

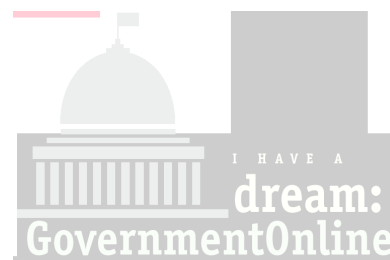
Capacity Building Strategy for e-Governance in India

This paper identifies the e-Governance capacity building gaps in India and provides a in provides a twelve step strategy to close these gaps. This paper also highlights the need of a full fledge institution in area of e-Governance.

Working Paper on Capacity Building Strategy for e-Governance in India

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Abstract – While implementing e-Governance projects one of the key challenges that is observed is the lack of personnel with appropriate skills within the Government. In addition to personnel there is further lack of institutional framework to handle these projects. It is often experienced that the Central and State Government is relying heavily on outside consultants to handle this capacity gap. This paper highlights the capacity gap in the Government for implementation of e-governance and identifies strategies to handle the gap. It also identifies various areas where the Capacity Gap exists in area of e-Governance. The paper suggests various institutions, teams and individuals as may be required for e-governance project implementation. It also highlights that Government needs to establish an institution of e-governance focusing on four areas of Governance, Management, Information Technology and e-Governance.

Index Terms – e-Governance, e-government, India, Capacity Building, Strategy, CSCs, SDCs, SWAN, NEGA, PMU, EGPMU, SeMT, PeMT, PPP, STPI, NISG, NIC, NICS, STQC, MLA, DOEACC, ERNET, Punjab Infotech, ELCOT, GIL, APTS, Raj-Comp, MAP IT, HPSEDC, HARTRON, UPDESCO, UPTRON, ITDA, Weibel, OITS, JAP-IT, KSITM, CHiPs, Sameer Sachdeva, R.Chandrashekar, J.Satyannarayana, Aruna Sundrajan, Neel Rattan, D.C.Mishra, Praveen Dalal, Vikas Kaunogo, Ravi Gupta, C. Umashankar, Sanjay Jaju, M.P.Gupta, Piyush Gupta, Lovneesh Chananna, Prakash Kumar, Rajeev Chawla, Subash Bhatnagar, K. Subramaniam, Wipro Consulting, IBM consulting, PWC, KPMG, Delloite, Ernst & Young, Capgemini, 3i, IL&FS

I. Introduction

“Give a man a fish: you have fed him for today. Teach a man to fish: you have fed him for a lifetime.”

Capacity may be defined as an organization’s ability to achieve its mission and to sustain itself in the long term. From individual prospective capacity refers to the skills and capabilities of the individual. However from a national prospective capacity refers to the structures, systems, policies and organizations which are helping it to achieve its defined vision.

UNDP defined 'capacity building' as the creation of an enabling environment with appropriate policy and legal

frameworks, institutional development, including community participation (of women in particular), human resources development and strengthening of managerial systems. Capacity Building is a long-term, continuing process, in which all stakeholders participate

From a nation’s prospective capacity building is much more than training and includes the following:

- Human resource development
- Organizational development
- Institutional and legal framework development

Government of India has defined a vision for e-governance which states that “All Government services accessible to the common man in his locality through a One-stop-shop (integrated service delivery) ensuring convenience, efficiency, transparency & reliability. ”

So all effort of Government of India towards this vision will be included in capacity building for e-Governance. These efforts may range from building the pillars of e-Governance in form of State Data Centers (SDCs), Common Service Centers (CSCs) and State Wide Area Network (SWAN) to institutional building in form of Programme Management Unit(PMU), National e-Governance Agency (NEGA) and State e-Governance Mission Team (SeMT). This capacity building will be required in multiple areas which may include improved governance, citizen participation, leadership, mission, strategy, human resource development, administration, financial management, program development, program implementation, fundraising, income generation, diversity, partnerships, collaboration, evaluation, advocacy, policy change, marketing, positioning, planning, etc.

II. Capacity Building for e-Governance – Demand Assessment

The following table highlights the demand for e-Governance Personnel:

S.No.	Domain of Governance	Estimated Figures
1	GOI Apex Bodies (like EC, CIC etc)	25 +
2	GOI Ministries (each ministry may have one or more Department)	50 +
3	Estimated total number of directorates in States / UTs State/ UT ((28+7) * 20)	700 +
4	Estimated Rural Local Bodies (Panchayats + Panchayat Samities + Zila Panchayat + District Councils)	230000+
5	Estimated Urban Local Bodies (Municipal Corporations + Municipalities + Nagar)	3500+
6	Estimated Judicial Institutions (SC + HCs + District Courts + Quasi Judicial Bodies)	500 +
7	Estimated Education Institutions (Education Boards, Central Universities, State Universities, Deemed Universities, Institutions of Excellence excludes colleges)	500 +
8	Estimated PSUs (Central Government)	100+
9	Estimated PSUs (State Government) (28 * 20)	550+
10	Basic Infrastructure Projects (CSC, SWAN, SDC) (35* 3)	100+
11	Estimated Indian Missions Abroad	80 +
12	Estimated Government Hospitals	500+

The above table only lists the various Government Agencies that may require e-Governance. Even if pessimistic estimates that only one percent of agencies as identified above go for e-Governance, the number of personnel required is huge. Only the Passports Project of Government of India (Component of Visa, Immigration and Passports MMP of GOI under NeGP) identifies as high as 1100 personnel which will be required to manage the Private Counters. Therefore the overall requirement for manpower considering only the National e-Governance Plan (NeGP) is beyond estimates. And the ongoing recession may have no impact on this area.

II. Capacity Building Areas

For an overall capacity building in area of e-governance it is very necessary that capacities of all stakeholders are enhanced. This will include capacity building in the following areas and stakeholders:

1. Institutional Capacity Building: Capacity building here refers to development of new institutions like NEGA, SeMT, PeMT etc. The institutions being created have to be developed from a national prospective. The strategy section discusses in detail the kind of institutions that may be required.

2. Government Capacity Building: In e-Governance Government is the central to all functions and therefore the internal capacity building of departments where e-Governance is getting implemented including that of Department of Information Technology (DIT) and Department of Administrative Reforms (DAR & PG) is very important. When these departments are talking about the capacity building of the whole Government (at Central and State level) they also need to internalize the capacity building efforts.

3. Project Management Capacity Building: The National e-Governance Plan (NeGP) is split in twenty seven Mission Mode Projects (MMPs). Therefore it is very important that these projects are managed with the professional competence. The MCA21 and Passports MMPs are two projects which have seen establishment of the Project Management Unit (PMU). National Institute for Smart Government (NISG) has played a crucial role in the Project Management Capacity Building and is currently associated with all key MMPs.

4. Consultant Capacity Building: Role of consulting organizations has become very crucial in the e-governance capacity building. These consulting organizations include organizations like Wipro Consulting, IBM consulting, PWC, KPMG, Deloitte, Ernst & Young, Capgemini, 3i, IL&FS etc which are helping Central and State Government Departments in areas of preparation of Request for Proposals (RFPs) and process mapping. PWC as consultants played a very crucial role in study of existing processes and advising BPR to the Government in the two MMPs – MCA21 and Passports.

5. Academic Capacity Building: With the growing need for professionals in the area of e-Governance it is very important that academic institutions must focus on this crucial area of Governance and e-Governance. Most of the management professionals have to interact with Government Departments and therefore it is very crucial that the subject of Government is taught in academic institutions. It is observed in many cases that the consultants hired to do not even understand the simple hierarchy in Government like the Secretary, Additional Secretary, Joint Secretary, Direc-

tor or Under Secretary. Institutions have to build their focus on teaching Government as a subject as the same will help their students in their businesses later.

With regards to e-governance there are very limited institutions like IIM-Ahmedabad, IITM-Gwalior, TAPMI-NISG that are offering a course in area of e-Governance.

6. Research Capacity Building: Research is another field where the capacity building is required in area of e-Governance. There are very limited organizations like the CDAC, Media Lab Asia (MLA), Microsoft Research Lab (with NISG), IBM research Lab, Oracle-HP e-Governance Center in India which are exploring e-Governance Research. With the exception of ELCOT in Tamil Nadu there is very limited material available on the e-governance research capacity building at the State Level.

7. Legal Capacity Building: Legal capacity building is another requirement for e-Governance Capacity Building in India. There are key legal changes that have been introduced in the Companies Act while implementing the MCA21 project. These legal changes can be specific to a particular project or can be general in nature like the e-Government Act or Amendments to the IT Act. There are very few individuals like Sh. Pavan Duggal, Sh. Parveen Dalal, Sh. Na.Vijayashankar, Sh. Vakul Sharma whose work on Cyber-law in India is available in public domain.

8. SI Capacity Building: Another important need is to build the requirement of Systems Integration (SI) organizations like TCS, Wipro Infotech, HCL Infosystems, 3i Infotech etc. Government must also look into areas as to why organizations like Infosys which have contributed heavily in BFSI sectors are still not prepared to get into Government space in India. The System Integrators have to ensure that their professionals are not only technologically sound but are also sound on Government processes.

9. Funding Agency Capacity Building: The key task at the Funding Agency level like the World Bank, UNDP, USAID, Dfid etc is to ensure that there are professionals who can do an appraisal of the project proposal for funding and visualize the impact of the project in years to come. It has been felt in many cases that the projects funded by many multilateral agencies are non-existent at ground level. The funding agencies must also ensure that the projects funded by them have a sustainable business model and will not meet their death once the grant is stopped.

10. Management Support Organization (MSO) Capacity Building: The MCA21 project and passport projects have clearly indicated the need for a Management support organization to look into the needs of managing the Citizen Service Center.

11. Technology Firm Capacity Building: It has been observed in many cases that technology organizations drive the whole e-governance initiative. Organizations like IBM, Oracle, HP etc have to look into their internal capacity building wherein their professionals can suggest solution to various requirement of Governments from their existing stacks and international experience.

12. Citizen Capacity Building: Citizen awareness is the key to success of any e-Governance MMPs. In MCA21 project training was imparted to Chartered Accountants. In passports it is visualized that training of Travel Agents may be necessitated. Apart from it the citizens who are directly interacting with Government have to be made aware on the changes that may be required after the changed environment.

13. NGO Capacity Building: The Government also ensure that the NGOs which have demonstrated delivery at the village level are further strengthened rather than NGOs which are in limelight because of their awards.

14. Media Capacity Building: Media Hype and Byte on e-governance is leading to failure of lot of projects. A single biased article in a magazine can lead to lot of problems for the champion of change. Therefore the Government must ensure that media is educated on the various e-governance initiative in the right spirit. Government must look into strengthening Medias like egov magazine of CSDMS, Informatics of NIC and e-groups like India-egov.

15. Specialist Capacity Building: There are certain individuals in the country whose name has become synonymous with e-Governance. Individuals like Sh R.Chandrashekar, Sh. J.Satyanarayana, Ms. Aruna Sundrajan, Sh. Neel Rattan, Dr. D.C.Mishra, Sh. Praveen Dalal, Sh. Sameer Sachdeva, Sh. Vikas Kaunogo, Sh. Ravi Gupta, Sh. Umashankar, Sh. Sanjay Jaju, Dr. M.P.Gupta, Sh. Pi-yush Gupta, Sh. Lovneesh Chananna, Sh Prakash Kumar, Sh. Rajeev Chawla, Prof Subash Bhatnagar, Sh. K. Subramaniam and many more have carved a niche for themselves in area of e-Governance. Government must ensure that services of such individuals who are committed for e-Governance are taken in right direction.

III. Capacity Building Strategy for India

In order that the National e-Governance Plan is success the government needs to draw a long term plan designed to achieve the National Vision for e-Governance. The Capacity Building Strategy must be differentiated from tactics or immediate actions like training etc. The key steps for a capacity building strategy for e-Governance in India as identified by the author are:

1. **Structure and Institutional Framework:** The first step in Capacity Building for e-Governance is creation of structures. Initially it was thought that the outsourced work to consultant will work out, then PPP institutions were conceptualized, then it was felt that Government needs to have its own trusted advisors and therefore the concept of EGPMU was evolved. Now it is felt that a separate agency in NEGA may be required for e-governance. Author as far as in 2001 in his paper “e-government strategy for India” and later the draft “e-Government Act for India” identified multiple institutions that will be required for e-governance in India. These institutions include the following:

- a. National e-Government Council
- b. Chief e-Government Administrator
- c. CIO forum
- d. Permanent Administrative Reforms Commission (ARC) \
- e. National Institute for Standards
- f. Programme and Project Management Units at Central and State levels

Further the role of each institutions should be defined clearly and an overlap or / and clash of egos must be avoided.

2. **HR Policies:** The second step towards capacity building for e-governance should be to evolve HR policies that retain the talent in an organization. Despite various initiatives the institutions like NISG, PMU are unable to retain talent. Recently the Government lost a key talent in Mr. Prakash Kumar, who switched from IAS to private sector. The global best practices in HR must be adopted to retain talent. A few pitfalls in the current HR policies are discussed in next section. However it is important that the role clarity of a job profile must be made available before hiring of a talent, regular feedback for improvement, Employee Development initiatives, and biannual salary hikes, are few steps that are required to retain the e-governance talent.

3. **Central Database of e-Gov Champions:** The third step towards strategy for e-Governance will be crating of a database which will list out national and international resources on e-Governance. Such a database will help to identify skills as may be required for a particular project. The database must cover professionals from all stakeholders, i.e., Government, NGO, Private Sector, Consultants and academia.

4. **Formation of Teams:** The next crucial step in the capacity building exercise is to ensure formation of teams. It must be ensured that one individual is included in one team only at State or Central level. It is often felt that the limited e-Governance Champions are put on each committee thereby limiting their role to attending meetings. If an individual like AS (eGov) or State IT Secretary is crucial for multiple teams then he should be made part of the Central Coordination team rather than each project team. Individuals must be drawn from the line departments to achieve true merits of e-Governance.

5. **Strengthening of Existing Organizations:** The next step towards e-Governance Capacity Building Strategy is to strengthen the existing organizations. The Central organizations like NISG, CDAC, NIC, NICS, Cert-In, MLA, DOEACC, ERNET and the state level organizations like Punjab Infotech (Punjab), ELCOT (Tamil Nadu), GIL (Gujarat), APTS (Andhra Pradesh), RajComp (Rajasthan), MAP IT (Madhya Pradesh), HPSEDC (Himachal Pradesh), HARTRON (Haryana), UPDESCO & UPTRON (Uttar Pradesh), ITDA (Uttranchal), Webel (West Bengal), OITS (Orissa), JAP-IT (Jharkhand), KSITM (Kerala), CHiPs (Chattisgarh) etc should be strengthened and re-engineered rather than creating new structures for e-Governance. Professionals from industry must be brought in as CEOs of these organizations rather than restricting to the individuals from Civil Services.

6. **Training Need Assessment:** Training Need Assessment is important part of e-Governance Capacity Building Strategy. It must be ensured that the training needs of all stakeholders as discussed in section II above must be ensured. Further the training requirements for each MMPs have to be identified and it must be ensured that the Department Staff is imparted the required training well in advance. Training Need Assessment will require Na-

tional, State and local level consultations with various stakeholders.

7. **Funds for Capacity Building:** Many e-Governance projects do not allocate funds for training and capacity building. The maximum amount of money is spent in System Integration, Software Development and hardware procurement. It must be realised that the success of e-governance depends not on Machine but the Man behind the Machine. It must be therefore ensured that minimum of 20-30% of budget is allocated to Capacity Building and project planning.
8. **Training Strategy:** Training Calendar and Program, Training Faculty, Training Content, Training Outcomes are few such areas that need to be covered under the Training Strategy. Training timings and participants also need to be identified in the course of implementation of any e-Governance initiative.
9. **Forging Partnerships for Capacity Building - Resource Exchange Programs:** Another important part for Capacity Building is forging partnerships for resources. Resource Exchange Program between Government, Private Sector, and Academia may be encouraged to ensure that individuals have a diverse experience for the complete range of services offered. Individuals may also try to opt in organizations which offer complete range of services. A true e-Governance Champion will need to have a diverse experience of Government, Consultancy Organization, PPP, multilateral agency, academia, Software development agency, System Integrator and technology prospective.
10. **Establishing a School of e-Governance:** The School of e-Governance as conceptualized will be built on four pillars, i.e. Governance, Information Technology, Management and e-Governance. The school should be an autonomous institution with an advisory council drawn from who's who of e-Governance.
11. **Sustainability Strategy:** Any initiative is successful if it is accompanied by a sustainability strategy. It should not be that the initiative towards capacity building is a one time affair but they must be looked into a long term prospective.

12. **Knowledge Management:** An important need for Capacity Building is Knowledge Management in e-Government. It is very important that a Central Repository is created where all stakeholders can refer as a single point of information. An initiative in form of egovworld was planned by GOI/ and NISG however it is still to get launched.

The above steps are a part of the strategy and more steps may evolve while bringing the next editions of the working paper on Capacity Building Strategy for e-Governance in India. The above steps are neither comprehensive nor in sequential order and may vary with individual perception.

IV. Pitfalls in Managing Talent

There are multiple pitfalls which organizations do while retaining talent. Individuals do not generally work for organizations but for Managers. Therefore the organizations must not do certain pitfalls which may lead to the talent leaving the organizations and especially when e-Governance Champions are very limited and can be easily counted on fingers. These pitfalls include the following:

1. Compensation Package not matching industry standards
2. Lack of Job Clarity
3. Delays or cuts in variable payout
4. Lack of Continuous feedback on performance
5. Short term tenure of officials
6. Myths around Quality vs Quantity of professionals
7. Myths around hiring of individuals from a particular institution.
8. Assuming that difference of opinion is bad for organization
9. Hiring of individuals who focus on conflict avoidance
10. Lack of personal and professional development of individuals
11. Too much restriction or monitoring
12. Myths around flat and hierarchical organizations
13. "We are Government", attitude of individuals
14. Lack of biannual salary hikes
15. Delays in decision making
16. Discouraging Creativity
17. Restriction on future hiring
18. Gaps in Expectations
19. Hiring a wrong person for a job

20. Employee Allocation – right people for right job
21. Avoiding Conflict Management
22. Lack of clarity on HR policies or skewed policies.

It also must be noted that any e-Governance Project has a span of over two to five years for project conceptualization and then implementation. Therefore it will not be appropriate to conclude on an individual performance mid-way. There will be multiple un-foreseen challenges and bottlenecks in each project and delays must be acknowledged as un-avoidable.

	tics in Information Age	
18	Creativity and Innovation	Management
19	Quality Management and Government	Management
20	Information System Service Management	Management
21	E-Governance Initiatives	E-Governance
22	Issues for E-Governance	E-Governance
23	Cyber laws	E-Governance
24	E-Policy	E-Governance
25	PROJECT	E-Governance

V. Suggested courses in School of e-Governance

The various courses as visualized in a School of e-Governance are as discussed below:

<u>S.No.</u>	<u>Course</u>	<u>Area</u>
1	Indian Administration	Governance
2	Political Science	Governance
3	Constitution and Law of Land	Governance
4	Land and People	Governance
5	Computers and Network Fundamentals	Information Technology
6	E-Commerce	Information Technology
7	Government Process Reengineering	Information Technology
8	Decision Support and Expert Systems	Information Technology
9	Knowledge Management and Dataware housing	Information Technology
10	GIS	Information Technology
	System Analysis , Design and Development	Information Technology
11	Evaluation of IT Projects	Information Technology
12	DBMS and OLTP	Information Technology
13	Project Management	Management
14	Strategic Management	Management
15	Organizational Behavior & Management of Change	Management
16	Technology Management	Management
17	Communication and Poli-	Management

VI. Conclusion:

The key to any Capacity Building strategy is formation of right institutions and agencies and identifying the right manpower required for the same. It is suggested that e-Governance implementation will require more of management and Government domain specialist rather than technical experts. Government and its National e-governance plan must shift its focus from technical experts to domain experts. The success of e-governance initiatives will largely depend on the kind of individuals as selected. The Government also needs to strengthen its existing institutions especially the Electronics and IT development corporations in various States. It also needs to come up with HR policies that are catalyst in retaining the Best Talent within the Government. Also there is a need to establish an institution of excellence which may teach e-Governance.

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