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Basics of service organisation and information management

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This Regulation is enacted [on the basis of](#) Section 27(3) of the Government of the [Republic Act](#), Section 6(2) of the Archives [Act](#) and Section 43⁴ (1) of the Public Information Act.
[[RT I, 19.5.2022, 7](#)-entry into force 22/05/2022]

Chapter 1 Common provisions

§ 1 Scope and application

(1) The Regulation establishes requirements as the basis for the organisation of services and information management:

- 1) the organisation and development of services;
- 2) the organisation of information management.

(2) The Regulation applies in its entirety to *government* agencies (hereinafter referred to as “the Authority”).

(3) The provisions of Chapter 4 of the Regulation apply, in so far as they relate to the performance of public tasks, to all persons performing public tasks.

Annex: [Estimated investments](#) [[RT I, 19.5.2022, 7](#)- entry into force 22/05/2022]

(4) It directs the authorities it manages to comply with the Regulation as a whole.

(5) The Regulation does not apply to exchanges of documents with foreign countries.

§ 2 Services

(1) A service within the meaning of the Regulation is a direct public service and a support service.

(2) A direct public service is a service provided by a body to a natural person or a legal person governed by private law (hereinafter referred to as a “*person*”) of its own volition, including the presumed will, through a service contact in any communication *channel* (hereinafter referred to as a “channel”) that enables a person to fulfil a legal obligation or exercise a legal right.

(3) A pro-active service is a direct public service provided by an institution on its own initiative, at the presumed will of individuals and on the basis of data from databases in the national information system. The proactive service is provided automatically or with the individual's consent.

(4) An event service is a direct public service provided jointly by several bodies in order to enable a person to fulfil all the obligations and exercise all the rights that he or she derives from a single event or situation. An event service combines several services related to the same event (hereinafter a *sub-service*) into a single service for the user.

(5) The support service shall be provided by the Agency to officials or staff of the Agency or of another Agency. The Service Desk shall support the performance of the Agency's tasks.

(6) A process is defined in the Regulation as an organised set of activities aimed at fulfilling the essential function or service of an institution.

§ 3 Information management

(1) Information management is an activity that supports the achievement of corporate and public sector objectives by managing, sharing and exchanging information across all information systems and repositories. Sub-activities of information management include data management, document management, content management on internal and external websites, and organisation of access to and protection of information.

(2) The information referred to in Section 3(1) of the Public Information Act and the information referred to in Section 2(1) and (2) of the Archives Act, recorded by any means and on any medium, shall be regarded as information in the Regulation.

(3) Document management is defined in the Regulation as traditional document management which takes part in the organisation of information and which organises the management, processing, exchange and access to the information referred to in Section 2(1) and (2) of the Archives Act, if that information is recorded on paper, in a file or in an email.

[RT I, 19.5.2022, 7-entry into force 22/05/2022]

Chapter 2

Responsibility for the organisation and development of services

§ 4 Responsibility for the organisation and quality of the institution's services

(1) The institution shall designate the posts or posts occupied by persons providing the institution with:

- 1) the organisation and quality of direct public services;
- 2) the organisation and quality of the processes;
- 3) the organisation and quality of information management;
- 4) the organisation and quality of each sub-activity of information management.

(2) Persons working in the occupations or jobs referred to in paragraph 1 shall cooperate to ensure the consistent quality of the services provided by the establishment.

(3) For each service and each channel of direct public service provision, the authority shall designate a structural unit or office or place of employment responsible for its development, management and quality.

§ 5 Cross-agency service development coordination

(1) The authorities coordinating the development of cross-agency services (hereinafter referred to as 'coordinators') are:

- 1) the Ministry of Justice and Digital Affairs for the organisation of direct public services, including the identification, sharing and exchange of information necessary for their provision;

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- 2) in organising access to and protection of information, the Data Protection Inspectorate;
- 3) in implementing the requirements of the State Information System Architecture and the central components of the State Information System, the State Information System Authority.

(2) The Coordinator shall carry out the following functions:

- 1) outlines development directions and activities in support of development;
- 2) issue guidance and recommendations;
- 3) monitor the implementation of planned activities and instructions;
- 4) organises information activities;
- 5) cooperate with other coordinators;
- 6) involve other Parties as appropriate.

(3) The comprehensive development of services in the area of government of a ministry shall be organised by the Secretary-General of the ministry or his or her delegate, on the basis of the functions of the area of government and the objectives set out in the relevant strategic development documents.

(4) In order to support the tasks set out in points 1, 2 and 3 of paragraph 2, the coordinator shall be represented by a board composed of representatives appointed by ministries and the Government Office and, where appropriate, other persons appointed by the coordinator. The composition and rules of procedure of the supervisory board shall be confirmed by an order of the coordinator. Material from meetings of the Board shall be published on the Coordinator's website and, where appropriate, by other means.

(5) A member of the supervisory board shall inform and involve the relevant officials and staff of the body which he or she represents and of the bodies within his or her area of government in the formulation of his or her positions and proposals.

(6) The authority shall take into account the coordinator's instructions and recommendations and shall

direct the authorities it manages to comply with them.

Chapter 3

Arranging of services

§ 6 General requirements

The organisation of the agency's services shall ensure:

- 1) the creation of measurable or perceived value for each target group and interest group of the service;
- 2) the discontinuation or reorganisation of non-value-creating services;
- 3) service user satisfaction and optimal administrative burden for individuals;
- 4) the optimal extent to which the tasks of the body and the provision of services are documented;
- 5) cooperation with other authorities and other actors contributing to the efficiency of the public sector as a whole and to the consideration of the needs of individuals in the development of direct public services;
- 6) the termination of the service or employment relationship of an official or staff member of the continuity of service and cooperation, a change in the organisation of the institution, and the suspension of the official's right to exercise public authority or the temporary absence of the staff member.

§ 7 Organisation and development of services

(1) The body shall have an overview of the services provided in the course or as a result of the performance of its main tasks. The overview shall be designed in such a way that it can be easily updated.

(2) Where the overview referred to in paragraph 1 is not available or has expired for one or more key functions, the authority shall determine:

- 1) services provided in the course or as a result of the principal task;
- 2) the importance of each service in terms of the value it generates;
- 3) the target audience and interest groups for each essential service and the value it brings to them;
- 4) legislation regulating essential services and processes for their provision;
- 5) processes for the provision of essential services;
- 6) information generated during essential service processes in the manner laid down in Section 12(3) and (4);
- 7) direct public service channels.

(3) Where appropriate, it shall apply the provisions of subparagraphs 2(3) to (6) to other services.

(4) The institution shall assess the quality of essential services and processes for their provision at least annually.

(5) In the course of the evaluation, the authority shall identify organisational, legal and technological obstacles to the development of the services. The authority shall determine the change and development needs, their priorities and the value to be derived from their implementation.

(6) The Agency shall design and implement activities in line with the priorities, minimising the impact of obstacles to development.

(7) In order to improve the quality of the service, the authorities may organise and provide the service jointly. The authorities shall agree on the service to be provided jointly:

- 1) a body responsible for development, management and quality;
- 2) the delivery process;
- 3) the time limit for delivery;
- 4) where necessary, amendments to the legislation governing the provision of services;
- 5) the technical solution and its use;
- 6) the resources needed for the provision in the responsible authorities and in other authorities;
- 7) other details of the development or development of the service and the provision of the service.

8)) Where the information necessary to provide a direct public service is available in the databases of the national information system, the authority shall, where possible, develop a proactive service in cooperation with the authorities managing the databases.

9)) The design or development of the event service may be initiated by the coordinator or by at least one body providing a direct public service related to the event. In addition to the provisions of paragraph 7, the authorities shall agree on time limits for the provision of sub-services.

10)) Where an authority manages an information system in which a service is provided or used by another authority, it shall be responsible for the technical solution and its operation and development. The following shall be agreed between the Information System Manager and the authorities using the Information System:

- 1) the capabilities of the information system, its use and modification;
- 2) allocation of responsibilities for process and quality of service.

(11) The administrator of an information system referred to in paragraph 10 shall provide the authority using the information system with analysis and reporting capabilities to support the authority in assessing

the quality of the service it provides and in taking other management decisions.

§ 8 List of services

- (1) The institution has an up-to-date list of its direct public services and support services to other institutions, including at least essential services.
- (2) The authority shall use the guidelines developed by the coordinator, the CS form and the machine-readable description language to establish the list of services or to adapt the existing one.
- (3) It shall publish the list of services in the central directory of governmental services maintained by the coordinator and, if possible, on its website.
- (4) The list of services includes quality indicators for essential direct public services, calculated taking into account the guidelines developed by the coordinator. It shall provide quality indicators for each calendar year.

§ 9 Direct public service remit

- (1) The authority shall ensure that the information necessary for the use of the direct public service is easily retrievable. The information shall be provided in a manner and at a scale appropriate to the target audience of the service. When publishing information in the Estonian information gateway 'Eestii.ee' (hereinafter 'the *Estonian information gateway*'), the authority shall take into account the requirements for the disclosure of information in the Estonian information gateway laid down in the Public Information Act and the legal act enacted on the basis thereof.
- (2) An institution shall not re-require from a person data that are necessary for the provision of a direct public service but already exist in the institution's repository or as basic data in another repository in the national information system. The person must be able to inform the data source of any change to the data previously submitted.
- (3) The authority shall not impose any obligation on a person to verify and confirm the accuracy of data generated or processed by the authorities, but the person shall have the possibility to inform the source of the data about inaccurate or misleading data and request its correction.
- (4) Users of the direct public service may have different rights to act in the online environment, depending on the way the person is authenticated.
- (5) The authority shall provide the user of the direct public service with information on the period for which the service is to be provided and information on the progress of the service. The authority shall ensure that the service is provided within the time limit.
- (6) The authority shall ensure that the user of the direct public service is able to receive advice and assistance, provide feedback on the service and make suggestions in the course of the use of the service.
- (7) The requirements set out in paragraphs 2 to 4 shall apply at least to the provision of essential direct public services.

§ 10 Additional requirements for the organisation and delivery of direct public services

- (1) The coordinator or another competent authority may provide guidance to specify the requirements set out in this Chapter. Coordinators and competent authorities may issue common instructions.
- (2) If it is necessary to agree on a uniform course of action with regard to an individual question relating to the implementation of legislation or guidelines, a decision shall be taken by the Council acting under Paragraph 5(4) on a proposal from the coordinator.
- (3) The detailed organisation of the direct provision of public services by the Authority shall be laid down in the acts and guidelines governing the internal organisation of the Authority. It shall keep the acts and instructions up to date and shall support compliance with the requirements set out by means of information technology.

Chapter 4

Organisation of information management

§ 11 General requirements

The organisation of the information management of the institution shall ensure:

- 1) the quality and availability of information;
- 2) mitigating risks and reducing costs associated with the storage, exchange and use of information;
- 3) the termination of the service or employment of an information management continuity official or staff member, a change in the organisation of work of the institution, and the suspension of the official's right to exercise public authority or the temporary absence of the staff member.

§ 12 Organisation of information

- (1) The institution shall have an overview of the information it generates in the performance of its main

tasks, of its sources and of its storage facilities. The inventory shall be compiled as part of the process analysis and in a manner that makes it easy to update.

(2) Where the overview referred to in paragraph 1 for one or more key functions is not available or has expired, the authority shall prepare the overview in the manner set out in paragraphs 3 and 4.

(3) In order to obtain an overview of the information arising from the principal task, the authority shall determine:

- 1) what information is necessary for the provision of the services in relation to the principal task, in accordance with the conditions laid down by law;
- 2) what additional information is created or obtained in the execution of the main task and in the provision of the services;
- 3) the sources of information;
- 4) the formats and storage facilities in which the information is held;
- 5) the retention periods and access conditions for the information;
- 6) who are the users of the information.

(4) The authority analyses the use and necessity of the information, identifies the duplication of the same information in different formats and storage locations, sets the missing retention periods and access conditions, defines the information referred to in Section 2(1) of the Archives Act and categorises it in the classification scheme laid down in the Regulation established on the basis of Section 13 of the Archives Act (hereinafter the Archives Code).

(5) It shall stop collecting unnecessary information and reduce duplication of necessary information. In reducing duplication of information, the authority shall give preference to information held as data over information held on paper, files or email messages. The resubmission of information held as data during the retention period shall be ensured by computerised means.

(6) In addition to other information, it shall organise the recording, sharing and use of knowledge and experience acquired by officials and staff in the course of their work. The authority shall define rules for documenting and sharing essential knowledge, working meetings and information acquired during information events, training and missions abroad.

§ 13 Information management and organisation of access to information

(1) It shall ensure that the information is preserved, usable and protected until it is transferred to a public archive or destroyed. When storing and transmitting the information referred to in Section 2(1) and (2) of the Archives Act and destroying the information referred to in Section 2(1) of the Archives Act, the Authority shall act in accordance with the Archives Rules and shall take into account the instructions of the National Archives.

(2) The authority shall ensure that the State Information System Management System (hereinafter *referred to as "Riha"*) has up-to-date and truthful information about which information systems it manages or uses as data controller and that the description complies with the established requirements.

(3) Information may be entered, used or otherwise processed in the information system by a person who has the relevant rights and whose identity has been established. The processing of information shall be described and auditable and shall ensure the quality of the information.

(4) Where an authority manages an information system in which information is processed by other authorities, the administrator shall be responsible for the preservation, usability and protection of the information, the transfer or destruction of the information to the public archive, and the provision of access to the information.

(5) When granting access to information and organising the protection of personal data and other information, the authority shall comply with the Public Information Act and data protection legislation and take into account the coordinator's instructions.

(6) The administrator of an information system referred to in paragraph 4 shall provide the authority using the information system with analysis and reporting capabilities to support the authority in using the information it generates and in taking management decisions.

(7) Where a body accommodates information with a private party or entrusts the performance of an administrative task to a private party, the contract shall lay down the terms and conditions for public information generated in the course of the accommodation or administrative task:

- (1) preservation, usability, protection and organisation of access to it;
- (2) ordering the transfer to the agency at the end of the contract or when the private party ceases to exist.

(8) When developing a new information system, the authority shall set retention periods for information system data and other information managed in the information system.

(9) Before transferring information from the existing information system to the new information system, the authority shall review the retention periods for the information. Information for which the retention period has expired and information which is not needed by the authorities using the new information system shall not be transferred. The information to be transferred shall be subject to retention periods.

(10) During the development of an information system or the development of a new information

system, technological and organisational conditions shall be established which make it possible to provide an individual with an overview of what data relating to him or her are processed in the information system, to whom and when his or her personal data have been transferred from the information system and, where possible, by whom and when his or her personal data have been used.

(11) The Authority shall publish user-friendly information on its website:

- 1) the processing of personal data by the authority;
- 2) on access to information provided by the institution for its re-use and on the charges levied for its re-use.

(12) The authority shall disclose information describing its field of activity and direct public services in the Estonian.ee information gateway in accordance with the requirements for disclosure of information in the Estonian.ee information gateway laid down in the Public Information Act and legislation enacted on the basis thereof.

§ 14 Sharing and exchange of information

(1) It shall identify the needs of different user groups in terms of information, presentation and volume, and take into account the needs of users in the development of processes and services.

(2) Authorities shall cooperate to share information and use services.

(3) The exchange of the information referred to in Section 2(1) and (2) of the Archives Act, which is recorded on paper, in a file or in an email message (for the purposes of this Regulation, hereinafter referred to as a *document*), shall be replaced, as far as possible, by the exchange of data contained in documents or by granting access to information.

(4) The authorities exchanging documents by electronic means, except where transmission is required:

- 1) a document that is not usable in electronic format by the recipient due to the quality of the format or presentation of the document;
- 2) a paper document or file received or created before the entry into force of the Regulation that cannot be digitised due to volume or exceptional reasons.

(5) Documents shall be exchanged electronically between constitutional institutions, government agencies and local government authorities and, where possible, other authorities, through the *Inter - Agency Document Exchange System (hereinafter DVK) in the Information Systems Exchange Layer (hereinafter referred to as the X-Road)*. The document shall be accompanied by the metadata describing the document corresponding to the list of metadata for document exchange registered in RIHA.

(6) The administration of the DVK is organised and the proper functioning of the DVK is ensured by the Estonian Information System Authority. If DVK is replaced by an alternative X-Road document exchange solution, the Estonian Information System Authority develops the solution and organises its implementation. The resources necessary to ensure the continuity of the exchange of documents shall be provided by the Ministry of Justice and Digital Affairs.

[RT I, 29.12.2024, 1 – entry into force 1 JANUARY 2025]

§ 15 Sending information via the person's official email address

(1) Communication of the information specified in Section 2(1) or (2) of the Archives Act shall be notified to the official email address of the person or, if the person has provided a different email address for communication in relation to a specific procedure, to the email address indicated by the person. The notification shall include a reference to the online environment where the person can read the information after authentication and authorisation. The authority shall ensure that, in the online environment, information is available on when the person has accessed the information transmitted.

[RT I, 25.3.2021, 2 – entry into force 28/03/2021]

(2) Where an institution does not have a secure online environment for the delivery of the information referred to in paragraph 1, it shall transmit the document via the Estonian.ee information gateway official document infrastructure service (hereinafter the *official mailbox of the person*). Notification of the transmission of a document to a person's official mailbox is sent to the person from the Estonian.ee information gateway. The information from the Estonian.ee information gateway is returned to the authority when the document arrived in the official mailbox of the person and when the person either opened, downloaded or forwarded the document.

(3) In addition to the information referred to in paragraphs 1 and 2, the authority may send a reminder or other awareness-raising message to the official email address of the person if this is due to the performance of a public task assigned to the authority. A notice not related to the performance of a public task, in particular advertising, is not sent by the authority to the official email address of the person.

(4) Information in the manner described in paragraphs 1 to 3 shall be sent by constitutional institutions, government agencies and local government authorities and, where possible, by other authorities.

(5) The functioning of the activation of the official e-mail addresses is ensured and the management and development of the official mailbox of the person is organised by the Estonian Information System Authority. The resources for this will be provided by the Ministry of Justice and Digital Affairs.

[RT I, 29.12.2024, 1 – entry into force 1 JANUARY 2025]

§ 16 Organisation of document management

- (1) The requirements laid down in Section 13 shall apply to the management of documents and the organisation of access to documents, taking into account the specific features of this Section.
- (2) The requirements laid down in Sections 14 and 15 shall apply to the sharing, exchange and dispatch of documents through the official email address of a person, taking into account the specific features of this Section.
- (3) The authority creates, coordinates and processes documents electronically. If it is necessary to issue the document on paper, the authority may issue a copy of the electronic document.
- (4) The document created by the authority has mandatory elements and, in addition, elements specific to the document type. The mandatory elements are:
 - (1) the originator of the document;
 - (2) Date
 - (3) subject matter,
 - (4) signer or Content Confirmer or Automatic Authority Confirmation flag.
- (5) The composition of the elements of a document created by an authority is based on the data description of the respective document type, if it is registered in RIHA. This type of document and its web forms will be developed on the basis of a data description.
- (6) The text of the document produced by the authority must be unambiguous and as short as possible and must comply with the Estonian spelling standard.
- (7) A document may be unsigned if the signature requirement does not stem from a legal act and if the authenticity, reliability and integrity of the document is ensured.
- (8) The authority shall digitise the paper document received, unless:
 - 1) the document is not digitised;
 - 2) it is not appropriate to digitise a document for reasons of volume or for exceptional reasons.
- (9) The authority may return the digitised paper document to the submitter or sender or destroy it if the transfer of the information to the electronic medium took place in accordance with the procedure laid down in the Archives Code and the requirement to preserve the original is not laid down by law.
- (10) The agency shall store documents in archive format with a retention period of more than 10 years and, where possible, other electronic documents. If necessary, the institution shall also maintain a version in another format.
- (11) The document is kept together with metadata describing the document, its links and management history. The document metadata shall be consistent with the document management metadata list and document type data description registered in RIHA.
- (12) When imposing a restriction on access to a document, the authority shall take into account the classification of the grounds for access recorded in RIHA.
- (13) The authority shall make public a digitised copy of the electronic text document and the paper document, without access being restricted, in PDF format or any other human-readable format that is independent of the application software, through the document register.
- (14) Electronic documents with a retention period of more than 10 years that do not have archive value may be transferred by a state body to the National Archives for preservation purposes. The National Archives shall provide the transferring authority with access to documents. The costs relating to the transfer and preservation of documents shall be borne by the transferring authority on the basis of the cost rules laid down by the minister responsible for archives.

§ 161 More detailed requirements and conditions for data management

- (1) The controller of a dataset belonging to the State Information System shall document and implement a data quality monitoring and management process to ensure the quality of data in the datasets belonging to the State Information System in accordance with the law.
- (2) The Statistical Office shall draw up guidelines for drawing up the general data of the datasets included in the national information system and the description of the data processed in the dataset, and for ensuring the quality of the data. The guidelines are coordinated with the Ministry of Justice and Digital Affairs before being published on Statistics Estonia's website.
[RT I, 29.12.2024, 1 – entry into force 1 JANUARY 2025]

§ 17 Introduction of additional requirements for information management

- (1) The coordinator or any other competent authority may provide guidance to clarify the provisions of this Chapter. Coordinators and competent authorities may issue common instructions.
- (2) If it is necessary to agree on a uniform course of action with regard to an individual question relating to the implementation of legislation or guidelines, a decision shall be taken by the Council acting under Paragraph 5(4) on a proposal from the coordinator. Where the decision affects the work of local government units and constitutional institutions, representatives of those bodies shall be involved in the

preparation of the decision.

(3) Further arrangements for the information management of the Authority shall be laid down in the acts and instructions governing the internal functioning of the Authority. It shall keep the acts and instructions up to date and shall support compliance with the requirements set out by means of information technology.

Chapter 5 Administrative provisions

§ 18 Implementation of the Regulation

(1) The authority shall designate the offices or posts provided for in Section 4(1) and (3) and the responsible structural units by 1 October 2017 at the latest.

(2) The authority shall have the overview provided for in Paragraph 7(1) at the latest by 1 July 2018.

(3) The authority shall draw up and publish the list of services provided for in Paragraph 8 by 1 July 2018 at the latest.

(4) The Ministry of Economic Affairs and Communications shall draw up the guidelines referred to in Section 8(2) and (4) by 1 January 2018 at the latest. The authority shall submit the quality indicators referred to in Section 8(4) for the first time at the latest for the year following the year in which the guidelines were issued.

(5) The authority shall ensure that the requirements laid down in Section 9(2) and (3) are met by 1 July 2019 at the latest.

(6) The authority shall have the overview provided for in Paragraph 12(1) by 1 July 2018 at the latest.

(7) The authority shall communicate information to persons in the manner provided for in Paragraph 15(1) and (2) as from 1 January 2019 at the latest.

(8) The authority shall make electronic text documents in the formats specified in Section 16(13) available to the public without access being restricted from 1 July 2018 at the latest.

(9) The Agency shall bring the acts and instructions governing its internal organisation into conformity with the requirements of the Regulation by 1 July 2018 at the latest.

(91) The controller of a database forming part of a State information system shall ensure compliance with the requirement laid down in Section 16(1) by 31 December 2023 at the latest.

[RT I, 19.5.2022, 7-entry into force 22/05/2022]

(92) The Statistical Office shall make public the instructions referred to in Section 16(1)(2) by 31 May 2022 at the latest.

Annex: [Estimated investments](#) [RT I, 19.5.2022, 7- entry into force 22/05/2022]

(10) Instructions issued by the Ministry of Economic Affairs and Communications on the basis of Section 54(2)(1) of Government of the Republic Regulation No 80 of 26 February 2001 'Uniform bases for the procedure in question' shall be followed until such time as they are renewed or repealed.

(11) The Ministry of Economic Affairs and Communications shall review the guidelines referred to in paragraph 10 no later than by 1 January 2018 and, where appropriate, update or repeal them. When the instructions are updated, they may be merged with the instructions of another coordinator or competent authority, or the management of the updated instructions may be transferred to another coordinator or competent authority.

(12) Government of the Republic Regulation No 80 of 26 February 2001 'Uniform Basis of Procedure' The document management board established on the basis of Section 54(2)(1) and operating within the Ministry of Economic Affairs and Communications shall continue to function as a board supporting the development of document management and the transition to information management until the need arises, in accordance with the procedure laid down in Section 5(4) and (5).

PARAGRAPH 19. —§ 23 [Omitted from this text]