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CATALYSTS AND DEREGULATORS OF POLISH E-GOVERNMENT

Abstract. implementation and development of e-Government in Poland took place in view of our candidacy for and now membership in the European Union (EU). There are factors, phenomena and facts which accelerate or delay this process and this article presents them in the context of activities undertaken in Poland for creating the fundamentals of electronic administration and its development.

Keywords: e-Government, e-Governance, front-office, back-office, information society, e-PUAP platform, IT project, information and communication technologies, e-PUAP trusted profile.

1. INTRODUCTION

The development of native, electronic administration is determined by initiatives and activities which have been undertaken in our country to switch its economy to information society (IS) and informatize this sector.

The Polish society cannot be presently defined as a mature IS; neither can our e-Government be defined as full e-Government. We have already entered the second decade of the construction of IS but we still work our way up.

The development of e-Government in Poland is possible due to the introduction of management through projects to the public administration sector and depends on the State's efficient investments in new information and communication technologies (ICT) which will give rise to coherent, on national scale, teleinformation systems in this sector. A further progress in providing e-services consistent with expectations of individual clients and companies will require from present governments continued ventures launched by their predecessors and competent coordination of numerous projects whose implementation schedules coincide.

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2. E-GOVERNMENT – NOTION, CONCEPTS AND TERMINOLOGY

All activities carried out by governmental and self-governmental authorities using modern ICTs are defined as *e-Government*.

According to the European Commission, the “e-Government means a detailed reconstruction of administration based on the ICT, [...], which would make the public sector open and transparent – open mainly for citizens, organizations and entrepreneurs, geared towards cooperation with them” (Ganczar, 2009, p. 36).

Implementation of the correctly functioning e-Government is a process which requires profound changes in the officials’ way of acting and thinking, and new ICTs are aimed at the improvement of the relationships of public administration in contacts with citizens (Government to Citizen), entrepreneurs (Government to Business) and other units of this sector (Government to Government).

The main tasks of electronic administration, i.e. e-Government (InfoDev, 2002, p. 1):

- improvement of the quality of services provided for the society;
- enabling a better access to public information;
- adjustment of the legal system to ongoing changes;
- cooperation of various levels of administration;
- extension of the participation of individual citizens and companies in this process;
- higher responsibility of administration entities for the activities they undertake.

Electronic administration is full (complete) only when it offers four types of services:

- information – enabling unilateral flow of information (from administrative authority to citizens), e.g. through access to official websites or public archives;
- communication – providing bilateral relationships, where citizens may express and present their opinions to administration entities, e.g. within public opinion polls or as comments to planned services provided electronically;
- transaction – providing bilateral relationships based on the principles of partnership and cooperation in which citizens actively participate in the decision-making process (e.g. through participation in the development of informatization plans or strategies of the development of IS), the responsibility for accomplishment of the final decisions resting always with the office;
- integration – making available the information coming from different offices and enabling carrying out a complete transaction (from receiving the information, through collecting appropriate forms, filling them in, sometimes directly on the website, signing with the use of appropriate methods, sending

back electronically, payment of applicable fees and finally obtaining an official document for which the client applied) through portals of specific purpose (Felski et al., 2009).

The countries which presently head towards electronic administration may introduce this change pursuant to one of the two, existing in the world, concepts of the development of e-Government. Followers of one of them are Asiatic countries (such as Japan or Korea) and the United States which emphasize the need for an access to administrative services provided electronically, on line. The concept preferred by the European Union assumes that informatization of public administration is an integrated action aimed at creating a cheaper and more effective administration and ultimately – improving the State management and decreasing the costs of its functioning.

In Poland as a purpose of e-Government functioning, an increase in the effectiveness of public administration activities within the provision of services was adopted. The following definition of the public service: “a service provided by public administration organs for citizens and organizations, as well as other forms of communication between the public administration organs and citizens and organizations accomplishing the public administration tasks or fulfilling by citizens and organizations their obligations towards the State” is contained in document “The gateway – preliminary concept of the project” prepared in December 2002 by McKinsey and Company at the request of the Committee of Scientific Research (KBN).

E-government has its external dimension comprising the relationships between administration and its clients, which may be implemented owing to teleinformation systems based on the solutions of the *front-office* type in the form of Electronic Inboxes. The internal dimension is expressed in the office-office and office-employees relationships and may be conducted through information systems of the *back-office* type through an electronic circulation of documents.

Apart from the e-Government, there is also a more comprehensive notion of *e-Governance*. It comprises the whole spectrum of external relationships and relationships within the government using the ICT, in many aspects of the State's life. The relationships within the administration assume the share of information, knowledge and cooperation in legislative issues as well as creating the fundamentals for the development of electronic administration services. The main task of e-Governance is to determine the impact of ICTs on various domains of social life, public authority, relationships between the entities from this sector and external entities. E-Governance delineates general objectives and trends which should be followed by detailed activities, e.g. through electronic consultations, besides it coordinates relevant activities and develops appropriate statistics and presents the existing outcomes based on them.

3. THE CALENDAR OF THE MOST IMPORTANT INITIATIVES ON E-GOVERNMENT IN POLAND

The activities of all public administration entities are based on respective legal acts and internally developed regulations. This paragraph presents the calendar of enacted legal acts and hitherto initiatives and activities which were undertaken in Poland for introduction and development of e-Government.

June 2000: the document “e-Europe+ 2003 – joint action for implementation of Information Society in Europe” was drawn up in Warsaw as a response of the EU applicant countries to the EU members’ programme “e-Europe – An information society for all e-Europe+.” That priority document of the EU members of the time called to transform the economies of the applicant countries towards the information society.

September 2000: The KBN prepared the document “Programme of the development of information infrastructure in the Polish scientific-academic circles for the years 2001-2005 – PIONIER: Polish Optical Internet – advanced applications, services and technologies for the Information Society” (Nowak et al., 2000).

28 November 2000: The Ministry Cabinet (MC) approved an amended document prepared earlier by the KBN “The Global Information Society under the conditions of Poland’s accession to the European Union.” It was prepared according to seven expert opinions and is presently known as the official document of KBN and Ministry of Telecommunication, entitled: “The objectives and trends of the development of information society in Poland.” Its message was to win the Poles over to the concept of the information society and the Government – to investing in teleinformatics.

6 September 2001: an act was enacted on access to public information. Art. 8 item 1 says that: “An official teleinformation publication is drawn up – Bulletin of Public Information – aimed at the provision of common access to public information, in the form of a standardized system of pages in teleinformation network” (*Journal of Laws*, No. 112 of 2001, item 1198).

18 September 2001: the act about the electronic signature was enacted, regulating the electronic signature issues (*Journal of Laws*, No. 130 of 2001, item 1450).

17 May 2002: The Minister of the Interior and Administration (MSWiA) issued a decree on the Bulletin of Public Information (*Journal of Laws*, No. 67 of 2002, item 619).

1 July 2002: Informatization (new division of the government administration) was created, headed by prof. M. Kleiberg – Minister of Education and at the same time President of the KBN.

18 July 2002: an act about electrical provision of services was enacted (*Journal of Laws*, No. 144 of 2002, item 1204).

16 August 2002: the act regulating the principles of e-signature came into force, except for the items on the Polish relationships with the European Union structures, mandatory since 1 May 2004.

30 November 2002: premiere of the information platform in Małopolska region – called the *Gateway of Małopolska* (Wrota Małopolski) set up to provide the inhabitants of this region with an access to information resources and to provide services through public administration offices.

18 March 2003: the MC issued a decree on the foundation of the Ministry of Education and Informatization (MNiI) and liquidation of KBN (*Journal of Laws*, No. 51 of 2003, item 443). It was founded to coordinate the activities related to informatization of the country, i.e. supporting the informatic education, creating electronic administration and providing as many public services as possible through the Internet. The Department of Information Systems in Public Administration (DIA) and the Department of the Promotion of Information Society (DPI) were singled out. The DPI's priority activities comprised the formation of internet services for the citizen's remote contact with the office and construction of the e-Government system, the so called *Gateway of Poland* (Wrota Polski). This term was suggested as a name of the integrated information system through which the public administration organs in Poland could provide public services using modern telecommunication and information techniques, especially through the Internet.

1 May 2004: Poland's accession to the European Union. Our pass into its structures was, among others, the progressive programme – “The Gateway of Poland” based on a competition announced in connection with prepared draft act about informatization of activities carried on by the entities performing public tasks.

17 February 2005: enacting the “Act on informatization of entities performing public tasks” (*Journal of Laws*, No. 64 of 2005, item 565), hereinafter referred to as the UINF, the most important legal act for the development of Polish e-Government. It establishes the e-activity of all public administration entities in Poland (Kaczorowska, 2010). It includes regulations which defined and standardized the information terminology contained in various legal acts. The following terms are defined in the act: IT project used by the general public, supra-sector and sector IT project, teleinformation system, IT data medium, electronic communication means, thereby enabling their formal use in offices. Owing to the UINF, 17 legal acts were amended, thus paving the e-administration way in Poland.

1 June 2005: Poland, as the EU member, adopted the “i2010” plan assuming the completion, up to 2010, of a uniform European information space. Letter “i” stands for the information space, but also for innovations, investments and inclusion.

29 June 2005: the MC adopted the “Directional strategy of the development of Poland’s informatization up to 2013 and prospects for the information society transformation up to 2020” prepared by the MNiI. This document defined the following main trends of activities: e-Government, e-Democracy, e-Health, e-Learning, e-Transport and e-Tourism.

31 October 2005: the new government liquidated the MNiI; department of Informatization was moved to the MSWiA, where from that moment until now Information Technology Department is responsible for the informatization of public administration (Kaczorowska, 2008, p. 528).

June 2006: preparation, according to the UINF entries, of the draft “Plan of the State’s Informatization for 2006” (*Journal of Laws*, No. 147 of 2006, item 1064), hereinafter referred to as the PIP2006. This was the first Plan of the State’s Informatization in the history of Poland, and its main aim assumed creation of proper conditions for the development of a coherent – at the level of Poland and Europe – on-line services system for inhabitants and entrepreneurs, based on cooperation of teleinformation systems. For the provision of e-services, in item 4 of the plan 3 supra-sector (e-PUAP, STAP, CEPiK) and 3 sector (e-DEKLARACJE, PESEL2, e-PORTAL) information projects were presented. Owing to the formal establishment of 6 IT projects, a new form of management – through projects appeared in this sector, which was in this way acknowledged as the most effective management form in the State’s informatization process.

21 April 2007: a decree of the MC came into force, relating to the “Plan of the State’s Informatization for the years 2007-2010” (PIP2007-2010), maintaining the priorities and goals and assuming the continuation of the tasks determined in the PIP2006. The second part of PIP2007-2010 contains a list of 28 information projects (including: e-PUAP2 established to assure continuation of e-PUAP) and the fourth – all priority services for individual citizens and entrepreneurs which should be accomplished electronically. The PIP2007-2010 assumed (to assure the correlation and continuation between national informatization plans and operational programmes of structural funds of the EU during 2007-2013) that the years 2010-2013 will be covered by the next Plan of the State’s Informatization.

March 2008: enabling the submission of applications by institutions which want to use free Electronic Inbox services on the Electronic Platform of Public Administration Services (e-PUAP).

14 April 2008: launching the e-PUAP platform accomplished within the e-PUAP project (its first stage known as e-PUAP-WKP), where functional and architectonic solutions are based on the requirements and guidelines contained in the concept “The Gateway of Poland.”

1 May 2008: citizens using the electronic signature verified by means of a valid qualified certificate may submit documents in offices through the Internet. Since that date all offices should also have Electronic Inboxes.

3 October 2008: the Government of the Republic of Poland prepared the “Developmental strategy of information society in Poland till 2013” (hereinafter referred to as the Strategy), which determined the goals of informatization and the prospects of Poland’s development towards the “IS. The Strategy, Informatization Plans of the State,” UINF and information projects are interrelated. Development and implementation of the Strategy rests with the minister competent for informatization (presently the minister of the MSWiA). According to the mandatory Strategy, the current Informatization Plan of the State should be prepared, which is an executory act of the UINF. On the other hand, information projects are established in the Informatization Plan for its implementation.

May 2009: a positive opinion was issued about the project “Construction of the Integrated System of Public e-Services in the Region of Lodz (The Gateway of the Region of Lodz)” in respect of its conformity with formal criteria and eligibility for substantive evaluation, in result of which, being among those evaluated as the best, it acquired 97 of 100%.

12 February 2010: enacting the “Act on amendment of the act on informatization of the activities carried out by the entities performing public tasks and some other acts” (*Journal of Laws*, No 40 of 2010, item 230). The UINF amendment legitimized the existence of the e-PUAP, but first of all, maintaining the previous certification methods, the qualified signature or other methods worked out by regional authorisation centres, e.g. the Silesian System of Electronic Communication of Public Administration – SEKAP, it formally admitted alternative certification methods of applicants in their contacts with offices, as a new type of free electronic signature – a signature confirmed by the e-PUAP trusted profile or personal electronic signature in electronic ID cards prepared within the pl.ID project (Kaczorowska, Papińska-Kacperk, 2010).

January 2011: the MSWiA rendered the improved version of central Internet page of e-PUAP available. Apart from using the current patterns for pages in the Internet, the classification of services was extended, the user’s interface was reconstructed and the previous functionality of the platform was extended.

25 February 2011: The Sejm adopted “The Act on reducing administrative barriers for citizens and business,” facilitating relations with public administration offices by replacing the certificates of declaration.

4. THE CATALYSTS OF E-GOVERNMENT IN POLAND

4.1. Projects and their management in the public administration sector

The first but very important step on the way to formal establishment of information projects in the public administration sector was to define the notion of information projects in the public administration sector of public use in the

UINF. So far there had been no legal act containing the definition of information project and this made it impossible to use it in the light of mandatory legal regulations. Therefore, with reference to the “Gateway of Poland,” in official formulations we did not use the word project but progressive project.

A milestone further step towards the e-Government was the first, in Poland, “Plan of the State’s Informatization for 2006” (PIP 2006), owing to which it is acknowledged that the public administration sector was opened to a new form of management, i.e. the management through projects and also that this form will be most effective in the informatization process of Poland.

The budgets of all projects established in PIP2007-2010 (successor of PIP2006) exceeded in total 2.5 billion zlotys. These ventures were called up to accomplishment of informatization objectives determined in the strategy. The fact which arouses some anxiety is that presently on the page of the Information Projects Centre of MSWiA (founded in January 2008 for accomplishment of the tasks of informatization and teleinformation) among the completed projects only two are mentioned – e-PUAP and PESEL2.

The most important undertaking, in the e-Government aspect, established in PIP2006 and continued in PIP2007-2010, is the e-PUAP which gave rise to the e-PUAP platform, where various offices and institutions (using the platform) were to render the e-services available for individual Clients and companies through a single access point in the Internet. The computer solutions which are not compatible with each other, constructed by respective departments, were to be also integrated by this platform. However, the e-PUAP is not functioning on a mass scale yet, and it presently offers to administration entities a possibility to set up free Electronic Inboxes and contains a catalogue of services and their extended classification according to different categories and vital events.

4.2. Amendment of UINF

Administration while organizing its internal processes started adjusting the law to challenges connected with new technologies and this is manifested in amendment of UINF of February 2010. This amendment resulted in changed regulations of 9 other legal acts including the Administrative Procedures Code (*Journal of Laws*, No 98, item 1071; hereinafter referred to as the KPA).

The most important changes for the development of e-Government, introduced by the amendment in UINF:

- legitimization of the functioning of e-PUAP (added art. 18 UINF);
- allowing for a possibility to use applicant certifications techniques different than the safe electronic signature, such as the e-PUAP trusted profile (art. 20a and 20b UINF); the Legislator confined the free use of this new electronic signature for submission of applications only in the general administrative proceedings and tax proceedings (Kaczorowska, 2010);

- submission of applications using electronic communication means and exclusively through the Electronic Inbox (art. 63 §1 KPA);
- elimination of e-mail from application submission methods and maintaining the possibility of using it only with submission of applications for access to public information;
- imposing on public administration organs a limitation in demanding certificates to confirm facts or legal states which the office can establish by virtue of its records, registers and data, other official documents (e.g. identity card, vehicle identification documents) presented by the applicant, and by virtue of “public registers owned by other public entities to which the organ has access electronically...” (art. 220 §1.2 KPA);
- abolition of the obligation to register teleinformation systems and public registers owned by administration entities at the National Records of Teleinformation Systems and Public Registers.

5. DEREGULATORS OF INTRODUCING E-GOVERNMENT IN POLAND

5.1. Political and organizational constraints

The previous chapter presented some activities and initiatives leading Poland towards the Information Society. However, it must be noticed that introduction of e-Society is in some cases constrained by rules which are inconsistent and do not actually lead to proper e-Government. Consistency, transparency and stability of law are fundamental conditions for establishing procedures and automation of administrative processes. Unfortunately, the philosophy of law-making varies depending on the political options and the preferred model of the state, resulting in delay or abandonment of projects started by their predecessors or changing the idea of it (e.g. pl.ID project started by the previous government that established the Master Plan for that project and a great number of fundamental changes done by current government authorities resulted in next postponed date of implementation).

Invalid e-Government solutions often create additional barriers for citizens. The public administration is obliged to serve citizens and the officials, not citizens, should know the procedures and have the necessary skills to run the process. A citizen needs an easy and simple access to the service. The presence of illegible websites is a first barrier for wide e-services deployment. In many cases the only possibility to send an electronic application is offered as an e-service and even if some more advanced forms are used they are rather passive (sometimes featured with long text instruction) and they do not carry the client through the whole process (*Rozwój...*, 2011).

Lack of trust of officials towards citizens results in redundant requirements. Moving to e-Government did not eliminate it but transferred to the new system. Still in Polish offices in many cases there are two parallel worlds – electronic one and paper documentation.

The cult of the paper and stamps exists almost in all procedures, although the most recent data are available online, with electronic access to the public registries.

The lack of common requirements for interface parameters of communication between public bodies cause a next problem. Also, regulations that prescribe a written form for the settlement of the case, prevent the execution of a specific service in the form of an electronic document. These restrictions introduced such legislation – the Law on Road Traffic Law – Construction Law, etc. (Habryko, 2011). Introduction of e-PUAP trusted profile does not eliminate the necessity of personal visit of the client because the Polish law requires the written form in case of public services. In many cases an electronic submission of the application is available, but still it demands attachments to be brought in person to the office (e.g. a car registration process when a vehicle card must be presented to the office clerk or personal presence demand in some processes like receiving some decisions and documents).

The report, “E-Government in the eyes of Internet users,” carried out jointly by the Ministry and the five Polish Internet portals shows the Income taxes (declaration, notification of assessment) and application for different type of personal documents (driving licenses, vehicle registration certificate, identity card, passport) were the most popular e-services in Poland in 2010. Only 25% of respondents has so far benefited from e-Government. Over half of Internet users believe that they will have to personally appear at the office to finish the case, since e-Government services are not yet advanced enough to be provided electronically. Every third person tested argued that the barrier in the use of these services is inadequate information on how to pass the process, and 44% had concerns that the electronic case is appropriately handled. Only 23% were familiar with e-PUAP (*E-administracja...*, 2011), although EPUAP should only be an information platform providing a list of public e-services for particular administration e-office with its Electronic Inboxes address and a place for trusted profile account setting. For citizens e-offices should be a place for contact available 24 hours a day offering its customers possibility to get information, request, arrange and monitor the case. According to expectations, e-government should use all possible means of electronic communication: e-mail, SMS, e-filing an electronic mailbox, Skype, social networking, etc. In addition, it should allow appointments via the Internet, online access to public records of other offices and sending communications between offices by means of electronic communication (Habryko, 2011).

The EU “Digitizing Public Services in Europe: Putting ambition into action. 9th Benchmark Measurement” report, published on February 2011 shows Poland is currently in 19th place among 32 countries surveyed, indicating progress compared to 2009, when it was on the 25th place, but the indicator of full accessibility to online twenty basic services at the level of 79% shows that Poland was ranked below the European average of 82%.

The Polish government should encourage the citizens and institutions to more active participation in a public life giving them possibilities to bring their ideas to share the opinion by moving towards Gov. 2.0. using web 2.0 technologies. There is a need to open public administration for citizens by specific tools available online and through greater emphasis on effective exchange of information.

5.2. Workflow Management Systems (WFMS) and Electronic Inboxes in Office

The first step to e-office as a basic element that allows to fulfill the UINF assumptions is the proper implementation of workflow information system that demands suitable technical and communication infrastructure and employment of specialists or training of the staff. E-office idea can be realized only after the development and dissemination of ICT. Implemented applications must be in accordance with the law and the requirements of the Inspector General for Personal Data Protection, comply with the office order, instructions and defined workflow processes in public administration and compatible with the Electronic Inbox allowing letters to be signed with the electronic signature.

The WFMS systems are already implemented in many public bodies, but the culture of work with an electronic document is still relatively low, since there not enough documents available electronically and trained officials quickly forget how to deal with them or the process of choosing and there were problems in implementing the system. The apparent lack of knowledge of officials or their fear of new solutions makes even bigger barrier of the e-Government.

The main role of the Electronic Inbox (EI) is not to appraise the merits of the application, but only to formalize verification and entering documents into the office information system. While this process verification of the authenticity and integrity of the signed document must be done and or official receipt confirmation must be sent.

Electronic documents should be registered by Electronic Inboxes or on electronic data media exclusively in XML format and in accordance with forms and schemes published in BPI and stored within Central Documents Schemes Repository. The use of e-application demands the electronic signature verified by a qualified certification. The regulations do not regulate clearly situation when an electronic applications with attachments in other formats (e.g. jpg) are

sent. It is not regulated how exactly application with many different attachments should be confirmed. Is one confirmation, verified by electronic signature for the application and attachments as a whole, enough or each document separately should be confirmed or an application should be confirmed with one signature and whole package of attachments with another one?

Receiving an electronic application an official must confirmed that by official receipt confirmation and according to the law non-qualified certificate can be used for it. Receiving a letter from the office the citizen is obliged to sign, but no official receipt or any type of certified confirmations is required.

Regulation on technical and organizational conditions for EI also contains the very precise requirements to be met Hardware Security Model HSM. These solutions are unfortunately very expensive – the cost of the HSM is about 15-30 thousand zlotys, so outsourcing of EI with the month fee about 150 zlotys seems to be a fine solution for small offices.

The administration role is to provide services to the population. To remove redundant procedures while moving to e-service some processes should be redesigned in order to reduce as much as possible the hard copies flow. As experience from many offices shows, the best way is to create an electronic version of the documents already at the beginning of the process while documents enter the office. All documents must be scanned in a way that does not reduce original information. An electronic original version of the application or other document can be sent together with electronic signature. Reviving such a document official can either enter the document to the system or print it if hard copy flow is demanded (in this case stamp and confirmation of compliance with the original is necessary). The electronic version of the document has no hand writing signature but a “picture” of it. According to the law, the original documentation cannot be destroyed and must be stored. In case of electronic documents confirmed with the electronic signature, these are always original (in sense of electronic origin).

The Act of limiting administrative barriers that has been obliging since 1 of July 2011 changed the previously existing obligation of submitting the original documents into the applications with the possibility to attach normal (not certified) copy.

5.3. Electronic signature verified by means of qualified certificate

The UINF forced the use of certified secure digital signature as the only acceptable solution of user identification in the process of communications between public bodies and its clients. This became major factor limiting this communication. This adopted solution, although technology very advanced, was too expensive, not only for citizens but also for the public offices. This type of signature is associated with an individual, which enforces the need to purchase a

certificate for each employee or official (e.g. each issuing official receipt), which is cost effective (Madejczyk, 2010). The cost of such a certified signature costs about 300 zlotys for 2 years and renewed it for another 2 years 160 zlotys (*Niedoskonałości...*, 2011).

The cost is one of the major barrier of the e-Government. In 2011 Poles sent more than 950 thousand the electronic settlements with tax authorities (that do not require the submission of an electronic signature) which is three times as much as before.

User identity is one of the basic prerequisite in e-communication. Each citizen can choose the way of authentication for contacting administration bodies (qualified signature, e-PUAP trusted profile or personal signature with the new ID card). But the rules must be clear and well known. Now for the typical citizen is not clear which signature can be used in a given procedure and whether it must always by electronic signature verified by means of valid qualified certificate. An additional barrier is further delay implementation of a personal signature in the ID card (pl.ID project – *Rozwój...*, 2011).

5.4. Should e-payments be confirmed by a printed form?

Another example of the legislation solution introducing a significant barrier to the development of e-offices is Tax Ordinance ACT (*Journal of Laws*, No 137, item 926) and its detailed regulation. The inconvenience of having to attach a receipt to application of paid stamp duty results from §3 sec. 1 of the decree issued by the Minister of Finances (on 28 September 2007) on payment of the stamp duty.

Applicant, submitting an application to the public office (no matter if in traditional or electronic version) must make an official stamp duty, otherwise the case will not be considered. This fee can be paid via bank transfer e.g. using internet banking but, according to the mentioned regulation, a printed document should be presented (attached) within 3 days since the obligation appeared. That means it is possible to send an application and pay online but not possible to send an electronic version of the money transfer receipt.

This leads to a situation where the authorities limit the range of online services to those that do not require stamp duty or they decide to break the law if they decide to skip printed copy but only to check into the account received the money (which could have its consequences for control).

Introduced by the Act on reducing administrative barriers for citizens and businesses, in force since 1th of July 2011, changed some administrative procedures in electronic communication. Handling a case at the office, instead of supplement certificate issued by a public authority client makes a declaration that the document confirmation However, applicant must have the awareness of criminal consequences for submitting false statements.

6. CONCLUSIONS

Differences between Poland and other EU countries in the comprehension of the term e-Government result in the departmental nature of teleinformation systems of Polish administration, especially the central one. Consequently, the Client may handle her/his matter completely if it covers the area of one ministry. Otherwise, if the matter refers to the competences of several administrative entities or if it becomes necessary to be familiarized with the data collected by another administrative entity, the Client does not handle one matter but a number of partial matters for which she/he gathers documents and circulates among many offices with them.

Because of the lack of a coherent, on national scale, informatization policy, the e-PUAP contains only 60 services constructed by the MSWiA, and about 300 were made available independently by regional public administration entities (Tomkiewicz, 2011b, p. 12). The systems implemented by various offices may communicate with each other, via e-PUAP, only in a limited scope of affairs. Offices more often provide services placed on their own platforms rather than on the e-PUAP platform. Before June 2011 the level of the use of e-services by individual applicants was low because of the required identification, while handling official matters, by a qualified signature. So far the e-PUAP has not made it possible to carry out all administrative matters in one place, which should be most important for this solution. The second stage of the construction of this platform, implemented within the e-PUAP2 project, is expected to lead to the integration of both functionality, from the Clients' point of view, and the data, assured by administration, to prevent the e-PUAP appear like a good looking but empty glass ball "on the Christmas tree of informatization of the Polish public administration."

According to demographic forecasts for the EU-27 countries, with the population boom generation retiring, up to 2030 the number of people aged 65-80 years will increase by 40%. Therefore, solutions adjusted to elderly people's specificity should be incorporated into e-Government systems. Soon the people who have already familiarised themselves quite well with the ICT will reach the pensionable age.

It is also advisable that the "architects of the Polish electronic administration" consider the polyglotism in national e-Government portals, in view of the fact that citizens of other EU countries settle in Poland.

The part of the "Social Diagnosis 2009" dedicated to the "Use of information and communication technologies" (Batorski, 2010) indicates that we now have in Poland one smaller group of young, well educated people and another, much bigger group of older, poorly educated and hardly coping people. If no long-term activities are undertaken to raise the level of digital competences, then

surely the Poles of the “second group” will not benefit from any of the e-Government services and will never feel they are real members of the information society.

Offering a more and more comprehensive range of services within the e-Government is sensible only when it agrees with actual needs and expectations of the Polish society – Client of administration. If further e-services are implemented only with the aim to introduce the latest ICTs to this sector, to take subsidies or to have to implement the EU plans, or to satisfy the departmental ambitions and goals, then this long-term continuous process will not be successful. A full e-Government may be most effectively introduced through implementation of ICT projects and their professional management, especially such projects the schedules of which are longer than the four-year electoral tenure.

To change the “distribution of forces” between the factors considered as catalysts or deregulators of the e-Government in Poland we should provide appropriate training courses on project management and effects of these ICTs which will enable the provision and use of e-services. Participants of the training courses on project management should be office managers at various levels of administration who should learn how to choose competent project managers for the implemented projects and can cooperate with project managers from the IT branch. Employees and Clients of offices should acquire knowledge e.g. on how to set up an account on the e-PUAP, how to use the new electronic signature – e-PUAP trusted profile which can be used since 9 June 2011 (Kaczorowska, Pamuła, 2010).

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