



## Digital government toolkit



### Digital Government Strategies: Good Practices



**Colombia:**

**Route of Excellence (*Ruta de Excelencia*)**

The OECD Council adopted on 15 July 2014 the Recommendation on Digital Government Strategies. The Recommendation provides a set of 12 principles structured around 3 pillars. The OECD Secretariat is developing a Digital Government Policy Toolkit to support OECD member countries and non-member adhering countries with the implementation of the Recommendation. This practice was submitted by the government of Colombia to be considered as a good practice in the implementation of one or more of the principles contained in the Recommendation.

#### Description of the practice:

**Organisation:**

Ministry of Information Technology and Communications

**Name of the practice:**

Route of Excellence (*Ruta de Excelencia*)

**Principles implemented:**

Principle 5 - Secure leadership and political commitment to the strategy

Principle 6 - Ensure coherent use of digital technologies across policy areas and levels of government

**Description:** The Route of Excellence is a strategy of the Colombia's Government that seeks to respond to the most pressing needs of citizens and entrepreneurs related with the access to public services.

Also, it is an instrument that aims to improve the internal processes of public entities and the use of public information for the generation of value to citizens and entrepreneurs.

In this way, the Route of Excellence focuses its actions on 3 important themes that bring together a total of 27 projects, in order to produce a greater impact and transformation in governance: i) Relevant procedures and services to be available online ii) Projects to improve governance, and iii) Actions to promote the supply and demand for government services online, especially for the publication and use of open data.

The 27 projects of procedures, services and systems are grouped into four different thematic lines, as follows:



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- Identification: 1. Registration, correction and copy of Civil Registration (birth, marriage, death). 2. Application, correction, renewal and duplicate citizenship card. 3. Issue and renewal of military service card. 4. Issue and renewal of Passport. 5. Recognition of educational titles.
- Health and Work: 6. Affiliation to Social Security (health, pension, occupational hazards). 7. Request of Medical appointments and authorization of medical services and medicine. 8. Registration, update and consultation at System for Identifying Potential Beneficiaries of Social Programs - SISBEN. 9. Electronic Medical Records. 10. Work history
- Competitiveness: 11. Settlement and payment of Property Tax. 12. Creating Company. 13. Recording of electronic invoices. 14. Settlement and payment Industry and Trade Tax. 15. Sanitary Registry. 16. ICA Registry.
- Peace and Citizen Confidence: 17. Family conflicts Online Attention. 18. National Management System of Land Restitution Process. 19. National System of Integrated Care and Reparation for Victims. 20. Integrated emergency and safety system at territorial and national levels. 21. National System of Human Rights and International Humanitarian Law.
- Open Data: 22. Opening Data about Mobility. 23. Opening Data about Citizen security. 24. Opening Data about provision of health services, public health and health risk management. 25. Opening data about land use planning. 26. Opening data about agricultural production chain. 27. Opening Data about educational quality and coverage.

### Results

1. Civil Registration (birth, marriage, death): In 2017, 1.409 offices in the country with registry functions (registry offices, hospitals, notaries) make online the registration of births, marriages and deaths in the Civil Registry, with which citizens will not be the ones who must do so. In the Special Registrars of Cali, Medellín, Bucaramanga, Barranquilla and Tunja and in 7 notaries of the city of Bogotá, the citizens can request the issuance of copies of the civil registries that have been registered in any registry office in the country.

2. Citizenship Card: From March 15, 2016, it was expanded branch network where you can collect the physical document to make the process of duplicate citizenship card online. Additionally, it generates digital password.

3. Military service card: Colombian males can develop registration, upload documents, settle the compensation fee and pay for their military card through the website of the Recruitment Command and, due to the interoperability of the agencies involved in the process, they don't have to go to the agencies to deliver between 8 and 25 paper documents. Likewise, the petitioners receive notifications and can generate certification of its military situation through a mobile application which will lead in a very short time to the dematerialization of the military card.



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4. **Passport:** From July 1, 2016, citizens can schedule their appointment, register their personal data and pay from any mobile device, reducing time in the application process in the service module. Moreover, those who travel abroad can expedite the validation of their identity in a station at the airport, arranged as pilot plan from Migration Colombia, reducing time to less than one minute.
5. **Recognition of educational titles:** Since the end of 2016, citizens can complete the process completely online, making their request, upload documents, payment and reception of the final resolution of recognition through the platform enabled for this purpose by the Ministry of National Education, General System of Validations of Higher Education.
6. **Affiliation To Social Security:** Through the [www.miseguridadsocial.gov.co](http://www.miseguridadsocial.gov.co) portal, Colombians citizens can verify their current health and household basic information: Contributions and Health History Form. Since March 2018, citizens can also use this transactional portal to carry out the transfer of the Health Services Provider Entity (EPS). In next phases may transact affiliation and other novelty to the General Social Security System (SGSS).
7. **Authorization of medical services and medicine:** Prescriptions of medicines in the General Social Security System not covered by the Health Benefits Plan are made by health professionals through the MIPRES platform. This generates a profound impact on the security system due to information has allowed to formulate new policies related with medicines as well as achieve significant time reduction for patients to receive the required medicines and services, which was previously submitted to endorsements of technical-scientific committees and procedures through legal channels.
8. **System for Identifying Potential Beneficiaries of Social Programs – SISBEN:** The National Planning Department advanced in the implementation of the technological platform for the capture, processing of information of households for SISBEN under a new methodology that will allow a purification of the database and reduce the times for beneficiaries to be reflected in the database and access to the different social programs of the Colombian State.
9. **Electronic Medical Records:** In order to generate the clinical history model for the country, the Government of Cundinamarca was supported in the connection of the unified clinical history enabled in the 53 hospitals of the department's hospital network with three municipalities in the department of Quindío.
10. **Work history:** The development of the technological tool called Electronic Time-Lapse Certification System -CETIL- was completed in 2017, which allows the uploading of information on contributions made before 1994 - prior to the entry of Law 100 of 1993 - and reported by the 4000 entities public of national and territorial order. In a second phase, once the information is consolidated, it allows the consultation and electronic issuance of the unified certifications of the working hours for pension recognition which citizens request to the public or private funds.



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11. **Creation of Companies:** In June 2018, the Ministry of Commerce, Industry and Tourism launched the "One-stop shop for business creation" in the city of Bogotá, which is gradually deployed to the rest of the Colombian territory. Simplified and integrations of mercantile, tax and social security procedures will reduce business start-up times to 3 working days and thereby reduce the levels of informality in the country and boost competitiveness and generation of foreign investment.

12. **Electronic invoices:** The pilot plan is currently progressing with more than 4.682 voluntary billers, from various sectors of the economy and cities across the country to test the technical and functional requirements for exchange of information between technological solutions and technical control system for electronic bill adopted by the Directorate of Taxes and National Customs - DIAN. After the adjustments identified in the model and the qualification of the technological suppliers by the DIAN, the gradual massification of the model is obtained and it is expected that as of January 1, all the taxpayers will invoice electronically in the country.

13. **Sanitary Registry:** Since July 2018, the service of intent to register and respond to requests for sanitary registration for food, cosmetics and cleaning products, biological medicines, synthetic medicines, medical devices among others was enabled, improving the experience of 50,000 businessmen who require this procedure per year allowing them to file their application at any time and place, and reducing the time and costs of the process that involved travelling to the city of Bogotá.

14. **ICA Registry:** Since October 2017, small and large growers, packers and exporters of fresh vegetables can carry out their registration process before the Colombian Agricultural Institute through the "One-Stop Shop", allowing the online filing, application, payment, follow-up and registration requests as well as the modifications of the registrations granted. As of September 2018, after stabilizing the model, the One-stop Shop was also deployed for the registration process as a producer, importer, packer of food for animals, biological or veterinary drugs.

15. **National Management System of Land Restitution Process:** Beginning in April 2018, the interoperability process of the 12 agencies which make up the Land Node, led by the Land Restitution Unit, began to benefit the victims of the armed conflict who were dispossessed of their lands. The online information exchange between these agencies expedites the administrative processing of the restitution requests presented, obtaining answers in less time.

Regarding the publication of open data, the portal [www.datos.gov.co](http://www.datos.gov.co), have been published 207 datasets on land use planning, 497 datasets on productive chain of agriculture, 1.536 datasets on quality and educational coverage, 935 datasets on public health, 414 datasets on mobility and 433 datasets on public safety.



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## Development

### Design:

The design of The Route of Excellence was a process led by the Ministry of Information and Communications Technologies, in coordination with the Administrative Department of Public Service and the National Planning Department.

These entities performed the following activities jointly:

1. Construction of the universe of procedures and relevant services for the citizen: the universe was constructed from the following sources of information:

- Citizen Information: perception studies
- International indicators: Main indexes that measure the performance of countries, related to e-government (Waseda, Doing Business, Undesa e-government, etc.).
- Identification of essential moments of the citizen.
- Strategic policies and standards: National Development Plan Vive Digital from ICT, Policy overcoming poverty, among others Sector Plan.

2. Focus and prioritization of procedures and services: at this stage a selection of the universe of procedures and services identified was conducted, with the purpose of selecting the most strategic for inclusion in the Route of Excellence. This activity was based on the following criteria:

- Frequency of use of procedures and services identified.
- Identification of opportunities from strategic actors involved or significant progress in improving the processes or services.
- Assessment of citizens in perception campaigns conducted in 2015

3. Defining the order of execution: at this stage the order of execution of the procedures and services identified from analysis of financial variables, legal and technical was determined. The first related with costs and supports available (business model). The second related with requirements analysis and the third related with levels of automation and technological infrastructure available.

4. Assessment and evaluation of projects: finally a panel of experts from the ICT Ministry and leaders of political entities, assessed the strategic value of projects to be prioritized in the roadmap and this way they were included: 16 procedures and services to citizens and businesses, 3 projects to improve the internal processes of the entities and 3 projects access to public information from open data publication.



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### Testing:

The methodology for designing the Route of excellence, was validated by the leaders of policies as the Administrative Department of Public Service - DAFP, the National Planning Department - DNP and the Ministry of ICT, through workshops where the criteria and prioritization of projects on the route and agreements on them were defined

### Implementation:

During the design stage, consultation activities to citizens and stakeholders through strategies such as surveys, focus groups, interviews, participation by social networks were implemented.

In the stages of identification and prioritization of the 27 projects of the "Route of Excellence", activities of collective and participatory construction with leaders of national agencies involved, stakeholders and a group of industry experts, were executed.

To implement the project, it has been developed and implemented a Project Management Office (PMO) deploying strategy management portfolio for the management of 27 projects and 125 subprojects that are part of the Route of Excellence, applying the best practices of PMI in each project.

The PMO generated synergies and strategic alignment of activities, resources and initiatives of national institutions and stakeholders involved in the projects. To achieve the optimization of financial resources and to encourage the digital ecosystems in the country, it has formed a system of co-financing of priority projects which generate high and direct impact to citizen.

Subsequently, the new projects that need to be prioritized due to their impact and strategic importance for the country were identified, for which efforts were focused on a total of 27 projects.

### Resources

In order to support the design and implementation of The Route of Excellence, the Ministry of ICT has prepared different mechanisms of support to agencies which lead and participate in their development.

- Technical support: the Ministry of ICT with the Administrative Department of Public Service and the National Planning Department, led the creation of a Project Management Office (PMO) to The Route of Excellence. Through this office they have been arranged managers and project teams that allow articulating the goals and objectives of all projects of the route and ensure its implementation.

Also, the agencies responsible for the projects of the Route of excellence received support in the formulation of their projects, the selection of technology providers (called solvers), as well as in the planning and monitoring of developments.



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- Financial resources: as part of the mechanism of Co-financing and financial incentives, the Ministry of ICT signed the Inter-administrative Agreement 555 of 2016 for \$ 10.800.000.000 COP (\$3'537.537 USD) until December 2018 in order to co-finance partially or totally digitization projects, being prioritized those of the Route of Excellence for which it was designed and implemented the program Co.Meta 2018 (<http://cometa2018.gov.co>) in alliance with INNPULSA Colombia. This program operates through open calls for public agencies, which want to advance projects and likewise through a public process the program evaluated and enabled the ICT industry companies that applied to be suppliers of the technological solutions that arise from the Entities that benefit from the Cofinancing resources.
- Certification of procedures and services through the "Seal of Excellence": all projects will be certified in accordance with the procedure established by the Digital Government Directorate, to demonstrate the high quality of the procedures and services and open data in the Route of Excellence.
- Dissemination and appropriation activities: the Ministry of ICT, in coordination with the Administrative Department of Public Service and the National Planning Department, will develop a strategy for dissemination and appropriation around projects, allowing visible achievements and progress towards the citizen and the state as the main beneficiaries.
- Support to users for accessing online procedures: through various channels, the Citizen Contact Center support users of the procedures and services of the Route of Excellence, in order to provide support and guidance.

Articulation with leaders agencies of different policies: the projects of the Route of Excellence have the support of agencies like the Administrative Department of Public Service, the National Planning Department, Colombia Efficient Purchase and the National Digital Commission.

**Diffusion and scaling:** To disseminate the Route of Excellence's projects it was developed a website <http://www.rutadelaexcelencia.gov.co/634/w3-channel.htm>

Website of each leader entity Government social networking Synergy

The initiative has also been socialized in multiple academic spaces related to digital government (forums, congresses, meetings) as well as in events where public agencies present to the general community and citizenship the achievements made in relation to each of the procedures and services prioritized in the route.

Partnerships: Private Sector, Public Sector Organisations

Private sector: Chamber of Commerce of Bogotá, Notaries

Public Sector Organizations: 1. *Agencies that promote strategy:* Presidency, Ministry of Information and Communications Technologies, National Planning Department of Colombia, Administrative Department of Public Service.



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2. *Project leaders agencies:* National Civil Registry, Ministry of Health and Social Protection, Ministry of Defense, Ministry of Foreign Affairs, Ministry of Education, Ministry of Commerce, Industry and Tourism, Ministry of Labour, Ministry of Finance and Public Credit, Ministry of Justice and Law, Ministry of Interior, Ministry of Transport, Ministry of Agriculture and Regional Development, Direction of Tax and National Customs, Agustín Codazzi Geographical Institute, National Institute of Food and Drug Monitoring, Colombia National Police, Unit for Attention and Reparation for Victims, Special Administrative Unit of Management and Restitution of Stripped Land

3. *Agencies that support projects:* National Army of Colombia, Colombian Agency for Reintegration, National Agency for Overcoming Extreme Poverty, Colombian Family Welfare Institute (ICBF), Colombia Migration, District Planning Department of Bogotá, Chamber of Commerce of Bogotá, Colombian Confederation of Chambers of Commerce, Colombian Pension Administrator, Colombian Family Welfare Institute, National Attorney General's Office, National Institute of Legal Medicine, Ministry of Housing, City and Territory, Agricultural Rural Planning Unit – UPRA, Colombian Agricultural Research Corporation – Corpoica, Institute of Hydrology, Meteorology and Environmental Studies – IDEAM

### Lessons learned

The Route of Excellence adopted best practices of PMI in the implementation process of the project, facilitate and enable monitoring and control of projects in a better way than traditional model.

Information management and communication requires additional and special frame as they are essential for achieving high levels of coordination and joint results in 27 projects of national impact. So the strategy of accompaniment, empowerment and communication that takes place during the implementation of the route is very important for achieving the desired results in all projects.

Without the commitment of senior managers, CIO and CTO in the leading projects agencies is very difficult to make progress in the different stages of each project, so meetings of high strategic level to reduce performed the negative impact of the identified risks. Despite this, there have been situations with some projects that generate delays in expected developments, mainly because management commitment is evidenced not explicitly and clearly.

This impact of the times, scope and costs of the accompanying and co-financing projects to public agencies are represented in technical, organizational and logistical aspects such as:

- Significant differences in the scope of projects defined by Entities and the real need
- Deficiencies in the completeness, readiness and conditions of the Information Systems, personnel equipment and inputs required in the Entities
- Difficulties in the acceptance tests by the Entities, as well as the deployment due to the lack of availability of the environments and infrastructure that must be provisioned at the time of the finalization and stabilization of the solutions
- Weakness in support plans, continuity and sustainability of technological solutions - sub-use risk
- Frequent changes of personnel of the sponsor-leader Entity and of the priorities assigned to the projects



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There are difficulties in administrative and legal procedures associated with signing cooperation agreements with public entities that are intended to benefit and support in the framework of the initiative representing continuous rework and excessive times for the legalization of them even in many cases higher to the times for the technical execution of the projects.

### Conditions for successful implementation

High commitment and empowerment of the top executives in leading organizations and are responsible for the projects.

Availability of financial, technical and human resources to the development of the proposed objectives within an appropriate balance between time, scope and cost.

A project management strategy that includes the establishment of the office of government projects so that optimizations are achieved in the use and application of public resources.

Identification and prioritization of new procedures and high-impact services for citizens with a sectoral focus and deployment, and cross-cutting seeking greater impacts, economies and synergies in the citizen-Colombian relationship, as well as to be able to deal in a special way with the needs of said relationship in the territory all this in an evolutionary but differential dynamics.

Establishment of synergies with other strategies of digital transformation and simplification of procedures that the leading entities of the sector advance to improve the relationship citizen-State.

Identification of type (or model) architectures of the procedures and services for the transversal management of the common components from the perspectives of users, officials and the agency are required for their digitization. For example Portal of entry, Authentication and identity, Registration of information, Notifications and electronic file, Payment gateways, Assignment and Administration of tasks, Reports, Opening and use of data, Business intelligence / Analytics, Interoperability, Integrations to Information Systems , Documentary Management.

Articulation with the “model of Digital Citizen Services” that is deployed in the Country, for the management of the common components identified in the architecture for digitalization of procedures and services. Today interoperability or information exchange has materialized in the agencies that make up the chains of procedures, but greater efforts are required in the unified electronic authentication, and the use and potentialization of the citizen folder and electronic headquarters, as well as the use of an ecosystem of information and public data to offer better services to the citizen.