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22 STANDING COMMITTEE ON
INFORMATION TECHNOLOGY
(2005-2006)

FOURTEENTH LOK SABHA

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**MINISTRY OF COMMUNICATIONS AND
INFORMATION TECHNOLOGY
(DEPARTMENT OF INFORMATION TECHNOLOGY)**

IMPLEMENTATION OF e-GOVERNANCE PROJECTS

TWENTY-SECOND REPORT

सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI**

December, 2005/Agrahayana, 1927 (Saka)

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Presented to Lok Sabha on ………………
Laid in Rajya Sabha on ………………

LOK SABHA SECRETARIAT
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*Nominated *w.e.f.* 27.9.2005.

(iv)

INTRODUCTION

I, the Chairman Standing Committee on Information Technology (2005-2006) having been authorised by the Committee to submit the Report on their behalf, present this Twenty-second Report on 'Implementation of e-Governance Projects' relating to the Ministry of Communications and Information Technology (Department of Information Technology).

2. The Committee took oral evidence of the representatives of the National Institute of Smart Government (NISG), National Informatics Centre (NIC), National Informatics Centre Services Incorporated (NICSI), National Internet Exchange of India (NIXI) on 13.07.2005; Central Board of Direct Taxes (CBDT), Ministry of Road Transport and Highways, Ministry of Rural Development, Railway Board, Ministry of Railways, Centre for Railway Information System (CRIS) on 18.08.2005. The Committee also took non-official evidence of the representatives of NASSCOM, Sallstorm Consulting, Nathan Associates Inc. US and Microsoft Corporation on 25.04.2005 and various IT solution/service providing Companies on 28.07.2005. The representatives of Department of Information Technology were present in all the above-mentioned sittings of the Committee.

3. In this Report, the Committee, have desired the Government to examine in-depth all aspects of e-Governance duly considering the existing as well as emerging Information and Communication Technology (ICT) for its present applications in e-Governance projects and accordingly evolve a futuristic plan to provide citizen centric services so as to meet the specific needs of the multilingual, multiracial and multicultural Indian society in the years to come.

4. Taking into consideration the requirement of huge resources *viz.* financial, technical or personnel, for timely and effective implementation of e-Governance projects, the Committee have felt an urgent need to look for a combination of the Government and private sector resources. They have, therefore, emphasized the need to suitably devise a Public-Private-Partnership model primarily from the point of view of optimising and rationalizing of the resources and the advantage of having the flexibility to hire the IT skilled workforce on need basis thus avoiding the overhead cost to the Government organizations.

5. After examining the various initiatives taken by the Department of Information Technology under National e-Governance Plan (NeGP), the Committee have desired that the pace of implementation of them should be accelerated.

6. The Report was considered and adopted by the Committee at their sitting held on 14.11.2005.

7. The Committee wish to express their thanks to the representatives of the Department of Information Technology, National Institute of Smart Government (NISG), National Informatics Centre (NIC), National Informatics Centre Services Incorporated (NICSI), National Internet Exchange of India (NIXI), Central Board of Direct Taxes (CBDT), Ministry of Road Transport and Highways, Ministry of Rural Development, Railway Board, Ministry of Railways, Centre for Railway Information System (CRIS), NASSCOM, Sallstorm Consulting, Nathan Associates Inc. US and Microsoft Corporation and various IT solution/ service providing Companies for appearing before the Committee and furnishing information in connection with examination of the subject.

8. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in Part-II of the Report.

NEW DELHI;
28 *November,* 2005
7 *Agrahayana,* 1927 *(Saka)*

M.M. PALLAM RAJU,
Chairman,
Standing Committee on
Information Technology.

REPORT

IMPLEMENTATION OF e-GOVERNANCE PROJECTS

I. CONCEPT OF e-GOVERNANCE

In the present age of rising aspirations and expectations of people, the thrust of the Governments all over the world has been to provide good governance for peace, prosperity, growth and dignified life to its citizens. The term governance means the process of decision making and also the processes by which such decisions are implemented. Good governance is primarily based on major components like participatory, consensus-oriented, accountable, transparent, responsive, effective & efficient, equitable & inclusive and also follows the rule of law. Mr. Kofi A. Annan, Secretary-General of United Nations has rightly observed that good governance is perhaps the single most important factor in eradicating poverty and promoting development. A need is felt to build and enhance the trust between government and citizens through a system of Information and Communication Technologies (ICT) involving the least manual interface. Thus the need of electronic governance (e-Governance) has been felt as an enabler to good governance of country.

2. Electronic-Governance is the application of Information and Communication Technology (ICT) to the processes of Government functioning to bring about Simple, Moral, Accountable, Responsive and Transparent (SMART) Governance. e-Governance is the application of electronic means in the interaction between:

    a. Government and Citizens (G2C),

    b. Government and Businesses (G2B), and

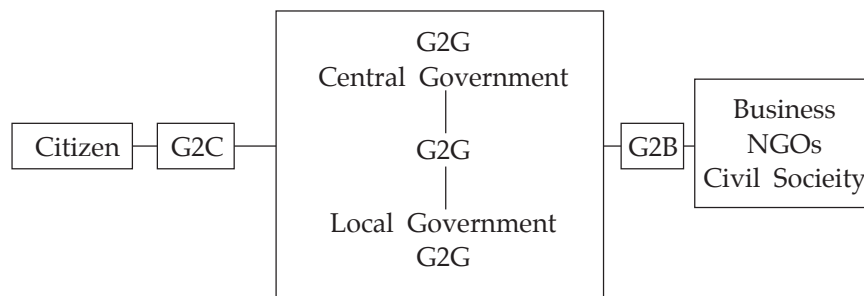   c. Internal Government operations (G2G)

Fig. 1. Interactions between main groups in e-Governance.

3. E-Governance is thus the use of Information and Communication Technologies by the Government to provide information and service delivery, encouraging citizen participating in the decision making process and making the Government more accountable, transparent and effective. Information and Communication Technology (ICT) tools, are considered to be the best delivery gateway to provide citizen centric services in an effective and transparent manner. e-Governance intend to improve the internal organizational process of Government, provide better information and service delivery, increase Government transparency in order to reduce corruption, reinforce political credibility and accountability and to promote democratic practice through public participation and consultation.

4. E-Governance, in simple terms may be considered as the performance of the Government *via* electronic medium in order to facilitate an efficient, speedy and transparent process of disseminating information to the public and other agencies and also for performing other administrative activities of Governments.

5. The Committee held discussions on the various aspects of 'Implementation of e-Governance Projects' with the National Association of Software Companies (NASSCOM) on 25th April, 2005, with the National Institute of Smart Governance (NISG), National Informatics Centre Services Incorporated (NICSI) and National Internet Exchange of India (NIXI) on 13th July, 2005, and with major IT Services/Solution Providers on 28th July, 2005. The Committee further held discussions with Central Board of Direct Taxes (CBDT), Railway Board, Centre for Railway Information System (CRIS), Ministry of Rural Development, Ministry of Road Transport and Highways, NIC and NICSI on 18th August, 2005 in the context of implementation of projects of both Central and State Governments. The Committee also had interactions with the representatives of Department of Information Technology on all such occasions. During their study-visit, the Committee also held discussions on 7th October, 2005 with the representatives of Centre for Development of Advanced Computing (C-DAC), Pune on various issues including e-Governance.

6. The Committee's analysis of the materials received from the Department of Information Technology and also their discussions with the representatives of different Ministries, Departments, various Governmental agencies and private IT Service/Solution Providers revealed that the major aspects involved in the National e-Governance Plan (NeGP) are Mission Mode Projects (MMPs), components of NeGP, Institutional framework, implementation strategy, financial allocations

and capital investment, study of e-Governance models, requirement of common-core infrastructure, establishment of State Data and State Wide Area Network, Common Service Centres, e-Governance service delivery gateway, capacity building mechanism, requirement of technical manpower, need for continuous upgradation of skills, high rate of attrition of IT workforce, outsourcing of skilled manpower, process re-engineering and change management, uniformity of standards, e-assessment, India portal, replication of successful e-Governance models, Public-Private Partnership, Role of NIC, NICSI, NISG and C-DAG etc. The Committee have *inter alia* examined all these aspects in the succeeding paragraphs under appropriate Sections in this Report.

II. NATIONAL e-GOVERNANCE PLAN (NeGP)

(a) Concept of NeGP

7. The Committee have been informed that the importance of e-Governance has been recognized in the Government's National Common Minimum Programme. The Government is committed to bring about total transparency in administration and make Government functioning more citizen centric. As e-Governance has immense potential in realizing these objectives and improving efficiency, responsiveness and convenience for end users of Government services, the Government has proposed to promote e-Governance on a massive scale by harnessing all possible resources that are available both in public and private sectors and provide required policy initiatives and budgetary support needed to stimulate its growth. Keeping these objectives in view, the Department of Information Technology (DIT) jointly with the Department of Administrative Reforms & Public Grievances (DAR&PG) conceived the National e-Governance Plan (NeGP) in mid 2003 and it received in-principle approval of the then Prime Minister on 6th November, 2003.

8. The vision, scope and objective of the NeGP is to make all Government services accessible to the common man in his locality, throughout his life through a one-stop-shop (integrated service delivery) ensuring efficiency, transparency & reliability at affordable costs to meet the basic needs of the common man.

9. On being specifically asked by the Committee to furnish a copy of the document on National e-Governance Plan (NeGP), the DIT in a note furnished on 18 October, 2005 stated as under:

"There is no formally approved document of the National e-Governance Plan although the DIT is now moving a Cabinet Note in this regard".

(b) Mission Mode Projects (MMPs)

10. Under National e-Governance Plan, initially 22 Mission Mode Projects (MMPs) were identified on 14.11.2003 for implementation on priority basis. Subsequently, four more projects have been added to the list of Mission Mode Projects namely e-courts on the suggestion of the Judiciary, e-Office on the suggestion of DAR&PG, e-Procurement on the suggestion of Central Vigilance Commission, and Employment Exchanges at the instance of the Planning Commission. The proposed plan now covers 26 Mission Mode Projects in three categories: Central, States and Integrated Services. These Mission Mode Projects (MMPs) intend to create citizen centric and business centric environment mechanisms, set up core infrastructure, formulate key policies and channelise private sector technical and financial resources into the NeGP efforts. These projects are to be taken up on priority basis by the concerned Line Ministries/Departments as indicated in table below. Some of these projects are stated to be under various stages of implementation and may require some refinement and adjustment of scoping and implementation strategy to achieve the desired service level objectives:

Sl.No.	Mission Mode Projects (MMPs)	Line Ministries/Departments responsible
1	2	3

Central Government

Sl.No.	Mission Mode Projects (MMPs)	Line Ministries/Departments responsible
1.	Income Tax	Ministry of Finance/Central Board of Direct Taxes
2.	Passport Visa & Immigration Project	Ministry of External Affairs/Ministry of Home Affairs
3.	DCA21	Department of Company Affairs
4.	Insurance	Department of Banking
5.	National Citizen Database	Ministry of Home Affairs/Registrar General of India
6.	Central Excise	Department of Revenue/Central Board of Direct Taxes
7.	Pensions	Department of Pension & Pensioners Welfare & Department of Expenditure
8.	Banking	Department of Banking
9.	e-Office	Department of Administrative Reforms & Public Grievances

1	2	3
	State Government	
1.	Land Records	Ministry of Rural Development
2.	Road Transport	Ministry of Road Transport & Highways
3.	Property Registration	Ministry of Rural Development
4.	Agriculture	Department of Agriculture & Cooperation
5.	Treasuries	Ministry of Finance
6.	Municipalities	Ministry of Urban Development and Poverty Alleviation
7.	Gram Panchayats	Ministry of Rural Development
8.	Commercial Taxes	Ministry of Finance
9.	Police (Uts initially)	Ministry of Home Affairs
10.	Employment Exchanges	Ministry of Labour & Employment
	Integrated Services	
1.	EDI (E-Commerce)	Ministry of Commerce and Industry
2.	E-Biz	Department of Industrial Policy & Promotion/ Department of Information Technology
3.	Common Service Centres	Department of Information Technology
4.	India Portal	Department of Information Technology and Department of Administrative Reforms & Public Grievances
5.	EG Gateway	Department of Information Technology
6.	E-Procurement	Ministry of Commerce & Supply/Department of Information Technology
7.	E-Courts	Ministry of Justice, Ministry of Home Affairs

11. The Committee desired to know the specific services rendered by the Consultants engaged by Department of Information Technology in connection with extending its support to concerned Government Departments in defining scope for the Mission Mode Projects in terms of service and service levels that would be covered to serve the needs of citizens and businesses and also whether the Department was

satisfied by the services so rendered by the Consultants. The DIT replied as under:

"The consultants visited a few States and held interactions with most of the Line Ministries and also studied international benchmarks for similar services to arrive at a definition of services and service levels for the various Mission Mode Projects. The DIT is satisfied with the performance of the consultant so far. However, it may please be noted that the Consultant Report has recently been circulated to all the concerned Line Ministries and a proper assessment of the Consultant role would be possible only after obtaining reaction from the Line Ministries."

12. In a specific query, the Committee inquired about the targets fixed and progress made so far in respect of each of the Mission Mode Projects identified for implementation under NeGP. In reply thereto, the Department stated as under:

"There is no time target as such for NeGP as a whole… concerned Line Ministries/Departments have been advised to work out their respective project proposals for obtaining financial approval duly indicating project service goals, outlays and time frames."

13. The DIT however did not furnish the specific information relating to the targets fixed and progress made so far in respect of each of the Mission Mode Projects under National e-Governance Plan.

14. Drawing the attention of the DIT to the fact that more than half of the period prescribed for implementation of the National e-Governance Plan *i.e.* 2003-07 is already over, the Committee enquired as to whether the target milestones upto this stage have been achieved and the pace of implementation has been satisfactory so far and if not, whether the Department has reviewed to analyse the reasons therefor so that the process could be accelerated to meet the targets. The DIT however, did not furnish specific reply to this question.

15. The Committee also desired to know the Ministry/Department/ State-wise progress of Mission Mode Projects (MMPs), with the reasons of shortfalls, if any. The Department replied as under:

"Information is not readily available. Information in respect of the approved projects would be obtained from concerned Line Ministries/Departments and on receipt of the same would be placed before the Standing Committee on IT."

16. On being enquired as to what mechanism has been evolved by Department of Information Technology to monitor the implementation of Mission Mode Projects by different Line Ministries/Departments and also about the trend reflected from the feedback received through such monitoring, the Department stated:

"…..In the absence of the required manpower and requisite tools, it has not been possible to effectively carry out monitoring of all the MMPs. The Programme Management Unit (PMU) has now been set up in the DIT and they would be tasked to provide Secretarial support to the Apex Committee. PMU will design and put in place a Programme Management Information System (PMIS), which would monitor the progress of the MMPs."

17. The Committee enquired about the persuasive techniques being adopted by the DIT to advise and encourage the Line Ministries/ Departments and also the State Governments to implement their MMPs at a faster pace. The Department, in their reply, stated as under:

"The DIT has been having constant interaction with the Line Ministries/Departments and State Governments concerned and has been offering its assistance to them in formulating their proposals. The DIT has been advocating need for building of internal capacities appointment of Mission Leader and formation of Implementation Team for each of the MMPs. It may also be mentioned that the DIT recently formulated guidelines for Capacity Building and the institutional framework for Implementing Structure with a Council headed by the Chief Minister at the top and an Apex Committee headed by the Chief Secretary for all State level Programe issues. Further as part of the guidelines there was a proposal to set up a State e-Governance Mission Team (SeMT) preferably under the Secretary, DIT which would comprise of Government and private sector personnel. The States were also instructed to put in place Departmental e-Governance Mission Teams (DeMTs) in those departments, which are having an e-Governance initiative or are proposing to have such an initiative shortly. The entire funding for setting up of a SeMT and (some) DeMTs would be borne under Additional Central Assistance to States. Further, the States had also been informed that funding for e-Governance projects in the States would depend on formulating suitable projects, which would only be possible if the SeMT was set up. Apart from this, the Department was instrumental in moving the proposal for setting up the Apex Committee under the chairmanship of the Cabinet Secretary, which has been reviewing the progress of various MMPs."

(c) Major Components of NeGP

18. To sustain the Mission Mode Projects, there is a need to create the right governance and institutional mechanism, set up core infrastructure, formulate key policies, standards and the legal framework for adoption and to channelise the private sector's technical and financial resources into the e-Governance efforts. The Committee have been informed that for this purpose, certain key components have also been identified for implementation as given below:

Sl.No.	Support Components	Line Ministries/Departments responsible
1.	Core Policies	Department of Information Technology
2.	Core Infrastructure	Department of Information Technology
3.	Support Infrastructure	Department of Information Technology
4.	Technical Assistance	Department of Information Technology
5.	R & D	Department of Information Technology
6.	Human Resource Development & Training	Department of Information Technology and Department of Administrative Reforms & Public Grievances
7.	Awareness & Assessment	Department of Information Technology and Department of Administrative Reforms & Public Grievances
8.	Organisational Structure	Department of Information Technology and Department of Administrative Reforms & Public Grievances

19. The Committee desired to know the specific initiatives being taken by the DIT in respect of each of the above mentioned components of NeGP, but no specific reply has been furnished by the DIT in this regard.

(d) Implementation Strategy

20. The Committee have been informed that various Central Ministries/Departments and State Governments are involved in implementation of the NeGP. In view of the multiplicity of agencies involved and the need for overall aggregation and integration at the national level, it has been considered appropriate to implement NeGP as a programme, define roles & responsibilities of each agency involved

and create an appropriate programme management structure. For the NeGP, the following role assignments/responsibilities are proposed to be followed:

(a) Apex Committee (NeGP), which has already been constituted with Cabinet Secretary as its Chairman and Secretary, DIT as its Member Convener, would be overseeing the programme and providing policy and strategic directions for its implementation and resolving inter-ministerial issues.

(b) Line Ministries/Departments would be responsible for the implementation of the assigned Mission Mode Projects (MMPs)/Components. These agencies would be responsible for defining Services and Service goals being aimed at for each of their assigned MMP/Components, work out implementation plan indicating major and intermediate milestones and the corresponding timelines. They would also need to appoint a Mission Leader, position a dedicated implementation team, etc. for timely completion of the project(s)/Components. In each project, service delivery areas and service delivery levels would be clearly defined; for example in land records, the services could include the issue of copy of Record of Rights and the service level for this service could be issue of copy of Record of rights in 10 minutes.

(c) To achieve the desired service levels, process re-engineering is essential and the same would form an integral part of the project design of all NeGP Mission Mode Projects. Change Management, needed to sensitise and motivate the internal and external stakeholders in the project would also be central to the implementation strategy.

(d) State Governments would be responsible for implementing State Sector MMPs, under the overall guidance of respective Line Ministries. An Apex Committee would also be constituted at the State level headed by the Chief Secretary to manage the programme at the State level.

(e) DIT would be the facilitator and catalyst for the implementation of NeGP by various Ministries and State Governments. It would serve as a secretariat to the Apex Committee and assist it in managing the programme of the Governments and would also provide technical assistance to them. In addition, it would implement pilot/ infrastructure/technical/special projects and support components of the NeGP.

(f) DAR&PG would be responsible for the Generic Process Re-engineering, Change Management, Human Resource Development and Training and Awareness building. For the last two components they would be sharing responsibility with DIT.

(g) Planning Commission and Ministry of Finance would allocate funds for NeGP through Plan and Non-Plan budgetary provisions.

21. The Committee also wanted to know about the specific requests received from the Line Ministries/Departments in regard to different aspects of NeGP and the assistance rendered by Department of Information Technology from time to time in this regard. The Department, however, did not furnish any specific reply to this.

22. On being asked as to whether instances have come to the notice of Department of Information Technology where the Line Ministries/Departments found it difficult to define scope for the Mission Mode Projects and if so, how did the Department helped them to overcome such difficulties, the Committee was informed as under:

"Some departments have faced difficulties in defining service levels. This is particularly true of those departments, which are at an early stage of project formulation. Interaction with the line ministries to define service levels has been an ongoing process and the latest assistance provided to the departments was through the consultants, appointed by the DIT, to define the services and service levels for various Mission Mode Projects under the NeGP."

23. The Committee then asked about the initiatives taken by the DIT under NeGP. In reply, it was stated that there was State Wide Area Networks (SWANs), Common Services Centres (CSCs), State Data Centres (SDCs), India Portal, e-Governance Service Delivery Gateway, Standards in e-Governance, Capacity Building, e-readiness, e-assessment, Horizontal Transfer of successful e-Governance applications and setting up of a Programme Management Unit in DIT for NEGP. Information regarding initiatives taken so far by DAR & PG under the NeGP was stated to be not available with the DIT and was being collected.

24. On being asked about the mechanism existing for co-ordination of functions of Department of Information Technology (DIT) and Department of Administrative Reforms & Public Grievances (DAR&PG) in regard to implementation of NeGP, the DIT replied that both DIT and DAR&PG are represented on all the major committee constituted for the NeGP (like Apex Committee, Advisory Group) and as such coordination among them is ensured through these Committees.

(e) Institutional Framework for NeGP

25. As regards the institutional framework for NeGP, it has been stated that for the effective management of the NeGP, an organizational structure has been worked out that will accord credibility to the programme, provide a forum to solicit views of stakeholders, oversee the programme and resolve inter-ministerial/inter-departmental issues, ensure speedy sanctioning of projects. The structure would have the needed secretarial/monitoring/technical support and appropriate decentralization of power and responsibility to ensure effective execution of the various projects/components by the implementing departments/teams. Key components of the proposed **Programme Management Structure** would be:

(i) **Cabinet Committee on Economic Affairs** (CCEA) for programme level policy decisions; and for according approval to projects valued at more than Rs. 100 crores.

(ii) **National e-Governance Advisory Group,** which has already been constituted, headed by the Minister C&IT, to solicit views of external stakeholders and to provide inputs to the CCEA, advise the government on policy issues and strategic interventions necessary for accelerating introduction of e-Governance across Central and State Government Ministries/Departments.

(iii) **Apex Committee (already constituted)** headed by the Cabinet Secretary empowered to drive and monitor the NeGP programme; approve MMP services and Service levels, define programme related conditions of participation by State Governments in the NeGP. The Apex Committee would also be empowered to add or delete MMPs as considered appropriate.

(iv) **Empowered Financial Committee** headed by Expenditure Secretary to accord approval for the NeGP projects costing Rs. 25 crores and above.

(v) **Expenditure Finance Committee/Committee on Non Plan Expenditure** to financially appraise/approve projects as per existing delegation of financial powers. EFC/CNE headed by Secretary Expenditure to define the financial terms of participation by State Governments in the NeGP, with the approval of the CCEA. A representative of the Planning Commission would also be included in both the EFC and CNE. EFC headed by Expenditure Secretary would also

recommend the manner in which NeGP Projects are to be implemented, *i.e.* as a Central Sector Scheme, Centrally Sponsored Scheme etc., to the CCEA. Also, considering the complexities of the Programme and the need to look at issues such as overall technology architecture, framework, standards, security policy, funding strategy, service delivery mechanism, sharing of common infrastructure etc. at a program level it is proposed that the Technical appraisal of all NeGP Projects be done by the DIT, prior to a project being placed before the EFC/CNE. It may be mentioned that the DIT is already setting up a Programme Directorate to provide support to departments in conceptualizing, developing, appraising, implementing and monitoring respective, MMPs, as well as to provide secretarial support to the above committees. It is being proposed that the Secretary DIT or his representative may also be included as a Standing Special Invitee to all EFC meetings, which are appraising/approving NeGP MMPs.

(vi) **State level Apex Committees** headed by Chief Secretaries to allocate State level resources, set priority amongst projects and resolve inter-departmental issues. The States have also been directed to build up capacities to ensure that e-Governance projects proposed to be undertaken under the NeGP are smoothly implemented. The States are also being funded to build their capacities by setting up State e-Mission Teams and have an appropriate governance structures to ensure that implementation is taken up as a programme.

26. Asked whether the proposed organizational structure as stated above was in place and started functioning, and also what important decisions have been taken by them so far, the Department informed the Committee as under:

"For the NeGP, the institutional mechanism is being evolved and would be put in place after obtaining approval of the competent authority".

(f) Study of e-Governance Models

27. The Committee desired to know whether the Department has made a comprehensive study of the e-Governance systems existing in some of the developing countries. In reply, the DIT has stated that the approach to NeGP is based on lessons learnt from the past and experiences from successful e-Governance applications that have been

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implemented nationally and internationally. However, no formal study of e-Governance in developing countries has been undertaken. Information has only been gathered from the published materials/reports. There could be a need to acquire know-how for programme management practices being followed in other countries. This is also a focus area of the collaboration being discussed with the World Bank.

28. During evidence of the representatives of National Institute of Smart Governance (NISG), it has been stated that one of the area which is needed to run the NeGP project smoothly is knowledge management which means how to learn what has happened in one part of a State or States or in the world and how lessons can be learnt and translated to different parts of the country.

29. In post-evidence questionnaire, the Committee enquired as to whether any study has since been undertaken to find out the strategy behind the reported tremendous success of various e-Governance projects in the developed countries and if so how far those strategies could be effectively used in implementation of several such projects in our country, the Department replied as under:

"It has been observed from the study of the domestic e-Governance projects that there is no substitute of field study to comprehend various salient features and the critical success factors related to the successful e-Governance projects. In most of the situations, recipe of success is quite embedded into the process of implementation and design of the deliverables. On-site field studies in other developed countries would help in expanding the knowledge base and experience that would be beneficial in executing similar projects in India. However it has to be kept in mind that conditions in those countries as well as motivation for under training e-Governance initiatives can be quite different from ours. Visit & study of implementation in developed countries should be encouraged at the project and programme levels."

III. FINANCIAL ALLOCATIONS AND CAPITAL INVESTMENT

30. The information furnished to the Committee indicated that for promotion of e-Governance, the DIT had provided a budgetary support of Rs. 215 crore during 2004-05 which was fully utilized and has made a provision of Rs. 300 crore in 2005-06. Similarly, Planning Commission provided a support of Rs. 17 crore during 2004-05 and has kept a provision of Rs. 30 crore in 2005-06 for NeGP.

31. To a specific query regarding requirement of funds for NeGP, the DIT has stated to have been discussing detailed requirements of funds with the concerned Line Ministries/Departments who are nodally responsible for the implementation of various MMPs. The MMPs account for major fund component of the NeGP. To a subsequent similar query, it has been stated that requirements of funds has not been finalised yet as most of the projects are under various stages of formulation. It will take another 3-4 months before scoping of the projects is completed and funds requirement fainlised.

32. The Committee observed that the Department of Information Technology had awarded a Consultancy assignment to Price Water House Coopers Pvt. Ltd. for programme management structure and funding arrangement for NeGP. The task included: (i) to recommend appropriate Programme Management Structure (PMS) for NeGP covering all projects and components; (ii) to recommend broad project management mechanism and structures for various projects and components and their linkage with PMS; and (iii) to recommend an appropriate fund mobilization management and deployment strategy and structure for NeGP.

33. When asked about the major recommendations of the report, the Committee have been informed that the Price Water House Coopers Pvt. Ltd. (PWC) has generated a set of feasible options regarding the programme management structure and funding structure for the NeGP. As regards follow-up action initiated by the Department on the recommendations made in the said report, it has been stated that follow up discussions were held with Planning Commission as well as with the Ministry of Finance (MoF). The PWC report provides inputs to the DIT for discussions with the World Bank on Funding and Programme Management Support for the NeGP. However, concretization of possible programme and funding structures is an ongoing process.

34. The Committee drew the attention of the Department to the discussions stated to have been held on 22.12.2004 under the Chairmanship of Secretary, Planning Commission where it was decided that NeGP should clearly indicate how the plan would link-up transfer of 2-3% of Plan funds allocated to Line Ministries for e-Governance and IT related activities and how the 2-3% would come from in the Ministries where there is no Plan funding like Ministry of Finance and how would they be accommodated in the NeGP. It was further mentioned in the said discussion that only after ascertaining clear-cut funding pattern and process re-engineering methods appropriately incorporated in NeGP, the Department of Information Technology could

go for approval. In this context, the Committee enquired about the follow up action taken by DIT. In reply, the Department stated as under:

"At present, there is some level of aggregation of funds through provisioning of budget allocation to DIT for NeGP components including common infrastructure, allocation to NIC and provisioning of Additional Central Assistance to States for NEGP. A concept Note has also been submitted to the Finance Ministry regarding sources and pattern of funding for the NeGP and the same is under discussion. So far, no agreed position has emerged regarding pooling of resources and creating a single fund for the NeGP."

35. The Committee desired to know the total requirement of funds under each Mission Mode Projects for their implementation during the prescribed period of four years from 2004-2005 and also the actual allocation and utilization of funds so far. The Department stated that the total requirements of funds for each MMPs was still being worked out.

36. When further asked about the pattern of sharing of the funds among DIT, Line Ministries/Departments and State Governments for implementation of various MMPs, the DIT has stated that as of now, the pattern of cost sharing varies from project to project since the Line Ministries concerned most the cost sharing proposals. Thus for example for the SWAN project, DIT has taken the position that the recurring bandwidth cost and site preparation should be borne by the States, while for the Transport Project, the Ministry of Road Transport and Highways has maintained that the Ministry would only fund a pilot with the roll out should be implemented by the States on their own. For the World Bank project, the DIT is proposing a 75:25 cost sharing arrangement between the Centre and the States for which proposals is yet to be accepted by the MoF.

37. During discussion with the representatives of NASSCOM on 25.04.2005 on the subject, the Committee was informed about the low capital investment in IT Sector in India, as under:

"First, despite the phenomenal success of India's IT industry, it has been a success serving foreign markets. India's domestic market has been left behind. The first way to realize this is to think of the amount of total capital in India's economy, the capital being the machines plants and equipment. I am talking about capital in the economic sense, that is how, much of that is IT capital. The capital

share in India is low. In fact, it is the lowest among the 30 economies according to my studies. I will provide more statistics in a minute. But, the second point I want to make is that use of IT, particularly, industry use of IT provides the greatest impact on economic growth. In effect, it has a terrible charging effect on growth? Because India is under invested in IT capital.

xx   xx   xx

If somebody says of IT, we can think of India or perhaps the US or Ireland. But I doubt that anyone would say of Turkey, Columbia, the Philippines and Thailand. But in each of those countries, IT capital accounts for more of the total capital than it does in India. In each of those countries, the economy has invested more in IT capital than an India. In India, the IT capital share of the total capital is only three-and-a-half per cent. The average among the eight countries that have also under-invested, the average IT capital share is approximately 25 per cent. So, despite the phenomenal success of India's IT industry, India's economy has significantly under-invested in IT capital."

IV. CREATION AND SHARING OF INFRASTRUCTURE

(a) Requirement of Common-Core Infrastructure

38. The Committee desired to know about the various types of infrastructure that are required for implementation of different e-Governance projects. In reply, the Department informed that apart from computer hardware & software, most of the e-Governance projects need Data Connectivity, Secured Data Repositories and Service Delivery Outlets/Access points. Under the NeGP, following common core infrastructure is being considered:

- National/State Data Centres

- State Wide Area Networks/augmented NICNET to carry both Central and State e-Government data/services

- Common Services Centres infrastructure to connect the areas below the block level with the rest of the country through SWAN/NICNET for citizen-centric services.

39. The Department however did not furnish details of infrastructure created separately by the Line Ministries/Departments and different State Governments for implementation of various e-Governance projects. As informed, the Department of Information

Technology is contemplating to create common infrastructure in respect of SWANs, Data Centres and CSCs, which can be used by the different Ministries/Departments and State Governments for G2G (Intranet) and G2C applications.

40. To a pointed question as to what specific initiatives have been taken by the Department of Information Technology for developing common infrastructure and also for sharing of the existing infrastructure for faster implementation of projects at lower costs, the Department stated that the DIT has already been initiatives for developing the SWANs and the Common Service Centres (CSCs). The SWAN scheme has been approved at a total outlay of Rs. 3334 crores with central assistance component of Rs. 2005 crores over a period of 5 years. For the CSCs, DIT has called for proposals for selection of a National Level Service Agency (NLSA) to manage the CSC programme. All departments have been advised to make use of common core infrastructure as a part of their project design. There is considerable cost advantage in pooling of resources by way of creating common core infrastructure.

41. The representative of Tata Consultancy Services (TCS) during discussion with the Committee on 28 July 2005 stated as under:

"....The IT provides an opportunity to create that binding factor which can help achieve shamelessly inter-operable Government.....The need for holistic deployment of IT rather than pilots. ....You can redefine the Department's role in the light of acts like IT wing being able to provide interpretability across the Departments in the light of the fact that you have the Right to Information Act. You will have a tremendous transformational responsibility of the Ministries as in the case of Central and State Governments. Share Infrastructure: Everybody has his own network, everybody has his own data centres; and everybody has his own applications. The IT deployment provides the opportunity for sharing infrastructure and thereby reducing the cost or defraying the cost across many Ministries rather than everybody building his own castles and empires."

42. Expressing their concern over the duplication of infrastructure being created while implementing MMPs under NeGP, the Committee desired to know how it would be ensured that the resources were not wasted in creating separate infrastructure. To this, the Secretary, DIT submitted during evidence:

"At the moment, so far our network is getting established. So, there was no intention to stop their work. At the moment, it is

going on, but for the future projects, wherever the infrastructure is already being created under some other scheme of the Government that attempt is being made by whoever represents our department under such Committee, that is one of his functions."

43. Referring to Railways and Telecom Companies who have their own networks, the Committee pointed out that it would be advisable to use their infrastructures which are already available, while ensuring that they have adequate bandwidth for their transactions. To this, the Secretary, DIT submitted that they have been trying to work out an aggregation of all these bandwidth for carrying some of their traffic. Power grid, Railnet and GAIL together have fair amount of capacity. DIT has also been talking to Department of Telecommunications and have also taken approval within the Ministry in this regard. If these organizations can get the license, a lot of e-Governance services can go on their network. Subsequently, in a written note furnished to the Committee, it has been stated that DIT is contemplating to create common infrastructure in respect of SWANs, Data Centres and CSCs, which can be used by the different Ministries/Departments and State Governments for G2G (Interanet) and G2C applications.

(b) State Data Centres (SDCs)

44. Accordingly to DIT, establishment of State Data Centre (SDC) has been identified as another important element of the core infrastructure for supporting e-Governance initiatives under the NeGP. It is proposed to create data repositories/data centres in various States so that common secured data storage could be maintained to serve host of e-Governance applications. Most of the States are conceptualising setting up of Data Centres and would need GOI technical and financial assistance both for the project formulation and its establishment. Broad policy guidelines are being formulated by the DIT to support these initiatives at State level.

45. The Committee learnt that the DIT had sanctioned the project for establishing the State Data Centre to the Government of Karnataka though the guidelines in this regard are still under consideration. When asked about the reasons for such disparity, the Committee have been informed that Karnataka is one of the States which has computerized the Land Records. It has implemented the same in all the 178 Taluks across the State. The State had dispensed with the manual system of Record of Rights and completely implemented the computerized system. It was felt necessary to centralize the 30 million land records in a

central location and also host various other applications viz. property registration, Rural Digital Services etc. at the Central location. It was also not feasible to wait until formulation of the guidelines for State Data Centres (SDCs). This initiative was thought to serve as a learning and an experience to the DIT towards common Technology Infrastructure for centralized management, monitoring and troubleshooting etc. which other States could also, consider eventually for adoption in the land Records Computerization Programme and various other e-Governance initiatives. Lastly it was felt that this experience would provide valuable ground-level inputs into the guidelines for establishment of SDCs.

46. When asked as to how the Department would utilise experiences gained so far in establishing State Data Centres (SDCs) in other States, it has been stated in a written note that the Karnataka Data Centre has been operationalised recently. This was taken up as a proof of concept. The experiences/learnings are being documented by the State on the request of the DIT, which shall be studied and kept in view while considering proposals from other States.

47. Regarding the time frame for establishing the State Data Centres (SDCs), it has been stated that no fixed time frame has been set for establishing them. Several States are planning to set up Data Center with a view to aggregating their IT infrastructure/resources at a common location at the State level as opposed to having disperate infrastructure at the departmental/district/block level. It is intended to extend technical and financial support to the States in this initiative once the scheme is finalised in this regard.

(c) State Wide Area Networks (SWANs)

48. Network connectivity is a significant enabler of any modern, efficient administration. The Development Block is the basic tier of the development administration, particularly for rural areas in our country. Provision of reliable network connectivity, particularly for rural areas, is an imperative. The DIT has, therefore, decided to extend the high-speed, high capacity (minimum 2 Mbps) reliable network connectivity for Government-to-Government communication up to the Block level through State Wide Area Networks and/or NICNET. The latter is currently being run by the National Informatics Centre *i.e.,* primarily as a VSAT based network up to the District level.

49. It has been further informed that various e-Governance projects, which would be implemented in a phased manner over the next 4-5 years by the Line Ministries/Departments concerned at the Central

and State levels may avail themselves of seamless connectivity using these State Wide Area Networks (SWANs) and NICNET. This network connectivity could also be progressively leveraged to provide electronically to citizens at the village level by extending its reach purpose appropriate Policy Framework is being worked out keeping in view the recently announced Broadband Policy.

50. It has been further stated that the Department of Information Technology (DIT) is primarily responsible for establishing the shared Core backbone Infrastructure identified in NeGP. Policy Guidelines have been issued laying down the modalities for technical and financial support that will be provided by the DIT to the States for establishing State Wide Area Networks (SWANs). These include the technical and administrative norms to be followed by the States, depending on the implementation option adopted by each State to establish the SWAN. For this purpose, a scheme to establish State Wide Area Networks for providing data connectivity of 2 MBPS at block level has been approved at a total outlay of Rs. 3334 crores with Central Assistance component of Rs. 2005 crores over a period of 5 years.

51. In a written note furnished to the Committee, the Department has stated that the following eligibility criteria are fixed for the State/UTs for preparation and submission of the SWAN proposals.

"States would need to enter into firm agreements regarding bandwidth with operators in order to avail of the DIT support for establishing SWANs. A State may opt for coverage up to district level only initially, or up to block level. Minimum bandwidth to be made available would be 2 Mbps up to district level as well as up to block level on a dedicated basis (leased lines/satellite). The DIT would separately indicate Norms for leasing of bandwidths in consultation with DoT and BSNL. States utilize these Norms as benchmarks for contracting. The State would need to make available to 2 Mbps bandwidth (which is negotiated from the service provider) to the PPP vendor or to NIC depending on the implementation Option adopted for establishment of the SWAN.

A State would need to have undertaken implementation of at least three major statewide e-Governance projects that require such connectivity of which at least one should have been completed in order to be eligible for funding support."

52. The Committee was earlier informed that during the year 2004-2005 proposals from 14 States/UTs for establishment of State Wide

Area Network (SWAN) had been received and these States/UTs had selected the following implementing agencies:

Sl.No.	State	Implementing Agency
1.	Uttar Pradesh	NIC/NICSI
2.	NCT Delhi	NIC/NICSI
3.	Kerala	C-DAC, Trivandrum
4.	Punjab	Punjab State e-Gov. Society, Chandigarh
5.	Karnataka	Karnataka Power Corp. Ltd. Bangalore
6.	West Bengal	Webel Technology Ltd., Kolkata
7.	Maharashtra	Setu Maharashtra Society, Mumbai
8.	Gujarat	Gujarat Informatics Ltd., Gandhinagar
9.	Assam	Amtron Ltd., Guwahati
10.	Madhya Pradesh	MP State Electronics Dev. Corpn. Ltd., Bhopal
11.	Jharkhand	Jharkhand Agency for Promotion & IT, Ranchi
12.	Andhra Pradesh	APTS Ltd., Hyderabad
13.	Tripura	NIC/NICSI
14.	Tamil Nadu	ELCOT Ltd., Chennai

53. In a subsequent note submitted to the Committee, the Department informed that proposals from 17 States had been received, considered and approved by the Empowered Committee. SWAN proposals have not been submitted by the States of Goa, Uttaranchal, J&K, Nagaland, Manipur, Arunachal Pradesh, Mizoram and Meghalaya and from the UTs of Daman & Diu, Andaman & Nicobar, Dadar and Nagar Haveli. Out of these States, Mizoram as already been granted fund for Project Development and other pre-project activities. As informed by the DIT, similar proposal for Project Development and other pre-project activities are expected shortly from Manipur, Meghalaya and Arunachal Pradesh. First version of proposals from Chhattisgarh, Orissa, Bihar, Chandigarh, Pondicherry, Lakshadweep have been received and are under scrutiny and revision stage.

54. To a follow up question as to what steps have been taken to expedite the submission of SWAN proposals by all the States, The Committee have been informed that the Department of IT is under

constant dialogue with State IT Departments to facilitate submission of the SWAN proposals within next 2 to 3 months time.

55. The Committee specifically desired to know as to how the delay in submission of SWAN proposals by the States would affect the timely implementation of various e-Governance projects. To this, the Department responded as under:

"Since e-Governance projects are expected to use the common core infrastructure including SWAN, any delay in the implementation of the SWAN would have direct bearing on the implementation of the e-Governance projects. In this context, while preparedness of the States on back-end integration requirements of the e-Governance projects are closely coupled with their SWAN proposals, one of the eligibility criteria for the States to prepare and submit SWAN proposal requires implementation of at least three major e-Governance projects that may require SWAN connectivity. These eligibility criterion with respect of the preparedness may have caused some delay from some of the States/UTs to prepare and submit their proposals."

56. Regarding the time frame for establishing the State Wide Area Network, it has been stated that the establishment of SWAN in the States envisages three stages of the implementation process, after the approval, as given below:

- Finalization of the Network Design, Request for Proposal and Selection of the Network Operator including finalization of the Service Level Agreements—expected time frame 4-6 months.

- Physical commissioning and testing of the network upto the Block level in line with the approved network design— expected time frame 6-8 months or more depending on the size of the State.

- Hand holding and monitoring of the network performance in line with the Service Level Agreements—fixed 5 years.

57. The Department of IT has informed that in those SWAN cases where the Implementing Agency is a Central/State-owned agency, there may be a requirement of one-time up front payment for the capital expenses. All other expenses would be incurred as recurring for the project duration of 5 years. For the other cases, wherein SWAN would be implemented through a PPP model, the DIT's liability would be for

the total project outlay devided by 5 years on a quarterly basis (20 quarters for 5 years) in the form of 'Quarterly Guaranteed Revenue' (QGR) expenses, to be released by the DIT to the State Implementing Agency on a quarterly basis.

(d) Common Services Centres (CSCs)

58. The Committee have been informed that a Draft Frame Work for establishment of 1,00,000 CSCs across the country has been finalized and posted in the DIT Website to make it available to all stakeholders. Earlier versions of this Draft Framework had been discussed at various levels *viz*. entities currently active in ICT based kiosk business, NGOs, academic institutes and State Governments. Another round of formal consultations with the State Governments on various details on the structure of implementation is envisaged within few weeks. The Framework will take its final shape in the form of an Annexure to the Cabinet Note, which is planned to be submitted for consideration and approval of CCEA by November 2005. The salient features of the Draft Frame Work are as follows:

- Three-tier implementation structure with State Governments/ their field formation at the top-tier, Service Centre Agency at the middle tier and Village level Entrepreneur at the bottom tier.

- An entrepreneur ship-based business model to ensure financial sustain ability to be achieved within a reasonable period.

- Institutionalization of a Programme management, facilitating and hand holding mechanism involving all stakeholders, to ensure operational sustain ability within a defined period.

- Operational and final ownership of the CSCs to be passed on to the Village level Entrepreneur after a defined period.

- Citizen-centric services to be made available at remote and rural areas with a judicious mix of government and private services to ensure credibility and sustain ability respectively.

- Calibrated policy and financial support to the Scheme by DIT to provide balance between fast proliferation and ownership among stakeholders.

59. As regards the estimated time frame for establishment of Common Services Centres (CSCs), it has been stated that based on the

framework, the DIT is currently in the process of selecting a National Level Service Agency (NLSA), which would carry out the following activities:

(i) Effective project management and implementation,

(ii) Mobilise requisite financial resources to supplement Government support to the project,

(iii) Benefit from significant economies of scale in the identification, customization and implementation of the physical and digital infrastructure,

(iv) Enable aggregation of potential citizen-centric services at the national level,

(v) Agglomerate best practices and content providers, and

(vi) Incorporate standardized design, content and processes.

60. It has further been informed that expression of Interest stage is now over and Request For Proposal (RFP) has been sent to the short listed vendors. After the selection process is over, the selected NLSA would be given responsibilities to carry out the tasks mentioned above and ensure successful and timely implementation of the CSCs project. The target for setting up the 1,00,000 CSCs is stated to be 2007.

61. During evidence, the Committee enquired about the possibility of establishing the CSCs as revenue model which could create employment for the people. The Secretary, DIT replied as under:

"It is contemplated that it will be done involving private entrepreneurial model. Guidelines for that are still being worked out. We have not yet issued the guidelines."

62. The Committee pointed out that it was important not only to build efficiency into the system, but the manner in which it was being delivered at the implementation level. It would not be a pleasurable experience for the average citizens to go to locations that would not suit them, irrespective of it being a manual process or automated process. To this, the Secretary, DIT submitted:

"Sir, the points suggested by you have also been envisaged under National e-Governance Plan, and the Ministry has been working on it. However, if the Committee so directs, then we will take a little more interest in this issue. The whole purpose of it is to make it a more effective model. They already have the pilot project, and the concept, which is proven. Therefore, it is only a question of rolling out."

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63. In their 15th Report (14th Lok Sabha), the Committee had observed that the Department of Information Technology had successfully set up 487 CICs in eight North-Eastern States and 60 CICs in J&K on replications basis to bring the benefits of ICT for socio-economic development of these areas by providing broad band connectivity. The remaining 75 CICs were to be set up by October, 2005 and the proposal for setting up CICs in Uttaranchal had been formulated and the EFC Memo of the project was under review by Planning Commission and Ministry of Finance.

(e) Integrated Service Delivery Mechanism

(e-Governance Service Delivery Gateway)

64. The Committee have been informed that the DIT has initiated a pilot implementation of the Mission Mode Project on E-Governance Service Delivery Gateway through National Institute for Smart Government (NISG). This Gateway will be forming a part of the NeGP Core Infrastructure that would enable connectivity between multiple back-end applications with multiple front-end service providers in a secure and reliable manner. An Advisory Group and a Technical Sub-Committee comprising of members from NIC, NISG, CDAC, DAR&PG and Industry has been constituted to oversee and guide the implementation of the Gateway pilot. A Proof of Concept of the Gateway Pilot has been built and demonstrated. Gateway Specifications and Request for Proposal is currently being formulated.

65. The Committee desired to know the steps taken by the Government to establish an effective integrated delivery mechanism for single window delivery of various public services under different e-Governance projects and also the progress made so far in this regard. In reply, the Department elaborated that under the NeGP, some initiatives like India Portal, EG service Delivery Gateway, e-Biz, Common Service Centers have been taken to achieve the objective of single window facility for delivery of public services.

66. During the discussion held on 28th July 2005, a representatives of the IBM expressed their opinion before the Committee about the service delivery as under:

"If we look into the overall different milestones in which different Governments right from the place of a manual Government up to a completely automated Government, we think, there are four ways by which the Governments can implement the e-Governance project. They can start with online information to citizens wherein citizens

can just go and access various websites. They can also get into an Interative System where the citizens can start getting some information, downloading the forms and updating the information as and when required. Then, there is Integrated Government where two Governments or two Departments can start talking and also provide the citizens various services. We have an On-Demand Government model where Governments can provide services instantaneously. We also have to pick up policies as well as processes and the infrastructure wherein Governments, Ministries, Departments, etc. can actually say with confidence that they can reach the citizens instantaneously."

(f) e-Security

67. On being asked as to what effective measures were being taken to make infrastructure safe and secure to avoid loss/misuse of valuable information/data, the Department has informed that the Safety of the infrastructure involves both physical and logical security. While physical security is ensured through normal conventional methods (guards, access and control to authorized persons, surveillance, fire safety etc.) and, logical security is implemented in the system to safeguard from hackers, unauthorized access, viruses, denial of access service etc. by Firewalls, Intrusion Detection Systems (IDS), Disaster Recovery Sites, Data Back-up etc. through well laid down policies and security measures.

V. FACILITATION AND EXPANSION

(a) Uniformity of Standards

68. In a note furnished to the Committee, it has been stated that a Core Group on standards in e-Governance has been constituted by DIT with DG, NIC as the Chairperson. Four sub-groups viz. major priority areas, documentation, quality & localization have been constituted under the Core Group to look into specific areas. Institutional mechanism for evolving and enforcement of Standards for NeGP has been finalized. NIC would be creating a separate "e-Governance Standards Division" to steer the process of evolving standards, Apex Committee under the Chairmanship of Secretary, DIT would be approving standards and STQC would be responsible for documentation, adoption and enforcement of standards.

69. The DIT subsequently informed the Committee that the sub-groups on Documentation, Quality, Major areas and Localization helping a core group on standards in e-Governance have submitted their

reports. Asked about steps taken on the major recommendations and to bring uniformity in standards of various e-Governance projects being implemented by different Line Ministries/Departments and States, it has been informed that some of the Key priority areas of immediate concern identified by the Core Group for Standardization are Technical Standards, Localization Standards, Quality & Documentation, Security Standards and Meta Data & Data Standards for various application domains.

70. It has further been informed that as setting Standards and their maintenance are an ongoing concern, it is important to establish an Institutional Mechanism to evolve them and put in place a process for adopting and maintaining them. Based on the recommendations of the core group, an Institutional mechanism has been setup for evolving e-Governance standards at the National level.

(b) e-Assessment

71. The Committee have been informed that e-Assessment is one of the important components of NeGP. It is planned to list out all the e-Governance projects running across various States and at the National level and undertake Summary/Detailed assessment of these projects for their effectiveness and sustainability. e-Governance Assessment Framework (EAF 2.0) has been prepared and has been put in public domain on DIT Website. A Working Group has been constituted to provide overall guidance and steer the e-Assessment progarmme.

(c) India Portal

72. In a note furnished to the Committee, it has been stated that the India Portal is envisaged to be a unified portal for accessing information in the State Sectors (Executive, Judiciary, Legislature and Constitutional Authorities), for electronic delivery of citizen services and a major facilitator for implementing e-Governance initiatives. This project is being implemented by the NIC and would be an extension to their "India Image" portal catering to the G2C services. A prototype Portal would be up and running by September 2005.

(d) Replication of Successful e-Governance Models

73. The Committee have been informed that the DIT has initiated a pilot scheme aimed at spreading the benefits of e-Governance to citizens in all parts of the country. One key component of this multi-pronged initiative is to identify and replicate major successes that have been achieved in some States. The specific success stories that have

been identified on this basis are Land Records, Transport, Registration, Municipalities, Gram Panchayats and Integrated Citizen Service Centers. Each of these projects has been implemented very successfully in one or more States. However, most other States, for various reasons, have not been able to cross implementation hurdles and derive the benefits of these projects. The successful implementation models of Land Records, Property Registration and Road Transport sectors were first studied in the States viz. Bhoomi in Karnataka, SARITA in Maharashtra, CARD in Andhra Pradesh, Vahan, Sarathi in Himahal Pradesh and a strategy was formulated to replicate in other States on a pilot scale with necessary modification to suit the State's requirement. Success of such projects depends on capturing entire solutions including technology components, process re-engineering and change management and transfer the knowledge and experience through other states as a package of assistance. It is envisaged that at the end of the pilot implementation Request for Proposal (RFP) will be generated for roll out with an appropriate PPP model.

74. It has further been informed that the strategy is to build capacity to horizontally transfer the recipe for success from the successful to the not-so-successful States. So far, replication project is being carried out in 17 States, with a total of 14 pilot projects on Land Records, 11 projects on Property Registration and 6 projects on Road Transport. Though there are various factors contributing to the success of the pilot projects under the Replication Program, the success rate is generally high for those projects where degree of State ownership has been high and where there has been active participation by project committee members.

75. To a specific query, it was stated that the Replication Project was to be implemented at the pilot district of those States which made request for DIT assistance in implementing the same. Though the project was to be funded centrally, it was envisaged that the State would take the ownership of the project. For replicating the best practices from successful projects, DIT offered its financial assistance to various States for covering one district in each State on a pilot basis so that a workable model can be developed for subsequent State-wide roll out. On receiving willingness from States, projects are initiated on Land Records, Registration and Transport.

76. As regards project monitoring, it has been informed that a State Level Committee was formulated, typically chaired by the Secretary from the respective Line Department. A Project Manager, typically a District authority, was to monitor the project implementation.

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When asked about the constraints being faced by the States in implementing the above-mentioned projects, it has been stated that as the States officials who have been appointed as Project Managers have additional responsibilities at the District Level, it often prevent them from giving the project the necessary fillip to ensure timely intervention. Frequent transfers, reallocations also hamper the project momentum. Legal changes to necessitate project success in terms of banning of manual records, etc. are done towards the fag end of the project and this also delay project completion. However, one of the key success criteria is stated to be the complete replacement of manual records and discontinuation of the manual system, though many States have not fully discontinued the use of manual system/process.

77. During the discussion held on 28 July 2005, a representatives of IT Service/Solution providers, expressed their opinions as under:

"IT takes a lot of time to build solutions and therefore we are focusing on the need of reliability. What has happened in the Ministry of Company Affairs, for example, could actually work for Ministries across the Government of India. What is the need for re-doing all these applications over and over again? What is the need of having data centers for each Ministry across the country incurring a lot of capital expenditure where we could have a leverage for Government? So, it is time for us to adopt e-framework, move forward to e-vision and have elements in a roadmap so that we can then employ and implement a holistic development IT which ultimately is not in the forefront but it only enables governance.

**   **   **

This is regarding successful e-Governance project. They have to be identified and appropriately funded so that they can be replicated all over the country. I think, this is a very important need because everyone is trying to reinvent will have maximum impact. The Government has to really see which one are the ones which the Government actually propagate to take them all over the country.

**   **   **

Another point is to standardize, customize and to replicate. Instead of starting, many projects are being getting rolled out. They are getting changed to the customized localized requirement. Instead of it, let us standardize the set of practices. They say that this is what we are offering and this is what is to be replicated across the country."

78. During the discussion held on 18th August 2005 with the representatives of Centre for Railway Information Service (CRIS), the Committee were informed that the Railway Project, though was not part of the National e-Governance plan but it was one of the better achievement of the government in delivering services in a very transparent and convenient way. The Pilot Project of Railway was started in 1984-85 in Delhi initially and once it became successful, it was replicated in four other centers in Sikandarabad, Chennai, Kolkata and Mumbai. The whole system was networked and the CONCERT (Country Wide Network of Computerized Enhanced Reservation and Ticketing) started in 1999 by which any person could reserve for any train from any where in the country. The CRIS was equipped to provide technical support and services to develop, setup, operate and maintain any computerized system and underlying infrastructure. CRIS has got a judicious mix of both the domain and computer professionals.

79. The representative of the Central Board of Direct Taxes (CBDT) informed the Committee during their evidence on 18th August 2005, that in 2002 when the National e-Governance Plan was thought of, they devised functionality by which a number of services would be delivered to tax payers through electronic means. There were eight services, which were identified for electronic delivery as part of the National e-Governance Plan. Some of them were dissemination of tax related information, information on PAN, on line filing of PAN application, PAN related enquiry, payment of challan, on line preparation of returns etc. The concern of the Department was to reduce the interface between the department and the taxpayers. Most of the services were being brought on the electronic delivery system only for the reason that the taxpayers need not come to office of collecting these kinds of routine things.

80. The representative of the Ministry of the Road Transport and Highways informed the Committee during evidence on 18th August 2005 as under:

"We have provided two software with the help of NIC, that is, software for RC is called VAHAN and the software for the driving licence is called SARATHI. Thus, we also have to provide them the Smart Card Security Infrastructure that is Symmetric Key Infrastructure (SKI).

We have also developed it through NIC and IIT, Kanpur and also we have got it audited by a third party to ensure that proper processes are in place. In the front end it would require a smart

card operating system. Otherwise people will come with their own smart cards and with their own operating systems. So, we developed, again through NIC and IIT, Kanpur, a Smart Card Operating System for Transport Applications-(SCOSTA). Then for certification of smart card under SCOSTA procedure, as on this date NIC has already certified about 15 Companies.

We have amended the Central Motor Vehicle Rules to enable and facilitate all these aspects. The specification of the smart cards and peripherals also are notified in the rules. We have given powers to the States to mandate the use of smart cards when they are ready. This replication has started in many States, both in Sarathi with respect to DL and in Vahan with respect to RC. After one pilot project, they have gone to extend it and replicate it throughout their State. What we are looking at is whether the driving licence can be issued by driving schools, which are certified and authorized by the State Government so that it does not have to come to RTO for this, following all the procedures. We are also looking at whether learning licences can be issued by some of the college principals even."

81. During evidence, the representative of the Ministry of Rural Development informed the Committee about the computerization of land records that the scheme was started in the Ministry in 1988-89 as a pilot project, which was taken up in eight districts in Andhra Pradesh, Assam, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa and Rajasthan. After seeing the implementation of these pilot projects, the scheme was extended to other districts in the country. Initially, the scheme was to undertake data entry at the district level, but in 1997-98, it was extended to Tehsils and Talukas. It has a hundred percent Centrally-sponsored scheme, and the software and technical support was from NIC. The major objectives of our programme was to provide computerized copies of ownership and crop details to the land owners on demand; updating the land records through mutations; ensuring accuracy and transparency in land records, and effective public delivery of services from the Tehsil-Taluka centers. Further objectives which have come up over time were things like on-line filing of mutation application, submission and tracking of complaints, and locational details of plots along with ownership. These were things which have come up at a later date. So far, the computerization of land records has been sanctioned in 582 districts and 3325 tehsils all over the country. Out of the total sanctioned Tehsils, in 2721 Tehsils, computer centers have been set up and computerized copies of the records of rights were being issued to the land owners from 2607

Tehsils. The State which have done exceedingly well were Karnataka, Goa, Tamil Nadu and Gujarat which have fully operationalised their Talukas and they were actually updating the computerized copies of RoR.

VI. HUMAN RESOURCE MANAGEMENT (CAPACITY BUILDING)

(a) Capacity Building Mechanism

82. The Committee have been informed that NeGP has an integral component on "Capacity Building", in which the State Governments are required to build capacity in terms of resources of people, process and tools for conceptualizing, developing and managing (and not for implementation of the e-Governance projects) the e-Governance projects under NeGP. The State Governments have been provided the flexibility to augment their capacities. On being asked about the major components of "Capacity Building" particularly in the context of implementation and maintenance of several e-Governance projects under NeGP, the Committee have been informed that for the implementation of NeGP, Capacity Building is required at two levels namely Programme level & Project level and each level consist of two major components namely (i) positioning of specially recruited/ identified personnel having requisite skills and (ii) training of existing personnel. The components of these are given in the diagram below:
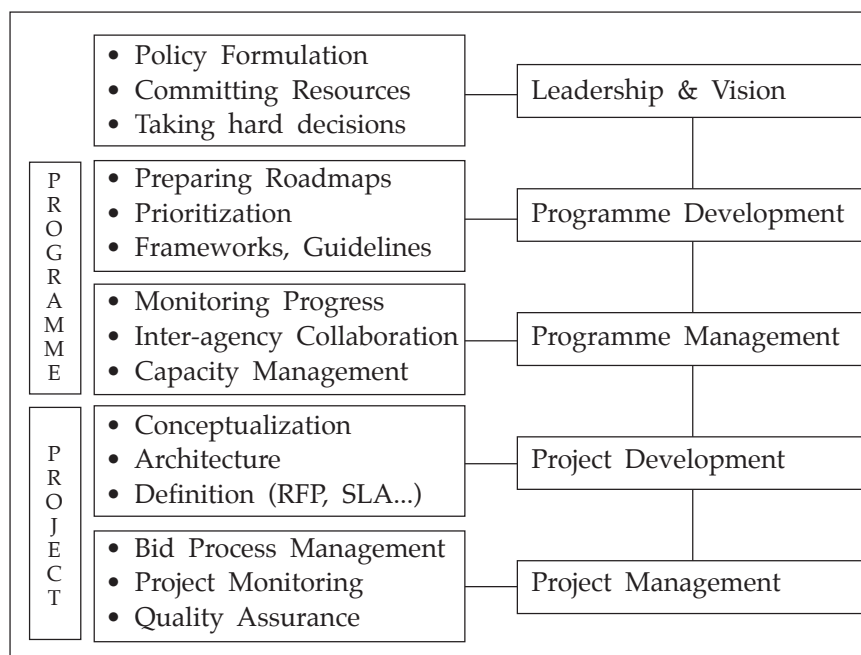
83. As regards the progress made so far in respect of these components of "Capacity Building", it has been stated that DIT along with Planning Commission has formulated a detailed Capacity Building Guidelines and circulated to all the State Governments. For better understanding of Capacity Building requirements, DIT organized a workshop in Delhi followed by two such workshops in Hyderabad and Kolkata by the NISG. All State IT Secretaries and other stakeholders were invited for the aforementioned workshops. The Planning Commission allocated additional funds amounting to Rs. 17 crores to States for Capacity building during the year 2004-05. This fund was distributed to various States primarily for preparing Capacity Building proposal covering the following components:

   (i) State e-Governance Road Map including prioritizing of MMPs

   (ii) State Capacity Building Road Map

   (iii) Financial proposal for Capacity Building Projecting requirements for coming three years.

84. It has further been informed that NISG has offered its consulting services to all the State Governments for preparing State Road Map and Capacity Building proposal. Up till now, 15 States have engaged NISG for preparing the above proposal, while 5 States are in the process of considering NISG? States like Tamil Nadu, Punjab and Uttar Pradesh have gone through the process of tendering for selection of the consultant for preparing Road Map and Capacity Building. DIT has drawn a scheme to provide support to UTs for the preparation of project proposals for Capacity Building Programme as they are not eligible for Additional Central Assistance (ACA) fund.

85. The Committee enquired as to whether any centralized/ institutionalized mechanism has been developed to provide regular support for capacity building in different Ministries/Departments and also as to what strategy has been adopted by NISG and other Govt. agencies regarding imparting training etc. to the officials of various Ministries/Departments/State Government. In reply there to, the Department stated as under:

"Presently, NIC is providing regular technical support for implementation of e-Governance projects to all Central Ministries/ Departments, State Governments and District, Administration. Further, NISG is providing regular support in terms of conducting workshop and training Programme to policy makers of various States. Some of the features of the programmes are as follows:

• Design contents and methodology for training programs related to the e-Governance domain.

- Program management for quality check at the National level. (NISG would like to develop Institutional capacities in the area of e-Governance)

- Concept demonstration of some of the successful G2C and G2B projects. Training gives a focused learning on various issues of e-Governance in context to the participant's respective States. NIC has also been running regular training programmes for Government Staff at their Head Quarters at Delhi and its States units"

86. Asked whether the Department considered that the number of persons to be imparted training during the next 3-4 years would be sufficient/adequate to effectively implement the e-Governance programmes, the Department in their reply stated that as a part of the Capacity Building exercise under NeGP, each State Government is developing e-Governance Roadmap and Capacity Building Roadmap (CBRM). The CBRM will give an overall strategy and plan to build capacity for implementing e-Governance in the State. Such a plan will give the type of training programs, Institutes, including the schedule for training. It is desired that the Central Ministries/departments should also develop similar CRBM. At the same time, NISG is building framework and mechanism for Institutional capacity building to take up Chief Information Officer (CIO) and other short term training programmes. The training programme for CIOs is executed to equip serving Government personnel with the skills needed to conceptualise, design, manage implementation and operations of e-Governance projects in their respective domains. This has been identified as one of the major gap areas on accelerating e-Governance.

(b) Requirement of Technical Manpower

87. About the requirement of technical manpower, a representative of NIC stated that:

"in our experience in more than almost a dozen of e-applications, we state things very clearly. The first thing is that we insist that the Government must have strong technical capabilities to decide how to go about to change management…. It means that we should have a set of people inside the structure who will then build over a period of 4-5 years, a major project which has to roll out across the country. In the absence of any such people, it is very difficult for industry to realize how they really behave. So once we have that set of people—whom we call the project leaders or project directors—about 5-6 of them, who control technology it is good

because controlling technology is of paramount importance. If I take fingerprints today, there are no standards. So we have problems and the need to standardize and the need to give a direction is there and the direction has to come from within. For that, you really need the set of people who can plant it over a period of time and then fan out specific requirements to industry....."

88. The Committee desired to know whether the Department has made any long-term planning to meet the growing requirements of skilled man-power in different departments for handling ICT related activities as well as implementation of various e-Governance Projects. In reply, it has been stated that the Dept. of Personnel & Training, NIC and NISG have been conducting training programmes regularly for the benefit of Government employees. Support is also being provided for creating in-house training facility to meet growing requirements of ICT literate people. Apart from these steps, the DIT, under the capacity building programme, is enabling State Government Departments and Line Ministries to laterally induct high skilled personnel to manage the process of technology and e-Governance project implementation.

(c) Upgradation of Skills

89. The Committee have further been apprised that they are also facing problems in continuous upgradation of skills of IT professionals. It was desired that the Government should provide better/advanced training to IT professional, offer better promotional avenues or financial incentives to encourage them not to leave them/remain with them for a longer tenure.

(d) High Rate of Attrition

90. The Committee noted that one of the problems faced by Government Departments/Ministries such as NIC, Centre for Railway Reservation System (CRIS) etc. was high rate of IT staff turnover. The IT professionals joined these organizations and after gaining experience left these organizations and joined the private sector where they got three times the salary. When the Committee wanted to know about the means developed for retaining them, a representative of CRIS stated that:

"But there is one request. What we find is that people come to us and say that I am quitting the job and that he should be relieved within a week's time. The industry should come to an arrangement

saying that one cannot go unless the other party relieves. He may be doing an important project, but what we are doing, but we are doing a very important project, which has a target. I cannot obviously relieve a person within a week's time. Something can be done about that. Some kind of understanding with the industry should be there."

91. The Committee then asked about the strategy adopted to curb the high rate of attrition of IT skilled workforce particularly in the Government bodies. In reply, it has been stated that within the present prevailing salary structure in the Government *vis a vis* private sector, it is becoming difficult to curb attrition rate of skilled workforce. An alternative solution could be to motivate such persons by offering them challenging assignments, opening for training at regular intervals, provisioning of good housing facility and assured career growth path with dignity and responsibility. There is also a need to accord due recognition to accomplishments. Additionally induction of personnel from private sector on medium-term contractual basis has been introduced to offset attrition. However, attrition is an accepted phenomenon in the ICT industry.

(e) Outsourcing of Skilled Manpower

92. Commenting on issue of outsourcing of skilled manpower, the DIT has stated that the concept of outsourcing of services has generally been accepted. However, for which activity the department can out source would depend, both on the activity as well as the situation prevailing in that department. Municipalities and e-seva are good examples of outsourcing of services and these projects have been very successful. In the MCA 21 projects, the entire project award has been awarded for contracting of services and not merely for procurement of Hardware & Software. On the other hand, the Income Tax Department has resorted to in house implementation for most of their requirements.

93. The representatives of the DIT supplemented on this issue by stating that increasingly the technical resources of the Government would be required to handle these issues and also issues like security because increasingly as more and more net-enabled services are on the increase, security becomes a major area of concern and Government cannot leave all these things to somebody to handle. The services of various people can be utilized but the crore technologies have to be held within the Government.

94. The Committee then enquired as to how these critical resources could be identified and retained. In reply, a representative of DIT

stated that there is a need for every MMP to have a minimal core infrastructure. The industry is very keen that the Government takes that role of coordination inside the structure at the professional level. As there are not enough resources but standardization can be done. The representative of NIC supplemented that all the technologies have to be nurtured inside the structure to be able to control induction of technology in a more efficient manner. It was stated that the technical organizations in the Government that handle the technology should be able to recruit people in a more flexible manner. Some sort of flexibility needs to be provided. He added:

> "We should not apply the normal rules which the administrative staff applies to the other organizations because these people come and go. In a technical set up you find people are there for 25-30 years. In a technical set up you see people for four to five years. When things like Smart Cards come, people who have expertise disappear. .....Without technical experts in the Government you cannot introduce this technology because nobody can introduce the propriety technology which we are not aware and once you start rolling it up, you find this is a propriety and you get stuck up with a particular vendor forever."

95. To another query, a representative of DIT admitted that technical people have to be nurtured over a period of time and continuous influx is necessary.

VII. AWARENESS CREATION AND RE-ENGINEERING

(a) e-Readiness

96. E-Readiness is the degree to which a country/state is prepared to participate in the networked world. It would demand the adoption of important applications of ICTs in offering interconnectedness between government, businesses and citizens. It has been stated that the Government of India has been conducting e-Readiness assessment of the States/UTs for the past 2 years and publishing the e-Readiness index of the states. The e-readiness index developed for this year's study is based on three broad categories 'Environment', 'Readiness' and 'Usage'. These indexes have been sub-divided into various user categories. Appropriate variables have then been selected which best reflects the chosen categories.

97. On being asked about the present status of "e-readiness" in different States of the country, the Department has informed that the value of the e-Readiness index at the State level reflects the capacity

of a state to participate in the networked economy *vis-a-vis* the other states. In continuation to last year's work and in the light of new data available the states have been ranked using in the 6 categories as given in the diagram below:

Leader	Karnataka, Tamil Nadu, Andhra Pradesh, Maharashtra, Chandigarh
Aspiring Leaders	Kerala, Gujarat, Goa, Delhi, Punjab, Haryana
Expectants	West Bengal, Pondicherry, Madhya Pradesh
Average Achievers	Uttar Pradesh, Chattisgarh, Orissa, Sikkim, Himachal Pradesh, Rajasthan
Below Average Achievers	Mizoram, Jammu and Kashmir, Assam, Meghalaya, Uttaranchal, Jharkhand
Least Achievers	Lakshadeep, Manipur, Tripura, Arunachal Pradesh, Andaman and Nicobar Islands, Bihar, Daman and Diu, Dadra and Nagar Haveli, Nagaland

98. To a specific query as to what was Indian's rank in the e-readiness Index on the World Map, the Department has informed that INSEAD, the World Bank (infodev) and the World Economic Forum have been conducting e-Readiness study for the past 4 years. In the 2003-2004 report, India is ranked at 45th position out of 102 countries.

99. On being further asked as to what concrete measures have been initiated by the DIT and other Line Ministries/Departments to bring the country to the greater level of e-readiness, the Department replied as under:

"National E-Governance Plan (NeGP) seeks to lay the foundation and provide the impetus for long-term growth of e-Governance within the country. The plan seeks to create the right governance and institutional mechanisms, set up the core infrastructure and policies and implement a number of Mission Mode Projects at the center, State and integrated service levels to create a citizen-centric and business-centric environment for governance.

DIT under the NeGP has the following core infrastructure projects being implemented aimed at improving the e-Readiness of the States.

1. Common Service Centre (CSC)—This project aims to have 100,000 CSC's across all states in the country by year 2007.

2. State Wide Area Network (SWAN)—This will enable the States to have the data connectivity of 2 MBPS up to the block level.

3. State Data Centre (SDC)—This project aims to have a centralized storage and access of Core data, which can be shared by many e-Governance applications.

4. DIT has also initiated Capacity building program at the State level to improve the HR skills and to have the necessary structures in place for faster implementation of e-Governance projects."

(b) IT Education/Publicity of e-Services

100. The Committee desired to know about the efforts made by the Government to impart the requisite IT education to the public to enable them to make maximum use of the electronic system and also to avail maximum benefit of e-Governance projects. In reply, it has been stated that NeGP includes a component on awareness, which is meant to educate masses about the benefits of e-Governance and how such services could be availed. However, IT education of masses is not included in the present scope of the NeGP.

101. As most of the people across the country were not very much aware of various services being provided through e-Government projects, the Committee suggested that to make the general public aware, appropriate publicity of such e-services should be given in the local languages. In this context, they asked about the specific efforts being made to give wide publicity in different local languages about various e-service. In reply, it has been stated that NeGP includes a component on awareness, under which it is proposed to prepare videos and other publicity material to educate masses about the benefits of e-Governance and how they could access such services. SAR&PG is primarily engaged in this activity and they would be advised to produce such publicity materials in different local languages.

102. During evidence, the Committee specifically asked as to whether India's rate of implementation was the fastest in the world. To this, a representative of DIT stated as follows:

"I can say confidently that our ability to absorb e-Governance and technology in India-based on my experience,......is far higher than most of the countries. But our ability to derive benefit of e-Governance is sometimes limited because of our willingness to equally change and adopt our procedure to take advantage of this........ For us and for all the developing countries for that matter, getting the whole thing computerized is a big issue. That is a first problem. That is why it is a slow process because you have to deal with people you have to educate them, you have to make them change. Sometimes there are resistance due to ignorance; sometimes there is resistance due to people not wanting to do things in a different way and sometimes there is resistance because people do not want to change procedures. All these are there which need to be dealt with. There is major management issue."

103. To a subsequent similar query, the witness submitted:

"Yes, we have to increase the rate. Most importantly, in the projects which are being done through a combination of introducing and changing procedures, we must see that some actual benefits should accrue to the citizens through such projects so that there is more demand. It should not be that e-Governance is implemented because the Government policy is to implement e-Governance. It should be that there is more and more demand."

104 In this context, a representative of NIC also stated that:

"In our country, the process of adoption of new technology is very slow. Subsequently it picks up at a faster rate........If you see the late 1980s and early 1990s, you would find that there were all sorts of apprehensions about computers. It has taken a long time for this to be established..."

(c) Process Re-engineering and Change Management
   (Need for Suitable Changes in Laws and Administrative Processes)

105. Under e-Governance, besides technology, the other important areas which will play important roles are people, processes and resources. The people within the Government have to accept the idea of e-Governance and learn the techniques to implement the

e-Governance while the people outside the government should get used to e-Governance and take benefits from it.

106. During the course of evidence held on 13 July 2005, The representative of National Institute of Smart Governance (NISG) informed to the Committee as under:

"As regards 'process', in most of the departments, we are governed by more than hundred years' old acts and rules. These are driving inefficiency. If you put the same thing in the computers, a hundred-year-old process, it will get inefficiency in a very efficient way. We will be enlarging that inefficiency. We have to change the process behind this. A lot of legislative effort at the highest level is also needed in this process area. Of course, about the resources, which the hon. Chairman touches upon, the Government itself is not able to do the whole things. So, can we induct the private sector? In what different ways can we have the resource base expanded? That is not only in terms of money, people, management, technological skills, etc. Once these four pillars are together and properly developed, we will have successful implementation.

Now, I am repeating e-Government again. It is a multi-disciplinary approach which is needed to introduce these improvements through technological interventions. So, there are seven areas, at least, that have been identified like process reforms, etc. That means, the existing rules and processes have to be changed. There are also the resource management, human resource, financial resource, cost-effectiveness, public-private partnership models, user charges-collecting a rupee or two where it is needed so that the project goes on smoothly."

107. The Committee held discussions on 28 July, 2005 with some of the IT Service and Solution providers. During the discussion, a representative expressed his opinion about change in processes, as under:

"From our experience, we see that we are implementing e-Governance by converting manual processes into electronic processes. The change in process, to take up advantage of technology enablement, is not happening to an extent which is required in the Government sector. It is basically due to change in the legal and regulatory processes within the Government. It is a very tedious task. People go ahead and implement whatever the manual processes they convert. So, the efficiency will not come.

Therefore, we would like to make a submission that if there is a way in which we can fasten legal and regulatory changes in the processes, it will help us to implement e-Government in a much faster way. It will also improve the efficiency of the governance. This is one important point which we would like to bring to your notice."

108. Another representative expressed his opinion on the issue as under:

"I believe that the esteemed Members over here need to contribute to ensure regulations and policies are taken care of, there has to be regular evolution of this. Based on 1950 policy IT cannot run 2005. It is not possible. So, there has to be a constant endeavour that all the things which we are talking about in the policy framework, from spectrum, security, trust, privacy, each of these has to be taken care of across the nation. It cannot be a State-run initiative. It has to be an across the nation policy which runs through the nation so that it helps both the Government to make quick decisions as well as the industry to support that decision-making process."

109. When asked about the steps taken by the Department of IT in this regard, it has been stated that for the execution of projects under the NeGP, concerned Line Ministries/Departments have been advised to design their project proposals with prime focus on targeted Services and the Service Levels and based on that, to work out requirement for Process Re-engineering and Change Management to effect changes in Laws, Rules & Regulation. DIT through its proposed Programme Management Unit (PMU) would be in a position to extend such services to the Line Ministries/Departments.

VIII. INSTITUTIONAL PARTICIPATION

(a) Public Private Partnership (PPP Model)

110. During discussion held on 13 July 2005, the Committee desired to know the specific advantages of a private-public partnership. The representative of the DIT replied as under:

"There is a necessity to combine some of these resources from outside the Government-whether its is financial, technical or personnel depending upon the nature of the project and type of services. That has to be worked out at project specific level. It is difficult to make general statement as such. xx xx xx The best way

is to get a private sector person to come in and implement the project using their own financial and technical resources and personnel to a large extent. They will have to ensure that the service goals which have been laid out for that particular project are met. As far as the Departmental presonnel are concerned and also the Departmental activities are concerned, the departmental control of the functions remain but the personnel at some of the operating levels are brought in by the operator xx xx Of course, the private sector does not work for charity, they will see that they recover the money over a period of time. But the advantage is that initial investment does not come from the Government; but the bigger advantage is that the Government pays only after you get the services and not irrespective of whether you get the service or not. The third is about the personnel who may be required for some time for example you may require for software personnel only for one year or so for development. After that you do not want them. You may require data entry operator in a large number initially for putting historical data. After two years you may not need them. But finally we are monitoring through service level agreements-what are the services that are being provided, whether they met the specifications or not and then they are paid. You may need some other personnel for a long time, but it must be based on the productivity. So different types of requirements are there which can be more easily done by the private sector and more efficiently done and without the Government getting involved in all those nitty-gritties; that is left to them.

**   **   **

These are some of the advantages and when we look at the delivery of service to the citizens the experience has been that in certain area, this is a better model.

** However, I would not like to give an impression that this type of partnership or private sector is an answer to all the problems or that it is applicable in very single area. There are many areas where the Government has to set up or manage its own show; it could be for reasons of security; it could be for reasons of control or it could be for strategic reasons."

111. The Committee desired to know as to how the private sector could be involved to play a greater role in the faster implementation of e-Governance projects by overcoming these hurdles. In reply, the representatives of the DIT stated that the Government work on different

principles than that of the private sector. One cannot expect the private sector to work for social reasons. They may serve social objectives but they are not motivated only by the social needs and they are motivated by other factors.

112. In view of the fact that Public Private Partnership (PPP) model can effectively be used in the area of implementation of various e-Governance projects where some activities could be undertaken by the Government and some other could be effectively carried out by the private partners, the Committee desired to know the specific areas of e-Governance where Public Private Partnership model was being followed/proposed to be implemented. The DIT replied that specific areas where PPP models have either been implemented of being explored include projects on Municipalities, Property Registration, e-Procurement, Citizen Service Centres etc. The MCA-21 (Ministry of Company Affairs) project is also being implemented on PPP model.

113. It has been subsequently informed that in the implementation of the SWANs, the Guidelines have specifically mentioned PPP model as one of the Options for establishment of the network by the States. It is envisaged that State Governments opting for PPP model, would go through a bid process to identify a private vendor who would establish, commission and run the network on behalf of the State Government for five years and would get paid on a Quarterly Guaranteed Revenue (QGR) basis against well-defined Service Level Agreement between the State Government and the Private Vendor. The implementation of CSC is also being envisaged in a PPP entrepreneurial model to the extent that the middle tier stakeholder *i.e.* Service Centre Agency and the bottom tier stakeholders *i.e.* Village Level Entrepreneur may be private stakeholders sharing the risk with the Government for the project for a defined time period.

114. The Committee enquired about the operational difficulties, faced by the Department in this process. In reply, the Department stated that no major operational difficulties were anticipated as long as PPP model meets with the financial and sustainability requirements. For success of such project, it was highly desirable to involve all major stakeholders to arrive at a common understanding of roles, responsibilities and commitment of each stakeholder. National Institute for Smart Government (NISG) has build up expertise in the area of Public Private Partnership (PPP) Models and their advice could be considered.

115. The Committee further desired to know as to who were expected to participate in the PPP model to commit the resources at

the various levels-national, State and block and village levels. In reply, the CEO, NISG stated that in the NeGP document, there were certain initiatives at the Central level, State level and block and village levels. Different layers will have to participate at different layers. The eligibility criteria for participation was, for instance, for the national project, there was a need for consortium of large companies to come together to join hands with the Government to implement a large project. Whereas when for the projects in the periphery areas, there was no need for a big consortium to implement those initiatives. Further for purely rural areas the commercial interest would be somewhat less and there the NGOs, non-profit organizations have been joining hands with the Government or Semi-Government agencies to deliver the Services. In this way there was a variety of partnership, which was possible in this scenario.

116. During the discussion held on 28 July 2005, a representative of a IT Service/solution provider company (WIPRO), expressed his opinion as under:

"Where do we see the private sector can play a role? It is in terms of partnering with the Government in implementing the e-Governance initiative through the PPP model, which my colleague has just now brought out. It is not that the IT industry just brings software and hardware. It also brings the investment into the country through the PPP model. With the PPP model, it helps to create self-employment in the rural areas. When the e-Governance goes through the PPP model, the local people can set up simple shops to provide service to the citizens. We can bring standardization of technology for better inter-operability and high penetration and usage within the country. Once we build the systems, which are interoperable within the Government Department then, it is very easy to implement."

(b) Suggestions by IT Service/Solution Providers

117. The Committee held a discussion on 28 July, 2005 with some of the major IT services and solution providers to hear their views on the e-Governance initiatives taken by the Government and also to seek suggestions as how to scale up their implementation. Some of the suggestions made by various service/solution providers are as under:

1. There is a need for a paradigm shift in the thought process in the country moving from looking at IT as a commodity to availing IT as a service for better governance.

2. Private sector can bring not just the expertise and technical skills, which can in combination with the domain expertise of Government can be a tremendously potent combination to deploy the end objective of transparent and defficent governance.

3. Private sector can also bring in capital so that the capital expenditure can be defrayed to become revenue expenditure. This way the Government can actually achieve more holistic deployment of IT rather than piecemeal pilots because of capital constraints.

4. Public-Private-Partnership can bring in investment and help to create self employment in the rural areas. When e-Governance goes through the PPP model, the local people can set up simple shop to provide service to the citizens.

5. PPP models should be made more viable with equitable sharing of risks and rewards.

6. IT deployment provides opportunity for sharing of infrastructure and thereby reducing the cost or defraying the cost across many Ministries.

7. There has to be concentrated efforts for capacity building within the Government to equip them to handle the change management. A dedicated cadre should be there to take care of e-Governance activities within the Government.

8. The Change in process, is not happening to an extent which is required in the Government sector. If the legal and regulatory changes in the processes can be expedited, it will help in the implementation of e-Governance in a faster way.

9. Standardisation of technology has to be brought in for better inter-operability, high penetration and usage of IT in the country and therefore for easy implementation of the e-Governance.

10. Successful e-Governance projects should be identified and appropriately funded for replication at other Government organizations.

11. It is very important to work on a business model of self-sustainability after an initial investment of the Government in deploying kiosks on one time investment basis.

12. The bottlenecks being faced in the areas of land records and property registration are various laws within the Government for valuation of the properties. If computerization is brought in this area, it would be easy to do valuation for a particular plot. A lot can therefore be done to improve the e-Governance and scale it up at a faster pace.

13. The entire delivery model should be based on certain standards. All the applications should be build in India on open-standards. The standards have to be put in as a part of policy. These policies need to be articulated more clearly, coherently in all the IT policy documents of the States or at the Centre.

14. The e-readiness index is based on connectivity in the country. The business environment is created to support the e-infrastructure. It should be seen that what are the businesses and legal policies which support the transformation of Government from a manual process to an e-Government process.

15. There is a need to re-look at import tariff on IT hardware to make hardware affordable.

16. There should be a common Government framework of procurement. The Government policies and framework of procurement varies from State to State and from Department to Department and hence wasting lot of time in going through policy frameworks.

17. Intellectual Property Rights should be strengthened to enable Companies to bring propriety software technologies.

18. e-Governance success stories have to be widely publicised to create awareness and positive mindset among the Government departments.

19. Like in US, there should be guideline for the Department with regard to outsourcing process as to how they should outsource the IT projects.

(c) Role of NIC, NICSI, NISG and C-DAC in NeGP

118. The National Informatics Centre (NIC) of the Department of Information Technology is providing network backbone and e-Governance support to Central Government, State Governments, UT Administrations, Districts and other government bodies. It offers network services over high-speed long distance and local leased line Ku-band (RDMA, FTDMA, IPA and DVB and SCPC VSASTs), Wireless,

Metropolitan Area Networks (MANs) and Local Area Networks (LANs) with NICNET gateway for Internet resources, facilitating informatics services for decentralized planning, improvement in Government services and wider transparency of national and local Governments. NIC assists in implementing Information Technology Projects, in close collaboration with Central and State Governments in the areas of (a) Centrally sponsored schemes and Central sector schemes, (b) State Sector and State sponsored projects and (c) District Administration sponsored projects. NIC endeavor to ensure that the latest technology in all areas of IT is available to its users.

119. The Committee have been informed that National Informatics Centres Services Incorporated (NICSI), is a section 25 Company of the NIC. NICSI is staffed by the personnel from NIC entirely on deputation basis except for a full time Company Secretary who is employed by the Company. It was basically conceived for providing logistic support to NIC and various e-Governance projects. NIC has initiated several MMPs such as road transport, land records, commercial taxes, gram panchayats, police, treasuries etc. NICSI's role is to facilitate smooth execution of these projects at grass-root levels in various States of the country. The basic concept in most of the projects is to focus on citizen service delivery, centralized initiatives and decentralized implementation. Benefits for going with NICSI are stated to be that they have got standardization of products, better price performance (every two or three months the prices are reviewed to ensure that the customers get the best prices), single-window solution, technical expertise on need basis, transparency in procedures, rigorous pre-dispatch testing and continuous review of technology and prices.

120. The Committee have been informed that expertise of many different kinds that is technical, managerial, strategic as well as financial and economic is required for smooth implementation of NeGP. These expertises are available in the Government, in the private sector and in the academic institutions etc. to a substantial degree. Therefore, a need was felt to bring these kinds of competencies into the national effort. While the NIC, which was created in 1974 and is a premier technical organization within the Government, the need was felt to create another organization, the NISG, as a public-private partnership in collaboration between the Government and the private sector as a facilitator to lead private sector competencies into the e-Governance efforts.

121. It was further informed that NISG's vision is to establish itself as a Center of Excellence in e-Government as several other countries are also looking to India and also to leverage private sector resources through PPP model for spread of e-Governance. As it is

small organization, the Board has decided to focus at the top level of strategic planning. The strategy is to work on the top layer of e-Government, that is how to plan a whole initiative, how to plan a project. Secondly, there is Project Development *i.e.* to focus in that area and contribute maximum so that with minimum inputs maximum benefit can be derived. Thirdly Capacity Building is a very important aspect. They have been holding Training Programmes for Policy Makers viz. Political leaders, Senior Civil Servants and Members of e-Governance Business Units in IT Companies. They have also been holding workshops on Process Reforms, Security, Project development and Institutional Capacity Building.

122. The projects undertaken by NISG are e-Seva (Government to Citizen interface) and e-Biz (Government to Business area). e-Seva project was started in the State of Andhra Pradesh two years ago. There are about 50 Centres in Hyderabad and about 250 Centres all over the urban areas of Andhra Pradesh. Here a citizen can avail a huge number of services at one counter only. It's a one-stop-shop for citizen/business services with good ambiance for citizens. This provides G2C services like payment of bills & taxes, registration & Certificates, filling and others like RTC bus passes, examination results and sale of non-judicial stamps. B2C services offered in e-Seva are payments of cellphone bills for Reliance and Tata, Insurance premium etc., booking of Cinema tickets, western union money transfer and courier services.

123. Recognizing the national importance of e-Governance and capitalizing on its skills and technologies developed over the years, C-DAC has taken major initiatives in this area. These have resulted in greater efficiency and transparency through specific solutions. C-DAC has successfully developed and deployed its solutions for various government offices in states like Maharashtra, Karnataka, Punjab, Tripura, Orissa, Kerala, Andhra Pradesh, Madhya Pradesh, Goa and Uttar Pradesh. Successful Statewide computerization of the Department of Registration and Stamps, Industrial Development Corporation, Department of Archives, State Legislative Assembly, Election Commission, Municipal Administration, Data Warehousing, Octroi Management have been undertaken and some of these projects have won coveted awards. Integrating its Language Technology expertise with its e-Governance proficiency, C-DAC also develops important solutions in Indian languages, which impact the users in the Government and the citizens.

124. C-DAC has undertaken several projects, which have been systematically implemented and effectively executed. C-DAC has deployed its software in over 600 offices spread across thousands of

miles, thus establishing an unmatched ability in this domain. C-DAC's mastery in software development is also complemented by its proficiency in assorted areas of consultancies. It has formulated ingenious Information Strategy Plans, outlined Web Hosting Architecture, yielded accurate RFP, and contributed to the IT policies of different States.

IX. CONSTRAINTS/PROBLEMS

125. Asked about the major challenges/hurdles/constraints/ obstacles being faced/anticipated by the Government in successfully implementing the various Mission Mode Projects under National Action Plan on e-Governance and steps taken/proposed to be taken by the Government to overcome these hurdles/challenges, the Committee have been informed that based on the feed back from various implementing agencies and stake holders of e-Governance, following challenges/ hurdles/constraints are anticipated and would need to be addressed:

1. Poor or inadequate definition of project outcomes in terms of Services.

2. Poor project development in terms of capturing the expectations of all stakeholders and incorporating them into project deliverables.

3. Inadequate project implementation strategy including appropriate PPP/procurement models.

4. Inadequate internal capacity to conceptualise and manage the change.

5. Lack of continuity of project team.

6. Lack of relevant skills of project leaders.

7. Lack of empowerment of project team to make necessary process changes.

8. Financial Constraints.

9. Poor Data Connectivity.

10. Poor Literacy Rate.

11. Poor Affordability by Masses.

12. Need for Multiple Languages Interface.

13. Successes in islands, no institutional mechanism for mass deployment.

14. Capacity constraints within government staff to fully comprehend potential of e-Governance and how to manage its deployments including Change Management.

15. Stability of tenure of Key Persons/Implementation Teams.

16. Lack of Standards (for Inter-operability and Integration of different applications).

17. Need to Secure Data and maintain its Privacy.

18. Lack of necessary high-level political and bureaucratic support for the programme.

126. As informed to the Committee, the DIT in order to address the above issues, has prepared a draft Note to seek approval of the competent authority for the Approach and Key components of the NeGP. This draft note broadly covers Approach, Implementation Strategy and Programme Structure for the NeGP. This Note has been circulated for comments to Central Line Ministries concerned and State Governments for comments.

PART II

RECOMMENDATIONS/OBSERVATIONS

I. CONCEPT OF e-GOVERNANCE

The Committee observe that the trend all over the world has been to provide good governance which is broadly based on the principles of participation, accountability, transparency, responsiveness, efficiency, effectiveness etc. They take cognisance of the increasing use of Information and Communication Technology (ICT) in the delivery of good governance. This is sought to be achieved by adoption of the concept of what is popularly known as Electronic Governance (e-Governance). E-Governance involves delivery of various government services to the public at large through electronic means. It has immense potential in realizing these objectives and in improving efficiency, responsiveness and convenience for end users of Government services. The Committee's analysis of the materials on the subject and also their discussions with the representatives of different Ministries, Departments, various Governmental agencies and private IT Service/Solution Providers have revealed that the major aspects involved in the National e-Governance Plan (NeGP) are Mission Mode Projects (MMPs), key-components of NeGP, Institutional framework, implementation strategy, financial allocations and capital investment, study of e-Governance models, requirement of common-core infrastructure, establishment of State Data Centres and State Wide Area Networks, Common Service Centres, e-Governance service delivery gateway and integrated delivery mechanism, Human resources management, capacity building mechanism, requirement of technical manpower, need for continuous upgradation of skills, high rate of attrition of IT workforce, outsourcing of skilled manpower, process re-engineering and change management, uniformity of standards, e-assessment, India portal, replication of successful e-Governance models, Public Private Partnership, Role of NIC, NICSI, NISG and C-DAC etc. The Committee's observations and recommendations arising out of these aspects are detailed in the succeeding paragraphs of this Report.

II. NATIONAL e-GOVERNANCE PLAN (NeGP)

(a) Concept of NeGP

The Committee observe that in order to bring about total transparency in administration and make government functioning

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more citizen centric, the importance of e-Governance has been recognized in India and the Government has proposed to promote e-Governance on a massive scale by harnessing all possible resources that are available both in public and private sectors and by providing required policy initiatives and budgetary support needed to stimulate its growth. Keeping these objectives in view, the Department of Information Technology (DIT) jointly with the Department of Administrative Reforms & Public Grievances (DAR&PG) conceived a National e-Governance Plan (NeGP) in the year 2003. The Committee view that e-Governance through usage of Information and Communication Technology (ICT), facilitates the efficient, speedy and transparent process of dissemination of information to the public and other agencies and also substantially reduces the scope of arbitrariness, discretion and corruption. It increases the citizen's participation in the decision making process of the Government and simultaneously strengthens the trust between the Government and the citizen. The Committee therefore, feel that it is imperative on the part of the Government to apply all available Information and Communication Technology (ICT) to provide efficient and effective citizen centric services in a transparent manner at a faster pace.

3. The increasing usage of ICT world-wide acknowledges the fact that there shall be extensive application of electronic means in future for interaction not only between Government to Government (G2G), Government to Business (G2B) and Government to Citizen (G2C) but also among peoples/cross sections of the societies all over the world involving minimal manual interface and intervention. The Committee, therefore, suggest that all aspects of e-Governance need to be examined indepth by the Government duly considering the existing as well as emerging ICT not only for its present applications in e-Governance projects to provide citizen centric services but also to evolve a futuristic plan to meet the specific needs of the multilingual, multiracial and multicultural society like ours in the years to come.

4. The Committee appreciate the proposed vision of NeGP to make available all Government services to the common man in his locality throughout his life through one-stop-shop ensuring efficiency, transparency and reliability at affordable cost. They are, however, disappointed to learn that the Department of Information Technology (DIT) has not even been able to develop a formally approved document on NeGP till date although NeGP was conceived in mid 2003. The Committee consider the delay in placing the NeGP document, a matter of great concern as it was necessary for a clear

articulation of Government Policy on e-Governance. They, therefore, recommend that NeGP document should be placed before the Cabinet without any further delay so that the various projects under NeGP find a defined track to move ahead towards the destination of implementation at a faster speed.

(b) Mission Mode Projects (MMPs)

5. The Committee observe that 26 Mission Mode Projects (MMPs) have been identified for implementation under National e-Governance Plan (NeGP) by the concerned Line Ministries/ Departments and State Governments for delivery of various government services on priority basis. These MMPs cover the areas of Income Tax, Passport Visa & Immigration Project, DCA21, Insurance, National Citizen Database, Central Excise, Pensions, Banking and e-Office under Central Government category; Land Records, Road Transport, Property Registration. Agriculture, Treasuries, Municipalities, Gram Panchayats, Commercial Taxes, Police (UTs initially) and Employment Exchanges under State Governments category; and EDI (E-Commerce), E-Biz, Common Service Centres, India Portal, EG Gateway, E-Procurement and E-Courts under the Integrated Services category. Since these 26 Projects apparently do not cover the whole gamut of Governmental activities, the Committee desire that the remaining areas should either be added in MMPs list or efforts be made to cover them under some other projects to ensure that e-Governance projects are taken up as a composite and comprehensive programme to deliver all citizen centric services through integrated delivery mechanism. This would also be in tune with the proposed vision of NeGP which promises to make all government services to the common man through a one-stop-shop.

6. The Committee observe that the Consultants engaged by DIT for extending their support to concerned Government Departments in defining scope for the MMPs in terms of services and service levels have visited a few States and held interactions with most of the Line Ministries. They also studied international benchmarks for similar services to arrive at a definition of services and service levels for the various MMPs. According to the Department, the Consultant's Report has recently been circulated to all the concerned Line Ministries and a proper assessment of the Consultant role would be decided only after obtaining the reaction of the Ministries. The Committee would like the DIT to take up the matter with the Ministries for early submission of their comments so that the need and necessity of further retention of the Consultant could be

examined by the Department and also the precise role could be defined in case of further retention of the Consultant.

7. The Committee are constrained to note that no time targets have been fixed for implementation of various Mission Mode Projects (MMPs)/Key components under the NeGP. The issue becomes all the more serious as two years have passed since NeGP was conceived and almost half of the period prescribed for implementation of the NeGP i.e. 2003-2007 is already over. According to the DIT, the concerned Line Ministries/Departments have been advised to work out their respective project proposal for obtaining financial approval duly indicating project service goals, outlays and time frames. Taking serious note of this, the Committee would like to know from the DIT whether the period of two years was not sufficient enough to prepare project proposals. In view of the slow pace of progress made, the Committee earnestly desire that instead of leaving things to Line Ministries/Departments, DIT being facilitator to Line Ministries/ Departments in formulating their project proposals, should play a pro-active role to impress upon them to formulate their project proposals immediately for getting the financial approval so that the projects are completed in a prescribed time frame.

8. The Committee are unhappy to note that the information regarding the progress made so far by the Line Ministries/ Departments/States in respect of each of the MMPs is not readily available with the Department of Information Technology. What has surprised the Committee is that till now no mechanism is in place in the DIT to monitor the progress of various Mission Mode Projects being implemented by the different Line Ministries/Departments ostensibly on the ground that it was not possible for the Department to effectively carry out monitoring of all the MMPs in the absence of the required manpower and requisite tools. In this connection, the Committee are informed that the Programme Management Unit (PMU) set up now in the DIT would be tasked to provide Secretarial support to the Apex Committee. PMU will design and put in place a Programme Management Information System (PMIS) to monitor the progress of the MMPs. The Committee feel that DIT being the nodal Department and the facilitator is responsible for proper take off of various projects under NeGP and therefore, should have strengthened itself at least to monitor the progress of the projects in various Ministries/Departments. Unfortunately the DIT could not timely develop any such mechanism which apparently resulted in slow progress in almost each area of e-Governance. The Committee are unable to comprehend as to why the Programme Management

Unit (PMU) which should have been constituted much earlier, has been formed almost after two years since the formulation of NeGP in November, 2003. While deploring the apathetic attitude of the DIT in such an ambitious Plan encompassing the whole nation, the Committee would like the DIT to ensure that at least now Programme Management Unit is adequately strengthened so that it could effectively design the Programme Management Information System (PMIS) to monitor the progress of the MMPs and also provide secretarial support to the Apex Committee efficiently. The Committee would also like to be apprised of the precise progress made so far by the Line Ministries/Departments/States in respect of each of the MMPs.

(c) Major Key-Components of NeGP

9. The Committee observe that to sustain the Mission Mode Projects, 8 key components *viz.* Core Policies, Core Infrastructure, Support Infrastructure, Technical Assistance, R&D, Human Resource Development & Training, Awareness & Assessment and Organizational Structure have been identified for implementation. While expressing their unhappiness over non-submission of a precise reply with regard to specific initiatives being taken by DIT in respect of each of the above-mentioned key components of NeGP, the Committee would like to be apprised of the factual position in this regard at the earliest.

(d) Implementation Strategy

10. The Committee observe that various Central Ministries/Departments and State Governments are involved in the implementation of the NeGP and therefore, the DIT have proposed separate role and responsibilities for them. As proposed by the DIT, the Apex Committee would be overseeing the programme and providing policy and strategic directions for its implementation and resolving inter-ministerial issues. The Line Ministries/Departments would be responsible for implementation of the assigned Mission Mode Projects (MMPs)/Components. The State Governments would be responsible for implementing State Sector MMPs under the overall guidance of respective Line Ministries. The DIT would be the facilitator and catalyst for the implementation of NeGP by various Ministries and State Governments. The DAR&PG would be responsible for the generic process re-engineering, change management, Human Resource Development and Training, and the Planning Commission and the Ministry of Finance would allocate

funds for NeGP through Plan and non-Plan budgetary provisions. The Committee feel that the role and responsibilities proposed under the Plan appear to be too general in nature and, therefore, there is a need to evolve an integrated coordinating mechanism which could precisely define the functional responsibilities of each Department in regard to step-wise completion of NeGP within a definite time-frame and also could review their assigned role and responsibilities regularly to suitably redesign them to meet the requirement of changing scenario.

11. The Committee observe that the DIT have taken initiatives in the areas of State Wide Area Networks (SWANs), Common Services Centres (CSCs), State Data Centres (SDCs), India Portal, e-Governance Service Delivery Gateway, Standards in e-Governance, Capacity Building, e-readiness, e-assessment, Horizontal Transfer of successful e-Governance applications and setting up of a Programme Management Unit in DIT for NeGP. The Committee appreciate the initiatives being taken by the DIT in different areas of NeGP.

12. The Committee, however, observe that information regarding initiatives taken so far by DAR&PG under the NEGP, is being collected from them. They are perturbed to find that no precise reply was given about the specific requests received from the Line Ministries and assistance rendered to them by DIT with regard to different aspects to NeGP. The Committee are of the strong view that the Department of Information Technology should develop an effective internal mechanism which could ensure timely submission of the point-wise and precise reply to the Committee after collecting the same from various sources. They would like to be fully apprised of the various initiatives taken by the DAR&PG under its assigned role and responsibilities under NeGP.

13. The Committee are not convinced by the statement given by the DIT that as both DIT and DAR&PG are represented on all the major committees constituted for the NeGP (like Apex Committee, Advisory Group), the coordination among them is ensured through these committees. In their opinion, this arrangement would certainly lead to delay in execution of the projects. They, therefore, recommend that a formal coordination mechanism should be developed for direct interaction between DIT and DAR&PG for sorting out various issues pertaining to NeGP in general and for accelerating the implementation of e-Governance projects in particular.

(e) Institutional Framework for NeGP

14. The Committee note that for effective management of NeGP, an Organizational Structure has been worked out which will accord credibility to the e-Governance programme, provide a forum to solicit views of stakeholders, oversee the programme and resolve inter-ministerial/inter-departmental issues and ensure speedy sanctioning of projects. The proposed structure would have the needed secretarial/monitoring/technical support and appropriate decentralization of power and responsibility to ensure effective execution of the various projects/components by the implementing departments/teams. At present, the Programme Management Structure consists of Cabinet Committee on Economic Affairs (CCEA), National e-Governance Advisory Group, Apex Committee, Empowered Financial Committee, Expenditure Finance Committee (EFC)/Committee on Non-Plan Expenditure (CNE), and State level Apex Committees. The Committee are pained to note that the requisite institutional framework is yet to be made fully operational pending approval of the competent authority. They are of the firm opinion that existence of the organizational structure is an essential pre-requisite for successful implementation of any project. Since various components of the proposed organizational structure are still in a conceptual stage, the Committee believe that successful implementation of e-Governance project will remain a distant dream. They, therefore, recommend that the DIT should speed up the process, complete the formation of Programme Management Structure including all proposed Committees/Bodies, obtain necessary approvals and make them operational at the earliest so that the implementation of e-Governance projects could gain momentum.

(f) Study of e-Governance Models

15. The Committee learn that the approach to NeGP is based on lessons learnt from the past and also experiences from successful e-Governance applications implemented nationally and internationally. Admittedly, there could be a need to acquire know-how for programme management practices being followed in other countries and similarly on-site field studies in other developed countries would help in expanding the knowledge base and experience for executing similar projects in India. It is quite surprising that despite being aware of the necessity, no formal study of e-Governance applications of other countries has been undertaken so far. The Committee observe that "Knowledge Management" is an equally important element to build the strong foundation for successful implementation of

e-Governance projects and they, therefore, feel that formal studies of some successful e-Governance models of other countries would have helped the DIT to suitably design the strategy for all domestic e-Governance projects. Although such studies, being pre-requisite for drafting a policy, should have been conducted in the beginning itself, the Committee nevertheless enjoins upon the DIT to undertake a formal study of e-Governance models of some of the developed/developing countries so as to use the feedback in formulating appropriate strategy for implementation of NeGP successfully.

III. FINANCIAL MANAGEMENT AND CAPITAL INVESTMENT

16. The Committee are informed that the requirements of funds to meet the expenditure for implementation of NeGP have not been finalized yet, the reason being that most of the projects are under various stages of formulation. The DIT is still discussing the detailed requirement of funds with the concerned Line Ministries/Departments which are nodally responsible for implementation of various Mission Mode Projects. The finalization of requirement of funds is stated to take another 3-4 months time. Similarly, the total requirement of funds for each Mission Mode Project is also being worked out. The Committee are further apprised that sharing of funds among DIT, Line Ministries/Departments and the State Governments vary from project to project. The Committee observe that financial management being a critical area need to be strategically managed well in advance for successful completion of any project. They, therefore, recommend that DIT should take immediate steps to prepare and finalize the estimates of not only the total requirements of funds for NeGP but also those required for each individual Mission Mode Projects/Key components under the NeGP with a well defined sharing pattern of funds among Line Ministries/Departments and the State Governments. The Committee further desire that planning for funding mechanism for e-Governance projects should be based on the annual maintenance charges for both the system and the software.

17. The Committee observe that the DIT had awarded a consultancy assignment to M/s Price Water House Coopers Pvt. Ltd (PWC) for programme management structure and funding arrangement for NeGP. On the basis of a set of feasible options suggested by the Firm, the DIT held follow up discussions with the Planning Commission and the Ministry of Finance. The PWC report has also provided inputs to the DIT for discussion with the World Bank on funding and programme management support for the NeGP. The Committee note with concern that not much progress has been

made in finalizing the funding structure beyond the stage of discussions and consultations. They do not agree with the plea of DIT that the programme and funding structure is an ongoing process. The Committee, therefore, recommend that the findings of PWC Report should be constructively utilised to finalize the programme and funding structure of NeGP quickly so as to accelerate the process of implementation of various e-Governance projects.

18. The Committee note that a decision was taken on 22.12.2004 in a meeting of Planning Commission that NeGP should clearly indicate how the Plan would link-up transfer of 2-3 percent of Plan funds allocated to Line Ministries for e-Governance and IT related activities and how 2-3 percent would come from the Ministries where there is no Plan funding like Ministry of Finance and how they would be accommodated in NeGP. A clear direction was given in the said meeting that DIT could go for approval only after ascertaining clear cut funding pattern and process re-engineering method appropriately incorporated in NeGP. The Committee note with displeasure that even after a lapse of almost one year, admittedly, the concept note is still at the stage of discussion and no agreed position has emerged regarding pooling of resources and creating a single fund for NeGP. The Committee, in view of the urgent need of funds for NeGP, strongly recommend that the DIT should immediately move a proposal for making provision for allocation of funds for NeGP by all Ministries from their total budgetary allocations instead of confining such allocations from Plan funds only. This would facilitate those Ministries in allocation of funds for IT related activities, which do not operate "Plan" head in their budget.

19. The Committee note that the overall capital investment in IT sector in our country at present is far below the desired level. They learn that the IT capital share of the total capital is only three-and-a-half percent in India while the average IT capital share is approximately 5.7 percent in the eight countries that have also under-invested in IT Sector. Despite the phenomenal success of India's IT industry, India's economy has significantly under-invested in the IT Capital. The Committee observe that sufficient capital investment in IT sector is inevitable in view of the requirement of huge and extensive infrastructure needed for delivery of e-Governance services and also to have a marketing edge over the big multinational competitors. They feel that the country is not leveraging its IT strength. The Committee are, therefore, of the view that a long term policy of capital investment in IT sector for usage of IT in the country is essential.

IV. CREATION AND SHARING OF INFRASTRUCTURE

(a) Requirement of Common-core Infrastructure

20. The Committee observe that implementation of different e-Governance projects require various types of infrastructure like computer hardware & software, secured data repositories, data connectivity, service delivery outlets/access points etc. The Common core infrastructure being considered under NeGP are National/State Data Centres (SDCs), State wide Area Networks (SWANs), augmented NICNET to carry both Central and State data e-Governance services, Common Service Centres (CSCs) to connect the areas below the block level with the rest of the country through SWAN/NICNET.

21. The Committee are of the firm view that it would be a wasteful expenditure to create separate infrastructure for e-Governance projects by all concerned Line Ministries/States particularly when the same has already been created by some other Ministries/Departments. The Committee are infrormed that the Powergrid, Railnet and GAIL together have fair amount capacity and an attempt has been made to work out an aggregation of all these bandwidth for carrying some of their traffic. They are further apprised that the DIT is also contemplating to create common infrastructure in respect of SWANs, Data Centres and CSCs, which can be used by the different Ministries/Departments and State Governments for G2G (Intranet) and G2C applications. The Committee recommend that the infrastructure available with Railways, Department of Telecom, and other organizations be gainfully utilized and shared among the user Ministries/States as this would bring down the cost and also speed up the rolling out of NeGP. They feel that organization such as NIC should be given the primary responsibility of co-ordinating the use of infrastructure of all these organizations essentially for optimum utilization of capital expenditure as a nation.

(b) State Data Centres (SDCs)

22. The Committee note that it is proposed to create data centres/data repositories in various States so that common secured data storage could be maintained to serve a host of e-Governance applications. However, they are distressed to find that broad policy guidelines for creation of State Data Centres are still in a formulation stage. Since the technical and financial support to States in this initiative are to be extended only after finalisation of the scheme in

this regard, the Committee apprehend that any delay in finalisation of the scheme would hamper the process of setting up of State Data Centres which in turn will result in slow execution of NeGP. The Committee are unable to understand that when NeGP was approved two years back in the year 2003 and also when State Data Centre has been identified as one of the important elements of Core Infrastructure for supporting e-Governance initiatives under NeGP, why the DIT has not been able to formulate and finalise the policy guidelines in this regard during these two years. The Committee would recommend for early finalisation of a comprehensive Policy Guidelines for creation of State Data Centres (SDCs) by the States. They would also recommend that the DIT should ensure that all requisite technical and financial support is extended to the States in establishing State Data Centres (SDCs).

23. The Committee observe that DIT had sanctioned the project for establishing the State Data Centre to the Government of Karnataka though the guidelines in this regard are still under consideration. This initiative was taken with a view to providing a learning experience to the DIT towards common Technology Infrastructure for centralized management, monitoring and troubleshooting etc. which other States could also, consider eventually for adoption in the land records computerization programme and various other e-Governance initiatives. The Committee trust that the Department would invariably incorporate the experiences gained through this initiative while finalising the policy guidelines for establishment of SDCs at the earliest.

24. The Committee are perturbed to note that no time frame has been fixed for establishing the State Data Centres (SDCs), the reason though seem obvious from the fact that the policy guidelines to set up State Data Centres have not been finalized yet. However, the Committee feel that absence of fixed time-frame in this regard has actually worked as a de-motivator as the States had not been put under any obligation to fulfil the commitment of establishing the SDCs by a prescribed date. The Committee feel that there should not be any laxity and ambiguity in an ambitious and important plan like NeGP. The Committee, therefore, strongly recommend that a definite time frame should be drawn and all the States/UTs should be motivated and persuaded to establish their State Data Centres within the prescribed time schedule. The Committee would also like the DIT to explore the possibility of interconnectivity of all SDCs through a common network.

25. The Committee feel that greater efforts should be made for planning reliable and adequate data storage redundancy arrangements in the event of any technical malfunctioning or natural calamities.

(c) State Wide Area Networks (SWANs)

26. The Committee observe that the DIT is primarily responsible for establishing the shared core backbone infrastructure identified in NeGP. Policy Guidelines have been issued laying down the modalities for technical and financial support that will be provided by the DIT to the States for establishing State Wide Area Networks (SWANs). These include the technical and administrative norms to be followed by the States, depending on the implementation option adopted by each State to establish the SWAN. The DIT proposes to establish State Wise Area Network (SWAN) and NICNET to provide seamless connectivity to Line Ministries/Departments which would be progressively leveraged to provide services electronically to citizens at the village levels by extending its reach through wireless and other technologies relevant for the last mile. The Committee, however, are disappointed to note that only 17 proposals from the States have been received, considered and approved by the Empowered Committee and the proposals from other States/UTs are yet to be submitted. In view of the fact that setting up of SWAN network is the basic requisite for running the e-Governance projects and admittedly any delay in the implementation of the SWAN would have direct bearing on the implementation of the e-Governance projects, the Committee recommend that DIT being the nodal Department for implementation of NeGP should take the matter with all seriousness with the remaining States/UTs to expedite submission of their SWAN proposals. The Committee would also like the DIT to bring out at the earliest an appropriate Policy Framework keeping in view the recently announced Broadband Policy.

27. The Committee observe that one of the eligibility criteria for the States to prepare and submit SWAN proposal requires implementation of at least three major e-Governance projects that may require SWAN connectivity. According to the DIT this eligibility criterion with respect to the preparedness may have caused some delay from some of the States/UTs to prepare and submit their proposals. The Committee are, therefore, of the view that if the eligibility criteria happens to be one of the reasons for delay in submission of SWAN proposals by the States, the Department should review the same with a view to finding out, whether any, modification, in the eligibility criteria keeping the spirit of the policy

intact, would help the States in early submission of their SWAN proposals.

28. The Committee are satisfied to note that for this purpose, a scheme to establish State Wide Area Networks for providing data connectivity of 2 MBPS at block level has been approved at a total outlay of Rs. 3334 crores with Central Assistance component of Rs. 2005 crores over a period of 5 years. They trust that the approved outlay will be gainfully utilized by the Department to establish SWAN in a time bound manner.

(d) Common Services Centres (CSCs)

29. The Committee learn that the draft framework for establishment of 1,00,000 Common Services Centres (CSCs) across the country has been finalized but it will only take a final shape after its consideration and approval by the Cabinet Committee on Economic Affairs (CCEA) by November, 2005. The Committee further note that a National Level Service Agency (NLSA) is still to be selected which would carry out activities like effective project management and implementation, mobilizing requisite, financial resources to supplement Government support to the project, acquiring benefits from significant economies of scale in the identification, customization and implementation of the physical and digital infrastructure, enabling aggregation of potential citizen-centric services at the national level, agglomerating best practices and content providers and incorporating standardized design, content and processes. Since the crore activities relating to the e-projects are to be carried out by NLSA, which is yet to be selected, the Committee would recommend that the selection process of the agency be completed early so that the selected NLSA could carry out their assigned tasks to ensure successful and timely implementation of the CSCs project with a view to achieving the proposed target of setting up of 1,00,000 CSCs by the year 2007.

30. The Committee are of the opinion that 1,00,000 Common Services Centres (CSCs) proposed to be set up by the year 2007 should be on a revenue sharing model because such a model would not only be economically viable but also be an avenue to provide employment opportunities to a large workforce. They, therefore, recommend that the DIT should consider this aspect seriously while giving final shape to the methodology for establishment of Common Services Centres (CSCs) and its operations.

31. While emphasizing the urgent need for timely setting up of Common Services Centres (CSCs), the Committee are of the opinion that it is equally important to build efficiency in the system and even more important is the manner in which these services are provided to the citizens. Delivery of services should not only be efficient, effective and citizen friendly but also need to be provided in a good ambience so that the citizens should have a pleasurable experience in the process. The Committee, therefore, recommend that utmost care should be taken to select suitable locations for CSCs and also to provide user friendly and attractive ambience so that the citizen should have a feel of good governance in the process itself. The Committee trust that these initiatives would raise the confidence level of the citizens and encourage them to avail services through CSCs and at the same time it will also enhance credibility of the Government in the minds of the people.

32. The Committee had observed in their 15th Report (14th Lok Sabha), the Department of information Technology had successfully set up 487 Community Information Centres (CICs) in eight North-Eastern States and 60 CICs in J&K on replications basis to bring the benefits of ICT for socio-economic development of these areas by providing broadband connectivity. The 75 CICs were proposed to be set up by October, 2005 and the proposal for setting up CICs in Uttaranchal had been formulated. In view of the fact that CIC project is an effective interface between the Government and the citizen, the Committee would recommend the Department to utilize the Community Information Centres as an integrated e-delivery gateway in the areas having CICs, to provide citizen centric services of e-Governance projects under NeGP which would not only make optimal, use of infrastructure but also avoid duplication of efforts.

(e) Integrated Service Delivery Mechanism
(e-Governance Service Delivery Gateway)

33. The Committee note that DIT has initiated a pilot implementation of the Mission Mode Project on e-Governance Service Delivery Gateway through National Institute for Smart Government (NISG). This Gateway would enable connectivity between multiple back-end applications with multiple front-end service providers in a secure and reliable manner. An Advisory Group and a Technical Sub-Committee comprising of members from NIC, NISG, C-DAC, DAR&PG and Industry has been constituted to oversee and guide the implementation of the Gateway pilot. Gateway Specifications and Request for proposal is currently being carried out. The

Committee would like to know the timeframe fixed in this regard. As informed to the Committee, some initiatives like India Portal, EG Service Delivery Gateway, E-Biz, Common Service Centres (CSC) have been taken to achieve the objective of single window facility for delivery of public services. The Committee observe that the entire motive behind all the e-Governance projects is to provide all necessary services to the common man through a single window facility and in the absence of such a mechanism, a citizen has to move from place to place for getting the requisite services/information even in the fully automated system. The Committee, therefore, recommend that the DIT should coordinate with all the Line Ministries/Departments, States/UTs to establish an effective integrated delivery mechanism for single window delivery of various public services under different e-Governance projects.

(f) e-Security

34. The Committee note that logical security of infrastructure is being maintained in the system to safeguard from hackers, unauthorized access, viruses, denial of access service etc. by Firewalls, Intrusion Detection Systems (IDS), Disaster Recovery Sites, Data Back-up etc., through well laid down policies and security measures. They strongly believe that the infrastructure being developed should be safe and secure to avoid loss and misuse of valuable information and data. They would, therefore, recommend that DIT should evolve a comprehensive e-security mechanism, which could ensure full protection of data/information generated under various e-Governance projects by the Line Ministries/States.

V. FACILITATION AND EXPANSION

(a) Uniformity of Standards

35. The Committee note that the DIT has constituted a Core Group on Standards in e-Governance with the Director General, NIC as the Chairman. Four sub-groups namely Major priority areas, Documentation, Quality and Localisation constituted under the Core Group to look into specific areas have submitted their Reports. The Committee are apprised that some of the key priority areas of immediate concern identified by the core group for standardization are technical standards, localization standards, quality and documentation, security standards, data standards. Based on these recommendations, an institutional mechanism has been set up for evolving e-Governance Standards at the National level. The Committee apprehend that the involvement of multiple agencies in

implementation of variety of e-Governance projects would, inescapably, result in variation in the processes of application of cyber technology in delivery of citizen centric services and thus the inter-operability of the system would become impossible. The Committee, therefore, recommend that DIT should make strategic planning through institutional mechanism to bring uniformity in standards of various e-Governance projects being implemented by different Line Ministries/Departments and States.

36. The Committee are further informed that NIC would create a separate "e-Governance Standards Division' to steer the process of evolving the Standards. They would also originate white papers on all desired Standards which would serve as discussion papers for Working Groups to develop the Standards. The Working Groups with members from DIT, Associations, Industry, Academia and representatives from Central and State Governments etc will be constituted with the approval of DIT. Further, Apex Body has been constituted with a mandate to approve, notify and enforce the Standards formulated by various Working Groups and to oversee that, they are in accordance with international practices in this regard. After approval by the Apex Body, Standardisation Testing & Quality Certification Directorate (STQC) will be releasing these approved Standards on the web and make them available to all the stakeholders for free download. STQC will further ensure confirmance and certification of these standards and would create a separate "e-Governance Division" for this purpose. STQC will also be responsible for enhancement of these Standards and liaise with the national and international standardization bodies for harmonization and acceptance of these Standards. The e-Governance Division of NIC and STQC will function in tandem with e-Governance Programme Management Unit of DIT. The Committee note that up till now "e-Governance Standards Division" which will steer the process of evolving the Standards and "Working Groups" which will also develop the Standards have not been constituted and are only at proposal stage. The Committee urge upon the Department to take up the matter on priority basis to complete all the necessary formalities for early operationalization of the proposed units, since bringing uniformity of Standards in various e-Governance projects is an undeniable feature for inter-connectivity and inter-operability of the successful implementation of the projects.

(b) e-Assessment

37. The Committee note that it has been planned to list out all the e-Governance projects running across various States and at the

National level and undertake Summary/Detailed assessment of these projects for their effectiveness and sustainability. E-Governance Assessment Framework has been prepared and put in public domain on DIT Website. A Working Group has also been constituted to provide overall guidance and steer the e-Assessment programme. The Committee would like to be informed of the constitution of the Working Group and how it would provide overall guidance etc.

(c) India Portal

38. The Committee note that India Portal, a project being implemented by NIC is envisaged to be a unified portal for accessing information in the State Sector viz. Executive, Judiciary, Legislature and Constitutional Authorities, for electronic delivery of citizen services and a major facilitator for implementing e-Governance initiatives. This project would be an extension to the "India Image" postal catering tot he Government to citizen (G2C) services. While appreciating the concept of "India Portal" to enable the citizens to have access to all information pertaining to Executive, Judiciary and Legislature etc. through single window shop, the Committee would like to be apprised of the progress made in this regard so far.

(d) Replication of Successful e-Governance Models

39. The Committee note that one key component of the multi-pronged initiative to replicate successful e-Governance model is to identify successfully implemented citizen centric e-Governance models in some States for replication to other willing States. The successful implementation models of Land Records, Property Registration and Road Transport sectors were first studied in the States viz. 'Bhoomi' in Karnataka, SARITA in Maharashtra, CARD in Andhra Pradesh, 'Vahan', 'Sarathi' in Himachal Pradesh and a strategy was formulated to replicate them in other States on a pilot scale with necessary modifications to suit the State's requirement. According to DIT, the success of such projects depends on capturing entire solutions including technology components, process re-engineering, change management and transfer of the knowledge and experience through other States as a package of assistance. While appreciating successful implementation of these projects in one of more States, the Committee regret to note that the other States, for various reasons have not been able to cross the hurdles of implementation and derive the benefits of these projects. They, therefore, recommend that DIT being the facilitator and catalyst for implementation of NeGP should play an active role to overcome the

obstacles being faced by some of the States in replication of projects and render all the strategic and technical assistance to enable these States to replicate the successful models in their respective States.

40. The Committee note that Replication Project is being carried out in 17 States, with a total of 14 pilot projects on Land Records, 11 projects on Property Registration and 6 projects on Road Transport. The Committee are informed that the DIT has initiated a pilot scheme aimed at spreading the benefits of e-Governance to citizens in all parts of the country and the strategy is to build capability to horizontally transfer the recipe from the successful to the not so successful States. The Committee are sure that the scheme would save a lot of capital expenditure and would certainly avoid the duplication of efforts in conceptualising and programming of the same project time and again. They trust that the replication strategy being followed by the DIT would suitably take care of all aspects viz. standardization, localization, customisation etc, so that replication of the successful e-Governance models of one State is done in other States keeping in view the State specific requirements.

41. During examination, the Committee looked into the implementation of certain e-Governance projects both at the Centre and the State levels. They are happy to note that the Centre for Railway Information Service (CRIS) has successfully implemented the CONCERT (countrywide network of computerized enhanced reservation and ticketing) for the various kinds of services to be availed by the general public through the computerized network. The CRIS is stated to be fully equipped to provide technical support and services to develop, setup, operate and maintain any computerized system and underlying infrastructure. Similarly, the Central Board of Direct Taxes (CBDT) has initiated a number of measures in the area of dissemination of tax related information including PAN and tax returns. The Ministry of Road Transport and Highways have developed softwares in the name of VAHAN for the RC (Registration Certificate) and SARTHI for DL (Driving License). They have also developed Smart Card Operating System for Transport (SCOSTA). The Ministry of Rural Development has started computerization of Land Records as a pilot project in some States to be extended in other parts of the country. The main objective of the programme is to provide computerized copies of ownership and crop details to the land owners on demand, updating the land records through mutations, ensuring accuracy and transparency in land records and affected public delivery of services from the Tehsil to the Taluka centres. Karnataka, Goa, Tamil Nadu and Gujarat have

fully operationalised their Talukas under this scheme. The Committee applaud the sincere efforts made by certain Departments of the Government of India and various States in the successful delivery of citizen centric services and hope that the other Departments of the Government of India and States would also mobilize their resources to successfully replicate these models in their Departments/ States.

VI. HUMAN RESOURCE MANAGEMENT (CAPACITY BUILDING)

(a) Capacity Building Mechanism

42. The Committee note that capacity building, for implementation of NeGP, is required at two levels i.e. programme level and project level. Each level consists of two major components namely (i) positioning of specially recruited/identified personnel having requisite skills; and (ii) training of existing personnel. The State Governments are required to building capacity in terms of resources of people, process and tools for conceptualising, developing and managing the e-Governance projects under NeGP. The Committee further note that DIT alongwith Planning Commission has formulated detailed Capacity Building Guidelines and circulated them to all the State Govts. DIT organised a workshop in Delhi and NISG in Hyderabad and Kolkata, for better understanding of Capacity Building requirements. The Planning Commission had also allocated additional funds amounting to Rs. 17 crore to States for capacity building during the year 2004-05, which was distributed to various States primarily for preparing Capacity Building proposals covering the components like State e-Governance Road Map including prioritising of MMPs, State Capacity Building Road Map and Financial proposal for Capacity Building projecting requirements for coming three years. The Committee observe that except circulation of guidelines and organizing workshops, nothing concrete has been done on the ground level in regard to capacity building. As capacity building would need a lot of efforts and time, they recommend that the process for actual capacity building in terms of resource of people, process and tools be started at the earliest to ensure complete roll out of e-Governance projects.

43. The Committee further note that NISG has offered its consulting services to all the State Governments for preparing State Road Map and Capacity Building proposal. As of now, 15 States have engaged NISG for preparing the above proposal, while 5 other States are in the process of considering engaging them. States like Tamil Nadu, Punjab and Uttar Pradesh have gone through the process

of tendering for selection of the consultant for preparing Road Map and capacity building. A scheme has been drawn by DIT to provide support to UTs for the preparation of project proposal for Capacity Building Programme as they are not eligible for Additional Central Assistance (ACA) fund. The Committee are of the view that although these steps are in the right direction but these cannot be termed as adequate. They would, therefore, like to impress upon the DIT to take the capacity building component in a comprehensive manner, and persuade the line Ministries/Departments/States/UTs to complete the exercise in a time bound manner. The Committee feel that initially the elementary training programmes are needed or the officials of all the Line Ministry/Departments/States etc. so that they are well acquainted with the e-Governance projects. The objective of such training should be to prepare them to redesign their working pattern in the cyber atmosphere so that the desired result of good governance is achieved through e-Governance projects. The Committee would in fact like to emphasize the need for undertaking a parallel planning for capacity building along with the on-going implementation of e-Governance projects.

44. The Committee further note that NIC is providing regular technical support for implementation of e-Governance projects to all the central Ministries/Departments, State Governments and District Administration. Further, NISG is providing regular support in terms of conducting workshop and training programmes to policy makers of various States. The Committee desire that instead of piecemeal measures, centralized and institutionalised mechanism should be developed to provide regular support to Line Ministries and States etc. for capacity building at different levels of the implementation of e-Governance projects.

(c) Upgradation of Skills

45. The Committee observe that another problem being faced by the Government Departments is the requirement of continuous upgradation of skills of IT professionals engaged by them. They further note that the Department of Personnel and Training, NIC and NISG have been conducting training programmes for the benefit of the Government employees and support is also being provided for creating in-house training facilities to meet the growing requirements of ICT literate people. Recognizing the paramount need of continuous upgradation of skills of the technical manpower, the Committee, recommend that a suitable training programme be chalked out specifically for IT skilled workforce for upgradation of

their skills on regular basis which could help successful running of all IT related projects of the Government.

46. The Committee further observe that no definite programme has been drawn so far either for recruitment of personnel of specialized skills or for training of existing personnel in different Line Ministries/States. In the Committee's opinion, efforts should have been made, in the first instance, to organize familiarisation/ awareness programme for employees of all levels in the line Ministries/Departments/States and subsequently extensive training should be organized for those employees who are actually to be deployed for execution of e-Governance projects. The Committee recommend that an annual training programme for different levels of officials in various Institutes in the country be drawn immediately by the Department in such a manner that all involved in the process acquire the requisite skills to enable the successful implementation of e-Governance projects.

Requirement of Technical Manpower

47. The Committee observe that there is a growing need for technical and skilled manpower in different Departments and at different outlets for handling information and communication related activities as well as for implementation of various e-Governance projects. They are, however, perturbed to note that no long term planning has been made by the DIT in this regard despite clear evidence of enhanced requirements of technically qualified people in this area. They are afraid that increasing workload without corresponding increase in the skilled workforce would adversely affect the functioning of the e-Governance projects. The Committee, therefore, recommend that the Department should assess the actual requirements of skilled manpower in different areas of e-Governance projects by taking inputs from various departments so as to make a long term comprehensive planning for recruitments of new people as well as imparting suitable and timely training to the existing manpower.

(d) High Rate of Attrition

48. The Committee are constrained to note the rising trend in the attrition rate of the IT skilled workforce in the Government sector. The reason for high staff turnover is stated to be relatively lower compensation package than those offered by the private sector companies. As brought to the notice of the Committee, the IT professionals join the Government organization and after gaining

experience level these organizations and join the private sector for better salary. The Committee, therefore, recommend that the DIT should work out a strategy to retain the technically qualified manpower in the Government sector and for this purpose the possibility of providing advanced training, better promotional avenues, adequate housing/medical facilities, suitable financial incentives may also be explored to encourage them to continue with the Government organization for longer tenure.

(e) Outsourcing of Skilled Manpower

49. The Committee observe that the concept of outsourcing of the services has become a common phenomena now-a-days and it has proved to be successful in the projects like Municipalities, e-Seva and MCA 21 project. They, however, observe that outsourcing of services is to be resorted to on selective basis as per the requirement of the individual project. The Committee feel that there are broadly two major areas of activities namely core and the peripheral. The core area which governs the key components, safety and security of data, policy initiatives, fixation and achievement of targets should, in the opinion of the Committee, be invariably manned by the in-house people of the organization for strategic reasons; and the activities in the peripheral areas of the project could be got done by outsourcing of services. They, therefore, strongly recommend that the concept of outsourcing may be considered and applied by the user Departments primarily on these parameters as the basic idea should always be to retain the core technology with the Government itself.

VII. AWARENESS CREATION AND RE-ENGINEERING

(a) e-Readiness

50. The Committee observe that e-readiness is the degree to which a country is prepared to participate in the networked world and it is based on the level of adoption of important applications of ICTs in offering interconnectedness among Government, business and citizens. The value of the e-readiness at the State level reflects the capacity of a State to participate in the networked economy *vis-a-vis* other States. The Committee observe from the categorization in the ladder of preparedness that while Karnataka, Tamil Nadu, Andhra Pradesh, Maharashtra and Chandigarh are placed in the position of leader, Lakshadweep, Manipur, Tripura, Arunachal Pradesh, Andaman & Nicobar Islands, Bihar, Daman & Diu, Dadra & Nagar Haveli, Nagaland are the least achievers. The other remaining States/UTs are

in the different states in the middle level. The Committee are of the view that e-readiness index reflects the actual preparedness of the State for adoption of IT and delivery of IT Enabled Services (ITES) and seen in this background, the most of the States are yet to bring them to the required level of e-readiness to be capable to deliver the citizen centric services of e-Governance projects. In such a situation, the Committee are apprehensive about the desired success of e-Governance projects in near future. They, therefore, recommend the DIT to persuade all the States/UTs and also the Ministries/ Departments for vigorous process re-engineering and deployment of additional resources for achieving at least the requisite level of e-readiness for successful roll out of citizen centric services through e-Governance projects. The DIT may also extend their full support and guidance to them in this regard.

51. The Committee are dismayed to note that out of 102 countries, India ranks at 45th position in the e-readiness index as per 2003-04 Report of World Economic Forum. Aiming at improving the e-readiness of the States, the core infrastructure projects being implemented under NEGP are the Common Service Centre (CSC) which aims to have 100,000 CSC's across all States in the country by year 2007, State Wide Area Network (SWAN) which will enable the States to have the data connectivity of 2 MBPs up to the block level; and State Data Centre (SDC) which aims to have a centralized storage and access of core data, with sharing facility by many e-Governance applications and the capacity building program at the State level to improve the Human Resource skills and to have the necessary structures in place for faster implementation of e-Governance projects. The Committee desire that all these infrastructures which are the backbone of the e-Governance projects be established in a time bound manner so as to bring the country as well as States at higher level in e-readiness index which would ultimately facilitate the early start of delivery of Information Technology Enabled Services (ITES) to the general public.

(b) IT Education/Publicity of e-Services

52. The Committee note that the NeGP includes a component on awareness for educating the masses about the benefits of e-Governance and the method of utilizing these services. However, IT education of masses has not been included in the present scope of NeGP. Since most of the people across the country are not very much aware of various services being/to be provided through e-Governance projects, the Committee feel that there is a need to

initiate measures for demystifying the e-Governance Projects. They desire that the DAR & PG which is primarily engaged in awareness programme should give wider publicity of various e-services through implementation of e-Governance projects to be provided well in advance so that people can make up their mind and start availing of the services as soon as they are commenced to derive maximum benefits out of them.

53. The Committee are informed that the ability to derive benefit of e-Governance is limited in our country because of various reasons including unwillingness among public to adopt the new technology, resistance due to ignorance, resistance to change the procedure etc. Admittedly, the slow progress is attributable to some extent to non-fulfilment of the requirements of educating the people and changing their mindset. The Committee feel that a project could be considered to be successfully implemented if the common man starts fully availing of all the services being delivered through such projects. Taking into account the demographic composition, geographical terrain, literacy rate and the apprehensions expressed, the Committee recommend the Department to design a well defined plan to make these projects acceptable to the common man through organizing awareness camps particularly in villages and far-flung areas. They would further like to suggest that the DIT may consider to associate the local representatives of the people and also the NGOs in such campaign to ensure whole-hearted participation by the public.

(c) Process Re-engineering and Change management

(*need for suitable changes in laws and administrative process*)

54. The Committee observe that the age old statutes and regulations governing the manual process will not be suitable for governing the electronic processes which require altogether a different set of legal framework and guidelines to make the e-Governance successful. They are of the strong opinion that the legal and regulatory changes in the processes would be able to deliver the services more efficiently and effectively and remove a lot of other hurdles of manual regulatory mechanism. The Committee, therefore, recommend that a comprehensive review of all relevant statutes and regulations should urgently be done to bring about suitable changes therein so as to make them compatible with the cyber age technology enabling the citizens to obtain maximum advantage of e-Governance projects. They further recommend that possibility of bringing a new legislative mechanism may also be explored, if need be, to ensure that the implementation of e-Governance projects delivers the citizen centric services in an effective and successful manner.

VIII. INSTITUTIONAL PARTICIPATION

(a) Public Private Partnership (PPP)

55. According to the Committee, there is no doubt that the implementation of e-Governance projects is a gigantic task which would require huge resources viz. financial, technical of personnel. In traditional economy, these resources for any government project were used to be provided by the Government alone. However, taking into account the increase in population, economic development and people's aspirations, the Committee anticipate massive demands to avail e-services. They feel that there is an urgent need to look for a combination of the Government and private sector resources for timely and effective implementation of e-Governance projects. The Committee are apprised of the benefits of Public-Private-Partnership (PPP) model such as the Government would not have to make the initial investment and would be paying only when they get the services. Requirements of different types of personnel would be met easily by the private sector and monitoring of the projects will be done through service level agreements and only then they will be paid. In the opinion of the Committee, while engaging the private sector, a better system can be evolved any many of the constraints faced by the DIT can be easily addressed. They are, therefore, of the considered view that there are numerous advantages of implementing the e-Governance Projects through suitably devised PPP model primarily from the point of optimising and rationalizing of the resources and the advantage of having the flexibility to hire that IT skilled workforce on need basis thus avoiding the overhead cost to the Government organizations.

56. The Committee observe that the projects dealing with security of the country of similar other sensitive areas, requiring control of technology are required to be handled fully by the Government without any private participation. Even in the projects on PPP model, the Government have to maintain their control in critical areas of the particular project. The Committee hope that a balanced view need to be taken into consideration while finalizing the PPP model for different projects. They desire that the DIT should take care of these aspects while adopting PPP model and the mandate should be made clear on what terms they have to work and the goals related to the needs of the citizens should also be very specifically spelt out.

57. The Committee are satisfied to learn that Public-Private Partnership (PPP) models have either been successfully implemented

or being explored in the projects viz. Municipalities, Property Registration, e-Procurement, Citizen Service Centres (CSCs) etc. The Ministry of Company Affairs (MCA-21) project is also being implemented on PPP model. Further, the guidelines for SWANs have specifically mentioned PPP model as one of the options for establishment of the network by the States and the implementation of SCS is also being envisaged in a PPP entrepreneurial model. While no major operational difficulties are anticipated as long as PPP model would be meeting the financial and sustainability requirements, the Committee desire that the National Institute for Smart Government (NISG) having expertise in the area of PPP Models should continue to give their guidance in this regard in all the e-Governance projects.

(b) Suggestions by IT Services/Solution Providers

58. The representatives of various IT Services/Solution Providers have given various suggestions for speedy and effective implementation of e-Governance projects. Some of the important suggestions are related to the need for a paradigm shift in the thought process, capital investment by private sector, utilization of available expertise and technical skills in the private sector, public private partnership (PPP), need for sharing of infrastructure, concerted efforts for capacity building, change in process and process re-engineering, standardisation of technology for better operability, high penetration and usage of IT in the country, identification of successful e-Governance projects and replication thereof, designing self-sustainable mode, strengthening of intellectual property rights, publicity of e-Governance success stories, guidelines for outsourcing etc. The Committee note that representatives of the IT Services/ Solution Providers have given some important and valuable suggestions from their perspective. They, therefore, recommend that the DIT should thoroughly examine these suggestions with a view to exploring the possibility of translating them into practical reality keeping in view the observations of the Committee on different issues in this Report. They would like to be apprised of the precise action taken by DIT in the matter. The Committee are of the view that DIT should have frequent interactions with the IT service/ solution providers to solicit their suggestions to increase the pace of implementation of e-Governance Projects.

(c) Role of NIC, NICSI, NISG and C-DAC

59. The Committee note that the National Informatics Centre (NIC) is providing network backbone and e-Governance support to

Central Government, State Governments, UT Administrations, Districts and other government bodies. It offers network services over high-speed long distance and local leased line Ku-band (RDMA, FTDMA, IPA and DVB and SCPC VSATs), Wireless, Metropolitan Area Networks (MANs) and Local Area Networks (LANs) with NICNET gateway for Internet resources, facilitating informatics services for decentralized planning, improvement in Government services and wider transparency of national and local Governments. NIC assists in implementing Information Technology. The Committee further note that National Informatics Centres Services Incorporated (NICSI) was basically conceived for providing logistic support to NIC and various e-Governance projects. NIC has initiated several MMPs such as road transport, land records, commercial taxes, gram panchayats, police, treasuries etc. and the NICSI's role is to facilitate smooth execution of these projects at grass-root levels in various States of the country. The basic concept in most of the projects is to focus on citizen service delivery, centralized initiatives and decentralized implementation. The Committee further note that the NISG, has been created as a public-private partnership in collaboration between the Government and the private sector as a facilitator to lead private sector competencies into the e-Governance efforts. It was further mentioned that NISG's vision is to establish itself as a Centre of Excellence in a e-Governance as several other countries are also looking to India and also to leverage private sector resources through PPP made for spread of e-Governance. The strategy is in the major areas viz. planning a project, Project Development and Capacity Building through holding Training Programs for Policy Makers viz. Political leaders, Senior Civil Servants and Members of e-Governance Business Units in IT Companies. The Committee observe that the projects undertaken by NISG are e-Seva (Government to Citizen Interface) started in Andhra Pradesh and e-Biz (Government to Business area). Similarly, the Committee find that C-DAC has successfully developed and deployed its solutions for various government offices in States like Maharashtra, Karnataka, Punjab, Tripura, Orissa, Kerala, Andhra Pradesh, Madhya Pradesh, Goa and Uttar Pradesh, successful statewide computerization of the Department of Registration and Stamps, Integrating its Language Technology expertise with its e-Governance proficiency, C-DAC also develops important solutions in Indian languages, which impact the users in the Government and the citizens. C-DAC has undertaken several projects, which have been systematically implemented and effectively executed. C-DAC has deployed its software in over 600 offices spread across thousands of miles, thus establishing an unmatched ability in this domain. The Committee appreciate the

large variety of informatics services being provided by the premier institutions like NIC, NICSI, NISG and C-DAC to the Government Ministries/Departments, States, UTs etc. in successfully carrying out their IT projects. The Committee recommend the DIT to undertake a scientific assessment of the potentials of these Institutions so as to assign them a definite role and responsibilities for effective and efficient implementation of various e-Governance projects under NeGP. The Committee also recommend that these institutes of excellence should be further assisted to enhance their capacities and capabilities for delivering the increasing expectations from them.

IX. CONSTRAINTS/PROBLEMS

60. The Committee are informed that the major constraints which are anticipated are the poor and inadequate definition of project outcomes in terms of services, poor project development in terms of capturing the expectations of all stakeholders and incorporating them into project deliverables, inadequate project implementation strategy including appropriate PPP/procurement models, inadequate internal capacity to conceptualise and manage the change, lack of continuity of project team, lack of relevant skills of project leaders, lack of empowerment of project team to make necessary process changes and financial constraints. The other constraints are stated to be the poor data connectivity, poor literacy rate, poor affordability by masses, need for multiple languages interface, successes in islands, no institutional mechanism for mass deployment, capacity constraints within government staff to fully comprehend the potential of e-Governance and to manage its deployments including change management, stability of tenure of key persons/implementation teams, lack of standards (for inter-operability and integration of different applications) need to secure data and maintain its privacy, lack of necessary high-level political and bureaucratic support for the programme.

61. As informed to the Committee, a draft Note to seek approval of the competent authority for the Approach and Key components of the NeGP, in order to address the above issues has been prepared and circulated for comments to Central Line Ministries concerned and State Governments. The Committee observe that the constraints identified above though *prima facie* appear to be serious hurdles before the Department but most of them, in the Committee's opinion, are basically integral part of the core issues required to be addressed under NeGP. The Committee have examined most of these issues separately in this Report and have given their opinions and

recommendations. They would, therefore, like the DIT to gear up its machinery to address these issues in the light of the various observations of the Committee in a time bound manner in consultation with all concerned implementing Ministries, Departments, State Governments and other agencies.

New Delhi;
28 *November, 2005*
7 *Agrahayana, 1927 (Saka)*

M.M. PALLAM RAJU,
Chairman,
Standing Committee on
Information Technology.

MINUTES OF THE THIRTY-FIRST SITTING OF THE STANDING
COMMITTEE ON INFORMATION TECHNOLOGY (2004-05)

The Committee sat on Monday, 25 April, 2005 from 16.00 hours to
17.30 hours in Committee Room 'C', Parliament House Annexe,
New Delhi.

PRESENT

Shri M.M. Pallam Raju—*Chairman*

MEMBERS

Lok Sabha

2. Shri Mani Charenamei
3. Shri Sanjay Dhotre
4. Smt. Nivedita S. Mane
5. Col. G. Nizamuddin

Rajya Sabha

6. Shri Vijay J. Darda
7. Shri K. Rama Mohana Rao

SECRETARIAT

1. Shri P. Sreedharan	—	*Joint Secretary*
2. Shri Raj Shekhar Sharma	—	*Director*
3. Shri K.L. Arora	—	*Under Secretary*

WITNESSES

REPRESENTATIVES OF NATIONAL ASSOCIATION OF SOFTWARE
AND SERVICE COMPANIES (NASSCOM),

1. Shri Kiran Karnik, President, NASSCOM
2. Shri Sunil Mehta, Vice-President, NASSCOM
3. Ms. Sangeeta Gupta, Vice-President, NASSCOM
4. Shri Girish Srivastava, Asstt. Vice-President, NASSCOM

5. Ms. Laura Sallstorm, President, Sallstorm Consulting

6. Shri Robert Damuth, President, Nathan Associates Inc. US

7. Shri Rakesh Bakshi, Director-Legal, Microsoft Corporation

8. Shri Ravi Venkatesan, Chairman, Microsoft Corporation

9. Shri Ankhi Das, Corporate Sales Manager, Microsoft Corporation

Representative of National Institute of Smart Government (NISG)

1. Shri Satyanarayana, Chief Executive Officer

Department of Information Technology

1. Shri Brijesh Kumar, Secretary

2. Shri R. Chandershekhar, Joint Secretary

3. Dr. N. Vijayaditya, DG, NIC

4. Shri S.S. Grover, Sr. Director

5. Shri S. Abbassi, Director

6. Shri V.K. Jain, Joint Director

2. At the outset, the Chairman welcomed Shri Kiran Karnik, President, NASSCOM, Ms. Laura Sallstorm, President, Sallstorm Consulting, US, Shri Robert Damuth, President, Nathan Associates Inc. US and other representatives of Microsoft Corporation. The Chairman also welcomed Shri Satyanarayana, Chief Executive Officer, NISG and the representatives of the Department of Information Technology. The Chairman apprised the Members that Shri Kiran Karnik has been invited to present his views before the Committee on the subject "Implementation of e-Governance projects" selected by the Committee for examination during the year 2004-2005.

3. Shri Kiran Karnik and his colleagues made a presentation on the role of IT sector in India and how IT can be used to trigger economic growth. They also mentioned factors effecting IT growth in India and suggested ways to promote domestic IT market. The Members sought certain clarifications on these issues. Shri Karnik and his colleagues responded to the various queries raised by the Members. The Chairman conveyed his thanks to Shri Karnik and his colleagues for appearing before the Committee and tendering valuable information. He also thanked the representatives of the Department of Information Technology for appearing before the Committee. The Chairman then asked for Shri Satyanarayana's convenience to present his views on

role of NISG in implementation of e-Governance projects some other day due to paucity of time. Shri Satyanarayana acceded to the request. The Chairman conveyed his thanks to Shri Satyanarayana for making his presence before the Committee.

4. A verbatim record of the proceedings has been kept.

The Committee, then, adjourned.

MINUTES OF THE THIRTY-THIRD SITTING OF THE STANDING
COMMITTEE ON INFORMATION TECHNOLOGY (2004-05)

The Committee sat on Wednesday, 13 July, 2005 from 15.00 hours
to 17.30 hours in Committee Room 'G-074', Parliament Library Building,
New Delhi.

PRESENT

Shri M.M. Pallam Raju—*Chairman*

MEMBERS

Lok Sabha

2. Shri Nikhil Chaudhary
3. Shri Mani Charenamei
4. Shri Sanjay Dhotre
5. Shri Kailash Joshi
6. Shri P. Karunakaran
7. Shri P.S. Gadhavi
8. Smt. Nivedita S. Mane
9. Col. G. Nizamuddin
10. Shri Sohan Potai
11. Shri Chander Shekhar Sahu
12. Shri Tathagat Satpathy
13. Shri Ram Kripal Yadav

Rajya Sabha

14. Shri Ashwani Kumar
15. Shri Motiur Rahman
16. Shri Ekanath K. Thakur

SECRETARIAT

1. Shri P. Sreedharan — *Joint Secretary*
2. Shri Raj Shekhar Sharma — *Director*
3. Shri K.L. Arora — *Under Secretary*
4. Shri R.C. Tiwari — *Under Secretary*

1. Shri R. Chandrashekhar, Joint Secretary, DIT

2. Shri Pankaj Agrawala, Joint Secretary, DIT

3. Shri Ajeer Vidya, JS & FA, DIT

4. Dr. U.P. Phadke, Advisor, DIT

5. Dr. N. Vijayaditya, DG, NIC

6. Dr. B.K. Gairola, DDG, NIC

7. Shri Satyanarayana, Chief Executive Officer, National Institute of Smart Government (NISG)

8. Shri Mahesh Chandra, Managing Director, National Informatics Centre Services Incorporated (NICSI).

2. At the outset, the Chairman welcomed the representatives to the sitting of the Committee. The representatives gave a presentation and briefed the Members about the role of NISG, NICSI and NIXI in the "Implementation of e-Governance projects".

3. The Members sought certain clarifications on various issues involved in the matter. The representatives responded to the queries raised by the Members. The Chairman conveyed his thanks to the representatives for appearing before the Committee and tendering valuable information.

4. A verbatim record of the proceedings has been kept.

The Committee, then, adjourned.

MINUTES OF THE THIRTY-FOURTH SITTING OF THE STANDING
COMMITTEE ON INFORMATION TECHNOLOGY (2004-05)

The Committee sat on Thursday, 28 July, 2005 from 1500 hours to
1800 hours in Committee Room 'B', Parliament House Annexe,
New Delhi.

PRESENT

Shri M.M. Pallam Raju—*Chairman*

MEMBERS

Lok Sabha

2. Shri Nikhil Chaudhary
3. Shri Mani Cherenamei
4. Shri Sanjay Dhotre
5. Kunwar Jitin Prasad
6. Shri Kailash Joshi
7. Dr. P.P. Koya
8. Shri P.S. Gadhavi
9. Smt. P. Jayaprada Nahata
10. Shri Sohan Potai
11. Shri Chander Shekhar Sahu
12. Shri Tathagat Satpathy
13. Shri K.V. Thangka Balu

Rajya Sabha

14. Shri Vijay J. Darda
15. Shri Ashwani Kumar
16. Shri Dara Singh
17. Shri N.R. Govindrajar
18. Shri K. Rama Mohana Rao

1. Shri Raj Shekhar Sharma — *Director*
2. Shri K.L. Arora — *Under Secretary*
3. Shri R.C. Tiwari — *Under Secretary*

Special-Invitee

Shri Rahul Gandhi

1. Shri Brijesh Kumar, Secretary
2. Shri R. Chandrasekhar, Joint Secretary
3. Shri Ajeer Vidya, JS & FA
4. Shri Pankaj Agarwala, Joint Secretary
5. Dr. B.K. Gairola, DDG, NIC

Representatives of the IT Companies

1. Shri Tanmoy Chakrabarty, Vice-President & Head, Tata Consultancy Services (TCS)
2. Shri Murali Dhara, General Manager, Wipro Infotech
3. Shri Satish Kaushal, Country Manager, IBM India Ltd.
4. Shri S.P.S. Grover, Sr. Director, Oracle India Pvt. Ltd.
5. Ms. Neelam Dhawan, Managing Director, Microsoft Corporation (India) Pvt. Ltd.
6. Shri Ravindranath P., Director, HP India Pvt. Ltd.
7. Shri T.S. Darbari, HP Lazer Jet
8. Shri Chetan Krishnaswamy, Director, Intel Technology India Pvt. Ltd.
9. Shri Venkat Patnaik, Assistant General Manager, 3I Infotech (ICICI Infotech Ltd.)
10. Shri Vivek Agarwal, President, C1 India Pvt. Ltd.
11. Shri Kamlakar Kaul, General Manager, HCL Technologies/HCL Infosystems Ltd.
12. Shri Y. Subrahmanyam, Managing Director, Co Options Technologies Ltd.
13. Shri K. Jagannath, National Business Manager, CMS Computers Ltd.

14. Shri U. Lakshmi Narayana, Director Business Development, Vortex Technologies.

15. Shri Praveen, Strategy Advisor, n-Logue

16. Shri Satyan Mishra, CEO, Drishtee

17. Shri Krishna Rupanagunta, Chief Operating Officer, e-Governments Foundation

18. Shri Vinnie Mehta, Executive Director, MAIT

19. Shri Govind Chauhan, National Manager, ABN.

At the outset, the Chairman welcomed the Secretary, Department of Information Technology, other officers of the Department and representatives of various IT services and solution providers.

2. Thereafter, the representatives of various IT services and solution providers gave a presentation and briefed the members about their role in the "implementation of e-Governance projects".

3. The Committee, then, sought certain clarifications from the representatives of various IT services and solution providers on the issues related to implementation of e-Governance in the country. The representatives responded to the queries of the Members. The Chairman thanked the representatives for appearing before the Committee, tendering valuable information and for expressing free and frank views on various points raised by the Members.

4. A verbatim record of the proceedings has been kept.

The Committee, then, adjourned.

MINUTES OF THE SECOND SITTING OF THE STANDING
COMMITTEE ON INFORMATION TECHNOLOGY (2005-06)

The Committee sat on Friday, 18 August, 2005 from 1500 hours to
1750 hours in Committee Room 'G-074', 'K' Block, Parliament Library
Building, New Delhi.

PRESENT

Shri M.M. Pallam Raju—*Chairman*

MEMBERS

Lok Sabha

2. Shri Nikhil Chaudhary
3. Shri Mani Cherenamei
4. Shri Sanjay Dhotre
5. Dr. P.P. Koya
6. Shri P.S. Gadhavi
7. Shri K.V. Thangka Balu

Rajya Sabha

8. Shri Vijay J. Darda
9. Shri Ashwani Kumar
10. Shri Motiur Rahman

SECRETARIAT

1. Shri S.K. Sharma	—	*Additional Secretary*
2. Shri P. Sreedharan	—	*Joint Secretary*
3. Shri Raj Shekhar Sharma	—	*Director*
4. Shri K.L. Arora	—	*Under Secretary*
5. Shri R.C. Tiwari	—	*Under Secretary*

Representatives of Department of Information Technology

1. Shri Brijesh Kumar, Secretary,
2. Shri R. Chandrashekhar, Joint Secretary
3. Shri Ajeer Vidya, JS & FA
4. Shri Pankaj Agrawala, Joint Secretary
5. Dr. N. Vijayaditya, Director General, NIC
6. Dr. B.K. Gairola, DDG, NIC

Representatives of some of the Line Ministries/Departments

1. Shri Berjinder Singh, Chairman, Central Board of Direct Taxes (CBDT), MoF
2. Shri J.G. Pendse, Member (Investigation), CBDT
3. Shri V.S. Mathur, Director General of Income Tax (Systems), CBDT
4. Shri S.S. Khan, Director of Income Tax (Systems), CBDT
5. Shri S.K. Mishra, Director, Ministry of Road Transport and Highways
6. Smt. Lalita Kumar, Joint Secretary, Ministry of Rural Development
7. Shri Arun Dubey, Additional Member, Railway Board, Ministry of Railways
8. Shri M.R. Ramakrishnan, M.D. Centre for Railway Information System (CRIS)

At the outset, the Chairman welcomed the Secretary, Department of Information Technology, representatives of the invited Line Ministries/Departments *viz*. Central Board of Direct Taxes (CBDT), Ministry of Finance; Ministry of Road Transport and Highways; Ministry of Rural Development; Centre for Railway Information System (CRIS), Ministry of Railways and other officers to the sitting of the Committee.

2. Thereafter, the representatives of each of the Line Ministries/ Departments gave a visual presentation and briefed the Members about the efforts and progress made so far, success achieved and difficulties faced by them in the process of implementation of e-Governance projects.

3. The Committee, then sought certain clarifications from the representatives of the Line Ministries/Departments of the e-Governance projects being implemented by them and also on similar other issues related to implementation of e-Governance projects in the country. The representatives responded to the queries of the Members. The Chairman thanked the representatives for appearing before the Committee, tendering valuable information and for expressing free and frank views on various points raised by the Members.

4. A verbatim record of the proceedings has been kept.

The Committee, then, adjourned.

MINUTES OF THE TENTH SITTING OF THE STANDING
COMMITTEE ON INFORMATION TECHNOLOGY (2005-06)

The Committee sat on the 14th November, 2005 from 1500 Hrs. to 1615 Hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

PRESENT

Shri M.M. Pallam Raju — *Chairman*

MEMBERS

Lok Sabha

2. Shri Nikhil Kumar Chaudhary
3. Shri Mani Cherenamei
4. Shri Sanjay Shamrao Dhotre
5. Shri P.S. Gadhavi
6. Shri Ashok Kumar Rawat
7. Shri Chander Shekhar Sahu
8. Shri Vishnu Sai

Rajya Sabha

9. Shri Ashwani Kumar
10. Shri Balbir K. Punj
11. Shri K. Rama Mohana Rao

SECRETARIAT

1. Shri P. Sreedharan	—	*Joint Secretary*
2. Shri Raj Shekhar Sharma	—	*Director*
3. Shri K.L. Arora	—	*Under Secretary*
4. Shri R.C. Tiwari	—	*Under Secretary*

2. At the outset, the Chairman welcomed the Members to the sitting of the Committee. The Committee then took up for consideration the Draft Report on "Implementation of e-Governance Project" and adopted the same with some modifications.

3. The Committee, then, authorized the Chairman to finalize and present the above mentioned Report to the House after factual verification by the Department of Information Technology on a date and time convenient to him.

The Committee, then, adjourned.