1: Access to civic register services

10 M USD

## 7.2 Index of civic registers

An integrated system of civic registers presupposes the creation and management of an index of residents, an **index of civic registers**, which is necessary both to locate and to check and maintain the consistency of personal data at national level. The index is connected to a single citizen identification code, at present the **personal code number**.

The index will not contain the personal data on the citizen, which remain the exclusive appurtenance of the city of residence, but only the minimum data needed to locate such data or speed up access to them.

Action 7.2 Development and management of the index of civic registers

The index of civic registers will be developed and managed by the Ministry of Public Administration as a service accessible online to all municipalities, which will be required to participate in the creation and updating of the national index.

Municipalities will therefore be required to communicate via the network, either directly or indirectly, to the manager of the index any changes and only those changes in personal data that produce changes in the

index, such as births, deaths, changes of residence and any other information relevant in connection with the issue of ID documents.

Any other services made available by the index manager, such as mediation in access to the files of central government departments for local governments, and vice versa, or mediation in the notification of personal data events, will be supplied to the municipalities according to the subsidiary logic and not exclusively.

The index may make possible the provision of services to citizens that require an integrated vision of the civic registers, such as **electoral services**, the **electronic LD. card** and other **services connected with residence**.

### Development and management of index

4Q 2002

Cost 7.2: Index of civic registers

6.5 M USD

## 7.3 Notification of changes in personal data

Notifications of changes in civic register data will be made by the municipalities to the manager of the index either directly or via an **event notification service**, by the same procedures used to notify any other government bodies affected.

A general service of notification of events that change personal civic register data or family status is not only desirable but indispensable to make sure that the information on citizens held by all government bodies, central or local, for the performance of their mandated tasks, is consistent and up to date.

Technology permits the creation of generalized systems of notification of events to all the bodies affected by changes.

Action 7.3 Nationwide event notification service

An **event notification service** will be instituted as a value added service of the national network. As an infrastructure, the managers of each of the nationwide networks that it comprises will manage it cooperatively. Thus events can be notified not only to central government departments but also to all the local governments concerned.

<b>Event notification service</b>	<b>2Q 2002 — 2Q 2003</b>
Cost 7.3: event notification service	15 M USD
Total cost Action 7	31.5 M USD

## 8 System for interchange between Property Registers and municipalities

This action consists in completing the system for data interchange between property registers and local governments.

The objectives of the project are:

- To make the services of the Territory Offices, such as property register verifications and certificates, mortgage register verifications, registration procedures and property register variations, readily accessible both to local governments and to citizens;
- To create a national service in support of the ascertainment, validation and updating of municipal property tax positions that can be used by local governments, individual citizens, firms, notaries, professionals, etc.;
- To make available nationwide the geographical data banks derived from the Property Registers, as a shared information base for the development of territorial planning and evaluation.

The actions will entail:

- Enhancing the Finance Ministry's system, extending its link-ups to all municipalities and creating local county poles. The information flow will become two-way, via true interchange between municipalities and county departments, both in terms of data and in terms of the accessibility and sharing of data banks.
- Creating a national service in support of the ascertainment, validation and updating of municipal property tax positions extended not only to local governments but also to private citizens and professionals. This will be achieved by:
  1. Extending the system of interchange between property registers and municipalities - directed mainly to the latter - to access tax roll services useful in checking municipal property tax returns and access to the property tax files at the Finance Ministry;
  2. Creating a "portal" (a property tax window) - designed mainly for private citizens, firms, technicians, professionals, tax accountants and notaries - with specific functions for real estate formalities. The property tax window will enable users to inquire their tax position, compare it with their other tax and property register positions, evaluate the rates, pick up inconsistencies and report them to the local government, the property register or the tax rolls. **This will make it possible to check and update any inconsistencies on owners, tax codes, any properties unclassified or lacking an imputed rental value or with inconsistencies between property register and city map data.**

Action 8      System for interchange between Property Registers and municipalities

<b>Register-Municipality Interchange System</b>	<b>3Q 2002</b>
Total cost Action 8	50 M USD

## 9 The electronic I.D. card

The **electronic I.D. card** will be used not only as a personal identity document but also as the sole multifunctional card for access to all online government services requiring the certain identification of the user.

The **digital signature**, within the electronic I.D. card, will be the main means of secure access to the information and online services provided by public and private agencies and can ensure the legal validity of documents transmitted electronically.

In order to distribute the cards, municipalities will have to make their own civic registers addressable through the **index of civic registers** and, as we saw in Chapter 7.2, **they will be required to notify the Ministry of Public Administration – Informatized People Register Department, only of events that produce variations in the index**, with no requirement to apply for other subsidiary services.

### Action 9.1 Testing of the issue circuit

Upon conclusion of the feasibility study conducted by the Ministry of Public Administration, in cooperation with some city governments, will begin a project for **testing the circuit for issuing electronic I.D. Cards**.

Distribution of 100,000 I.D. cards to the municipalities participating in the test is planned.

During this phase the services associated with the card will be local services developed and supplied by the participating municipalities.

#### **Issue of 100,000 cards**

**3Q 2002**

Cost 9.1: Testing

17.5 M USD

### Action 9.2 Second phase of issue

When the first testing phase is completed, 1,000,000 I.D. cards will be issued, now usable also for access to **national services**.

A study will be conducted to specify the national services to be accessible via the electronic ID. card and a plan designed for developing at least one service. For if the project is to be a success with the citizenry, it is essential that the testing be extensive enough to guarantee widespread visibility to the project and that the new card, which will act as an identification system at national level, also represent, from the outset, an instrument for access to citizenship services that cannot be enjoyed using the ordinary I.D. card.

#### **Specifications of national services**

**2Q 2002**

#### **Realization of one national service**

**2Q 2003**

#### **Issue of 1,000,000 cards**

**4Q 2003**

Cost 9.2: Issue of cards and provision of services

13 M USD

Total cost Action 9

30.5 M USD

## 10 Promotion of digital signatures

This action is intended to promote the dissemination and the utilization of the digital signature.

As the official register of certifiers has already been formed and their operability assured, the digital signature will become a reality, completely usable not only by citizens and businesses but also and indeed above all by civil servants with powers of signature.

Promotional initiatives will be undertaken also to foster the use of digital signatures by private citizens and businesses, especially in their dealings with government through the portals described in Chapter 5.2.

Further, a fund will be constituted to help endow central and local government units with signature certificates for their employees. The signature will be part of the electronic I.D. card for the civil servants who already have the card.

<b>Digital signature for civil servants</b>	<b>2Q 2002</b>
<b>Promotion of use of portals</b>	<b>4Q 2002</b>
Total cost Action 10	13 M USD

## 11 Computerized management of documents

The systems of computerized document registration (protocol), in their most advanced version, will include some innovative government functions. Beyond the possibility of registering traditional paper documents with the protocol office, they make possible: registering electronic documents; directly linking the registration system with the filing and archive system; more effective forms of access and transparency for administrative acts; supplying useful elements for management control; testing electronic applications in managing document flows.

In this context of innovation, it is necessary to fund a specific action to spread application and develop training.

Action 11.1 Document registration systems

Institution of document registration systems in the main local governments (counties and major cities) for all the forms envisaged by the project: registration, management and filing.

<b>Registration systems</b>	<b>4Q 2002</b>
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Action 11.2 Integration of document registration systems

Connection of the systems, via the national network, with the registration systems of the central Government departments, thus creating a document-handling network that is a prerequisite for using the registration process for purposes of transparency.

<b>Integration of systems</b>	<b>2Q 2003</b>
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## 13 Training actions

The introduction of information technology in office work at all levels creates the necessity for adequate training for all public employees. Unfamiliarity with the potential of the new technologies and lack of training in their use can cause employees to reject them, vitiating the government's very substantial investment in this sphere.

Thus staff training must be aimed at:

- Raising the level of competence in the use of IT both for those who already have some basic skills and for those who are using computers for the first time;
- Increasing the productivity of all those who need to work with computers;
- Achieve a higher return on investment in IT;
- Ensuring that all computer users understand how IT can be used efficiently and that they are familiar with the problems of quality involved;
- Providing skills that enable anyone, regardless of level and type of schooling, to be part of the "Information Society".

Many public employees (perhaps as many as half) already have some familiarity with IT instruments. This familiarity is strictly correlated with the spread of personal computer use within the public administration, which as we know is uneven. A program for spreading the presence of IT instruments and networks must accompany a program of computer literacy.

### Action 13.1 Basic training

This action focuses on training public employees as users of information technology. The plan has two facets:

1. Provide computer literacy to all public employees;
2. Improve the level of knowledge of those who already have some basic skills.

The training courses will follow the pattern of the "European Computer Driving License" (ECDL), which has been adopted as the standard by governments in many countries, such as the United Kingdom and Norway. The Ministry of Education has recommended this approach to all technical secondary schools; the ECDL has been proposed to EU member states as the standard certificate of basic qualification in computer use.

The plan calls for 30 hours of training for every employee, both those taking computer literacy courses and those taking more advanced training.

ECDL courses will be adapted to deal with the special problems of motivation of public employees. In order to keep from taking employees away from their workplace, distance training methodology will be used.

The courses will consist in substantial part in actual practice and will require adequate structures throughout the country. Centers with labs for ECDL instruction and certification are present in all provincial capitals and many technical high schools, and some university departments are also equipped to do the job.

At first, the program will involve about 250,000 public employees.

Cost 13.1: Basic training

25 M USD

## Action 13.2 Specialized training

This action seeks to enhance and update the specialized skills of the staff who are responsible for running IT infrastructures, in particular network infrastructure managers, of the document registration staff and of the personnel in offices for relations with the public, to make them familiar with the new services made available by legal and procedural innovation.

Specialized training will use instructional materials produced for the courses that the Ministry of Communication and Information Technology (MCIT) and Ministry of Public Administration (MPA) are giving to network managers. MCIT and MPA will finalize a convention for cooperation in providing the consultation required for the dissemination of these courses to local governments.

Cost 13.2	Specialized training	12 M USD
Total cost Action 13		37 M USD

## 14 Table of Action Plan costs (USD million)

Cost 3.1: Unit for strategy formulation	1.5
Cost 3.2: Management of the Work Program	3.0
Cost Action 3: Operational structures	4.5
Cost 4.3: National network	7.5
Cost Action 4: National network	7.5
Cost of 5.1: Information portals	8.8
Cost of 5.2 Service provision portals	22.3
Cost Action 5 Central department portals	31.1
Cost 6.1: Regional services	50.0
Cost 6.2: Computerization of local governments	95.0
Cost Action 6: Local governments	145.0
Cost 7.1: Access to civic register services	10.0
Cost 7.2: Index of civic registers	6.5
Cost 7.3: Event notification service	15.0
Total cost Action 7	31.5
Cost Action 8: Property Register	50.0
Cost 9.1: Electronic ID. card testing	17.5
Cost 9.2: Issue of cards and provision of services	13.0
Total cost Action 9: I.D. cards	30.5
Cost Action 10: Digital signature	13.0
Cost Action 11: Document flow management	5.0
Cost Action 12: e-procurement	2.5
Cost 13.1: Basic training	25.0
Cost 13.2: Specialized training	12.0
Cost Action 13: Training	37.0
TOTAL COST	357.6