

1. Project title

Implementation of digital document management system in Tartu City Government 2001-2002

2. Background Information

Project location: Tartu, Estonia

Launch date: May 3, 2001

Start date of the operational phase: January 3, 2002

Project end date: September 30, 2002

3. Entity responsible for implementation:

Tartu City Government City Office

4. Description of content and services

4.1 Description of previous situation

Until the year 2001 document management in Tartu City Government was handled by traditional methods. Documents were in registers even in paper databases or in separate database in computer. If the document moves from one department to another, it was put to another register again.

As citizens and companies were sometimes applying by some case to different departments, sometimes case were solved simultaneously and applicants sometimes get more than one answer from the city government. It happens that answers were totally different.

It was relatively complicated to track the history of the client: previously handled cases were in archive and it takes days to dig out the information.

Original copies of the documents were in circulation and sometimes some of them were lost.

Actual data was in different databases, sometimes just in file server on PC catalogues, not reachable for others.

Database of the clients did not exist and in every new outgoing letter all the address fields were completed manually every time

Every responsible person was creating his/her own reminder system, not connected to the group calendar and not reachable to others.

Distant work was impossible.

But even by such circumstances documents were created and handled on the time frame, mandatory by law.

4.2 Regulatory Framework

According to the Public Information Act all public institutions should publish in their web pages registries of the incoming and out coming mail, all legislation (approved documents and drafts, except protected personal data), results of the researches, etc.

From 01.03.2001 Government of Estonia bring into force "Common regulations for procedures". This document requires that register of the documents must be handled digitally.

According to those and other legislative acts Tartu City Council approved in 04.10.2003 "Regulations for handling document registries in Tartu City Government and its institutions". This legislative act gives to the city office basis to create a new digital model for document management.

4.3 Major objectives

The working group in the city office set up the following objectives in May 2001:

Tartu City Government needs to implement a new digital document management system to have faster, secure and easily accessible governance.

4.4 Needs Assessment and Priority Setting

After analysis of the existing situation the following requirements were set to the solution:

- Easiness of creating new documents and cases
- Easiness of creating new legislative acts
- Fast flow of documents
- Accessible from city government computer network, but as well through public Internet
- Automatic publication of documents in city web page
- Digital archiving tool
- Unique registry
- Possibilities to create different views: by client, by case, by office worker, by institution, etc
- Automatic reminders and other control tools over the workflow
- Pre-design of workflow
- City Government and City Council meeting tools
- Permanent commissions and ad-hoc workgroups working tools
- Scalable (possibility to add to the same system city institutions)
- In Estonian language
- Time frame: total implementation in 12 months in 250 employments

4.5 Management of Change

An extensive search for products, available in market was made in July and August 2001.

After intensive discussion a decision was made to implement GoPro Case document management system, based on IBM Lotus Notes system. Lotus Notes was previously implemented in Tartu City Government (1st half of 2001).

In September 2001 IBM Estonia made pre-study. Public tender was announced about "Implementation of GoPro Case in Tartu City Government (according to the demands of Public Information Act)".

The contract with the winner of the tender IBM Estonia was signed in December 31, 2001.

The software, IBM Lotus GoPro is complex and secure document, case and contact management program. It could be used either thru Lotus Notes client or web browser.

It offers following basic functions:

- Contact management
- Case management
- Mail management
- Archiving
- Group letters
- Document approving system
- Reminders
- Document follow-up
- Scanning of the documents
- Out of office function
- Log and history of actions

After the interviews with the personnel of the City government detailed specification was made, what includes templates of the basic documents, descriptions of the workflows, etc

According the specification IBM Estonia starts development works in February 1, 2002.

The following organisation and schedule was set up.

The project council

According the agreement between City of Tartu and IBM Estonia the project council was established. The task of this body was to supervise the project and support it with necessary resources and support in higher level. The project council consists 2 representatives of Tartu City Government (deputy mayor, city secretary) and 1 representative of IBM Estonia (GM of IBM Estonia)

The project management team

The project management team consists project managers from both sides and the tasks of the were:

- Support of the project with necessary resources
- To keep the project in the schedule, scale and scoop
- To manage possible changes during the project

Schedule

Development works started from February 1, 2002 and the deadline of development and implementation was May 27, 2002, what was later prolonged until June 10, 2002.

Basic functionality was developed from January 20 to April 9. After basic functionality specific functions (area planning management tool, city government and city council meeting tools, etc) were developed.

Pilot test group

The pilot test group was established to test all developments and to give feedback to the project team. The pilot test group consists of 20 users who were selected on the basis of interest to the new system, as well to educate them to be later support persons in different departments of city government.

Pilot test group worked in efficient way and gives a lot of support and feedback to the project team.

Training

The training program was developed simultaneously with development and test works.

In April and May 2002 75% of 250 later users of the programs from city government attended in training program (4 hours), arranged by BCS Koolitus. Additional training was made in June and November 2002. Later in every month 1 training day is arranged to educate new officials.

Printed user guides were given to every user.

Launch

The program was launched in basic functionality in June 1, 2002. Some additional functionality (area planning case management, meeting tools) was launched 3 months later, in September 2002.

It was planned to manage documents in the first 4 weeks simultaneously in traditional methods (paper) and by new digital system.

After 10 days we recognised that it was big mistake, as parallel management of the documents was leading us to the situation that nobody actually knows what is the most updated version of the document, what document is approved and what is not approved.

Traditional document management method was immediately cancelled and only new digital system was left in use.

From June 15, 2002 system was fully implemented and functional and in use for 250 employees.

4. 6 Services provided

After implementation Tartu city Government and Tartu City Council have digital documents, cases and contacts management system, which fully responds to the needs of organisation and requirements of legislation, increases performance of the organisation and makes decision-making process faster, secure and transparent.

4.7 Partners

IBM Estonia

4.8 Assessment of performance

The project was executed in schedule and financial frame.

The performance of the city officials was increased: officials can use online document and cases database; have different views - by client, by case, by office worker, by institution, etc,

The speed of the workflow has dramatically increased. Earlier one approval takes approximately one day, now it is common that all 5-6 approvals are given in 1-2 days. It is easy to monitor the status of the document or case.

Distant use of the system is possible in any time and from any location with Internet connection. The full functionality is available for distant work. It is possible to create, edit, approve, monitor and manage documents.

4.9 Financial Mechanism

The project was fully funded by the City of Tartu.

Application was made to the Estonian Ministry of Interior (500 000 EEK).

Application was not approved.

Budget

Development - 398 840 EEK (25490 EUR)

Licences - 507 174 EEK (32414 EUR)

Training - 120 000 EEK (7670 EUR)

Total: 1 026 014 EEK (65 574 EUR)

4.10 Next step

Next steps were planned to enhance the system to the all city institutions (schools, children daily care and elder people care institutions, etc) up to the 450 users in 60 locations (executed from January 1, 2004).

Digital application forms were launched in February 2003.

4.11 Lessons learnt

Human resources and internal communications

It is important to inform responsible people and end-users about changes in the future and involve them in the early planning stage.

As we had bad experience from another implementation (new accounting software), in this case we were trying to avoid communication errors. As well it was important to get pilot group together in formal meetings and listen about their feelings and comments about development and in this way to get their input to the project.

As well it was good idea to hold some informal social events together with developers.

In training period we understand that computer skills of our personnel varies in wide scale. We recognised that for some officials it was first time to work day-by-day with computer by him, as earlier lot of computerworks (typing) was done by secretaries. After recognition of this problem we immediately arranged additional basic computer courses for those who need such program.

The design and development program fix a lot of our workflows, as earlier lot of them were not described (computer needs rules).

Technical resources

Either it was promised this is not a problem it comes clear that some computers were out of date for such system. Computers were replaced and minimum requirements for PCs were developed.

We underestimated data speed problems, especially for offices in remote locations. The amount of data, changed between server and client is relatively big and it needs fast broadband connections. For remote units broadband speed by ADSL was increased.

4.12 Conclusions

- The project was realised on time and budget (what is not typical for ICT projects).
- The team was dedicated and have enough time and resources to implement the project.
- As well there was support from top management and this fact keeps project team motivated.
- The final product was either better than expected and today GoPro is main working tool for 450 employments. Some other municipalities, government institutions and private companies have learnt our experience and planning to implement same system.

5. Technical solutions

GoPro is based on IBM Domino server and uses Lotus Notes client.

6. For more information (URL of a website)

Tartu City Government document register

http://www.tartu.ee/?lang_id=1&menu_id=2&page_id=1208

GoPro Case

http://www.gopro.net/default.asp?cat_id=48

IBM Estonia software services

<http://www-5.ibm.com/ee/service/tarkvarateenus.html>

7. Complete coordinates of the implementing entity

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