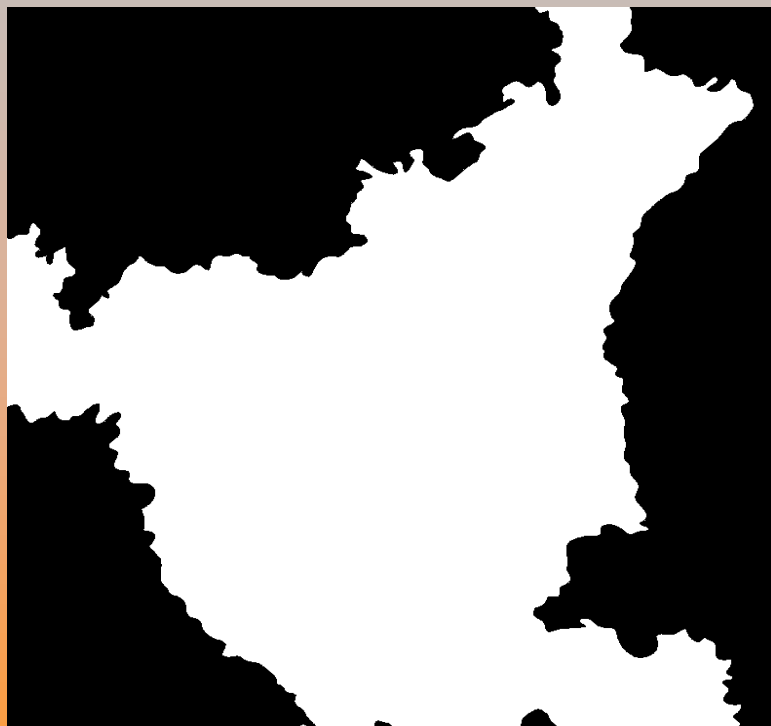# BASIC PUBLIC SERVICES IN HARYANA STATE: PROCESSES, PROCEDURES & DELIVERY MECHANISMS

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Institute For Development And Communication
For
Department of Planning, Government of Haryana

BASIC PUBLIC SERVICES IN HARYANA STATE: PROCESSES, PROCEDURES & DELIVERY MECHANISMS

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INSTITUTE FOR DEVELOPMENT AND COMMUNICATION (IDC)
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DEPARTMENT OF PLANNING, GOVERNMENT OF HARYANA

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ACKNOWLEDGEMENTS

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BASIC PUBLIC SERVICES IN HARYANA STATE: PROCESSES, PROCEDURES & DELIVERY MECHANISMS

INTRODUCTION

Need-based and contingent services form a major part of the government – citizen interface in India; over 80 per cent of the citizen interaction is accounted for only by these services. These are one-off services with little continuity which characterises client services (e.g. water and sewerage connections, electricity supply). Citizen feedback, therefore, is not so visible and consistent. These need-based services need more attention regarding their structure, processes and the mechanisms of delivering the same.

Basic Services - Nature, Problems and Approach

The nature of services required by the citizens varies across different sectors and, even though any watertight categorization may not be feasible, these can be broadly classified in three groups. The grouping is based on certain assumptions as to how the services are linked to the opportunities and benefits sought to be provided through a particular service. Another factor is the intensity and frequency of interaction - of the official and the applicant - in respect of a particular service. Some of the services are one-off transactions - interaction is complete with the delivery of the specific service – e.g., SC certificate required for admission in a medical or other professional college. In other cases, the transactions may be the starting point of further recurring interactions with the public authorities (applications for old age pensions leading to sanction and recurring monthly payments).

In view of these factors, the services may be classified as follows:

(a) **Need-based demand - driven services**

Examples: Certificates regarding Residence, Domicile, Rural Area, income, affidavits, counter signature, etc.

These can be one-off transactions or part of a continuing interaction. One-off services are necessary for establishing the eligibility for availing the social and economic opportunities provided by the State. These are the pre-requisites for availing these opportunities but the delivery of services has no direct relationship with the economic or other benefits, as there may be other barriers for availing the benefits under the prevalent public policies (e.g., in case of admission to

educational institutions, one needs to qualify academically and compete for the admission). Even in cases, (such as, old age pensions) where sanction of pension leads to regular payments (as all eligible persons are covered under the State policy), there is no exclusion once the eligibility stands proven. These services, thus, are in the nature of pre-conditions for exercising rights and entitlements but are not by themselves sufficient for this purpose.

Nature/characteristics

   (i)   Demand-driven without any limitation or quota of supply.

   (ii)   Not subject to competing pressures/possibility of exclusion/discrimination.

   (iii)   Easy to achieve economic efficiency; considerations of equality of treatment in these cases are not material

   (iv)   Process and procedural reform in providing universal access is the main issue.

   (v)   Moderate risk of misuse due to competition/ multiple barriers

   (vi)   Not much problem of 'shadow' transaction costs – corruption- though other transaction costs can be substantial

(b)   **'Need-based' supply-driven services. These services are driven by public objectives and are in demand and have 'consumer surplus'**

   Examples: Permissions/approvals for buildings/water supply connections, driving licence. In the case of such services, the 'consumer surplus' is substantial and accordingly, high transaction costs may be tolerated by the citizens. The systems need to redesign processes and rules to encourage self-regulation by creating proper incentives as it is impossible to control risks through direct official control and intervention and the citizens are liable to seek 'short cuts' to regulatory compliance. There is no exclusion or issue of equity in these processes as everybody is eligible to avail the services and facilities subject to the fulfilment of some conditions (e.g. proof of ownership in case of permission for construction).

Nature/characteristics

(i)   Public/social objectives are dominant, formal regulations are in place.

(ii)   High consumer surplus. Therefore, there is a scope for corruption.

(iii)   Accountability of the officials, which appears to be a major issue is not accorded due attention.

(c)   **Public Goods - Services for the "Commons" – no self-interest/pressure from the citizens**

      Examples: Prevention of food adulteration, quality education

      This category of services is entirely driven by public policy objectives. Risks of non compliance are high, and incentives for the compliance low. These need a different structure of incentives with more focus on non-economic incentives.

Nature/Characteristics

(i)   Rational ignorance or disinterest on the part of the public. It is not worthwhile for the individuals to incur the cost of making efforts to achieve the objectives or to prevent others from appropriating public goods;

(ii)   The principal problem remains about the omnipresence of the 'agents' and of touts due to high incentives from lack of strict enforcement;

(iii)   Difficult to outsource the implementation.

This study deals with the need-based services (first two categories). These services appear to be relatively easy to reform as there are no strong vested interests and, as such, reforms can yield immediate results.

<u>Objectives of the Study:</u>

1.   Identify major contingent services in demand by the citizens, including, police services;

2.   Examine the procedures and processes involved in access to and delivery of these services and identify constraints in effective service delivery;

3.   Make cost-effective recommendations regarding (i) changes required in the delivery structure, processes and systems with a view to improving the quality of the citizen experience and outcomes; (ii) citizen charters and standards of service for major services.

Most of these services have for long been handled by the district administration, primarily, through the revenue staff – Tehsildar/SDOs/Deputy Commissioner. The reason was their accessibility and reach. Thus, Registration Certificates and Driving Licences were issued by SDM's and this continues in Haryana (except for transport vehicles). Domicile and Caste Certificates are similarly issued by them and not by the concerned department officials. Most of the States have now established nodal centres in the districts to supply these services. The records are being digitized and backend support, therefore, can be provided instantly; there need not be any physical transaction. Haryana has been somewhat of a late starter and the E-Disha centres cover at present only 36 services and most of these are yet to be digitized with adequate back-end data support.

While a label is convenient for descriptive purposes, the processes and procedures need to be considered within the total context of a particular service – the context consisting of incentives and expectations of the public, procedural and process rules, the rationale for the service (many a service is required in response to the requirement by different departments of the government (e.g. SC certificate for admission in educational institutions).

Surveys

For situational analysis of the present level of **Public Satisfaction with the Delivery of Basic Public Services** and for **Evaluation of E-Disha Centres, two separate** surveys were conducted and inferences drawn from those have also been incorporated here. **Sampling methodology of these two surveys has been reproduced hereunder**.

1. **Sample Methodology for Evaluation of Existing Level of Citizens' Satisfaction**

The overall sample, comprises of 3080 households, was drawn by using random sampling method.

Table 1
Household Composition of the Sample

Division	Kurukshetra	Panchkula	Gurgaon	Mewat	Hisar	Sirsa	Jhajjar	Rohtak	Total
Ambala	385	385							770
	50.00%	50.00%							100.00%
Gurgaon			385	385					770
			50.00%	50.00%					100.00%
Hisar					385	385			770
					50.00%	50.00%			100.00%
Rohtak							385	385	770
							50.00%	50.00%	100.00%
Total	385	385	385	385	385	385	385	385	3080
	12.50%	12.50%	12.50%	12.50%	12.50%	12.50%	12.50%	12.50%	100.00%
Source: IDC Survey, 2014									

Eight districts of the four divisions of Haryana namely Ambala, Hisar, Rohtak and Gurgaon were covered. Location wise distribution of 3080 households is depicted in table 2.

Table 2

Urban Rural Composition of Sample

Division	District	Urban		Rural		Total	
		Count	%	Count	%	Count	%
Ambala	**Kurukshetra**	125	32.50%	260	67.50%	385	100.00%
	Panchkula	125	32.50%	260	67.50%	385	100.00%
Gurgaon	**Gurgaon**	125	32.50%	260	67.50%	385	100.00%
	Mewat	125	32.50%	260	67.50%	385	100.00%
Hisar	**Hisar**	125	32.50%	260	67.50%	385	100.00%
	Sirsa	125	32.50%	260	67.50%	385	100.00%
Rohtak	**Jhajjar**	125	32.50%	260	67.50%	385	100.00%
	Rohtak	125	32.50%	260	67.50%	385	100.00%
Total	**8 Districts**	1000	32.50%	2080	67.50%	3080	100.00%
Source: IDC Survey, 2014							

To represent urban Haryana 8 district towns, i.e., Kurukshetra, Panchkula, Gurgaon, Mewat, Hisar, Sirsa, Rohtak and Jhajjar were included in the sample. Rural representation was made by randomly selecting 4 villages from each district. Sample of 125 households from each district town and 65 households from each village was drawn randomly.

Table 3

General Framework of the Sample

Number of Locations	Number of Districts and villages	Number of Households	Total
2 District towns from each of the 4 Division	8 District towns	125 households from each district	**1000**
4 villages from each 8 of the districts	32 Villages	65 household from each village	**2080**
Total			**3080**
Source: IDC Survey, 2014			

Table 4 shows the gender composition of the Sample.

Table 4
Division-wise urban rural representation of respondents based on gender

Location	Gender	Ambala	Gurgaon	Hisar	Rohtak	Total
Urban	Male	193	195	193	196	777
		77.20%	78.00%	77.20%	78.40%	77.70%
	Female	57	55	57	54	223
		22.80%	22.00%	22.80%	21.60%	22.30%
	Total	250	250	250	250	1000
		100.00%	100.00%	100.00%	100.00%	100.00%
Rural	Male	420	399	406	420	1645
		80.80%	76.70%	78.10%	80.80%	79.10%
	Female	100	121	114	100	435
		19.20%	23.30%	21.90%	19.20%	20.90%
	Total	520	520	520	520	2080
		100.00%	100.00%	100.00%	100.00%	100.00%
Source: IDC Survey 2014.						

2. Sample Methodology for Evaluation of E-Disha Centres

Institutional mechanism of different services, from the request to the final delivery of the service has been studied to understand the process thoroughly and to identify unnecessary procedures, technicalities and factors which cause delay and inconvenience to the service seekers. For this purpose, E-DISHA Centres of four districts, namely, Panchkula, Panipat, Gurgaon and Mewat were chosen.

Primary data was collected from 306 respondents in the above mentioned four districts of Haryana. Out of the total respondents, 201 are the beneficiaries of e-DISHA Centres and remaining 105 are officials working at e-DISHA Centres.

Out of 201 total beneficiaries, 132 are from rural areas and 69 are urban respondents. The district-wise break-up of the sampled citizens is shown in Table 5.

Table 5

Breakup of Beneficiaries of All Four Districts' E-DISHA Centres (Urban/Rural Wise)

Panchkula		Panipat		Gurgaon		Mewat		Total	
Total 51		Total 48		Total 78		Total 24		Total 201	
Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban	Rural	Urban
33	18	32	16	51	27	16	08	132	69
Source: IDC Survey, 2014									

The employees working at different position in the institutional mechanism of a particular service are covered under the study to understand their understanding and sensitization about the citizen-centric hassle-free service delivery and the other factors causing problems.

Table 6

Break-up of Officials of E-DISHA Centres of Four Districts

Panchkula	Panipat	Gurgaon	Mewat	Total
27	**26**	**32**	**20**	**105**
Source: IDC Survey, 2014				

Chapterization

Chapter I: covers the present state of delivery of these services and is based on the Institute for Development and Communication (IDC) surveys as well as the observations of the respondents.

Chapter II: indicates the approach adopted while considering the major issues and problems about governance in the area of need-based services during the field visits.

Chapter III: deals with selected major services and indicates the changes required in the rules and procedures. Major services that have been covered are affidavits, birth certificates, residence/caste certificate and income certificate.

Chapter IV: concern the two backbone services – Information and Grievance Redress which are in a way pre-requisites for effective governance.

Chapter V: is about the services handled by the police and also covers some related issues regarding police station functioning etc.

Chapter VI: is about the major directions of reforms adopted in the Study and recommended for the State government's consideration.

I
STATE OF PUBLIC SERVICES

Most of the services are being delivered manually by the authorised departments/officials – EO/MC in case of birth certificate for the urban areas and PHC in case of the rural areas, and Tehsildar in case of residence and similar certificates. In addition, E-Disha centres are providing 36 services through 21 district centres and 84 others located at the sub-divisional, tehsil/sub-tehsil headquarters. The quality and efficiency, however, varies greatly and mostly only the District E-Disha Centres are reasonably equipped in terms of infrastructure and manpower. Some Common Service Centres (CSCs) were started many years back but much headway could not be made due to non-availability of back-end integration and weak network connectivity.

1. Existing Level of Citizen Satisfaction

Survey was carried out by the IDC to assess the current status of service delivery in Haryana.

WATER SUPPLY AND SANITATION

Low pressure and supply for short duration are the main problems with the potable water supply. Even contamination is also reported by the 10 percent of the respondents.

Table 1.1

Problems with Potable water supply

Location	Low Pressure	Short Duration	Contaminated	Total
Urban	718	293	91	927
	77.50%	31.60%	9.90%	100.00%
Rural	1276	621	171	1597
	79.90%	38.90%	10.70%	100.00%
Total	1994	914	262	2524
	79.00%	36.20%	10.40%	100.00%
Source: IDC Survey 2014 Note: Due to multiple responses sum of all is not equal to total				

Inflated water bills are the major issue which indeed require intervention. As 68 percent users said that tariff was rather high.

Table 1.2

Problems Pertaining to Water Bill (Urban Area)

Problems	Frequency	Percent
High Tariff	628	67.80%
Late Delivery of Bill	22	2.40%
No Problem	299	32.3%
Total Urban consumer	927	100%
Source: IDC Survey 2014 Note: Due to multiple responses sum of all is not equal to total		

Fifty percent respondents said that grievance redressal mechanism is okay. Urban users were satisfied in higher proportion than the rural users.

Table 1.3

Satisfaction with the Grievance Redressal Mechanism

	Location		
Satisfied	**Urban**	**Rural**	**Total**
Yes	589	670	1259
	63.50%	42.00%	49.90%
No	338	927	1265
	36.50%	58.00%	50.10%
Total	927	1597	2524
	100.00%	100.00%	100.00%
Source: IDC Survey 2014			

Close to half of the respondents having potable water connections were not satisfied with the water supply service. In the urban areas 39 percent respondents said that they were not satisfied and, in the rural areas, the percentage of the dissatisfied respondents was much more (58 percent).

Table 1.4

Satisfaction with overall Water Service

Location	Yes	No	Total
Urban	563	364	927
	60.70%	39.30%	100.00%
Rural	666	931	1597
	41.70%	58.30%	100.00%
Total	1229	1295	2524
	48.70%	51.30%	100.00%
Source: IDC Survey 2014			

SANITATION

In the urban areas, 51.70 percent of the respondents said that roads were regularly cleaned, whereas the rest did not agree. In the rural area, while only one fourth of the respondents said that their roads/streets were regularly cleaned, three fourth totally denied this.

Table 1.5
Regular cleaning of Streets and Roads

Location	Yes	No	Total
Urban	517	483	1000
	51.70%	48.30%	100.00%
Rural	495	1585	2080
	23.80%	76.20%	100.00%
Total	1012	2068	3080
	32.90%	67.10%	100.00%
Source: IDC Survey 2014			

In the urban areas, 69 percent of the respondents said that there was garbage collection system available in their localities as provided by the local body. But in the rural areas, no such facility has been provided by the panchayats as 96 percent said that they do not have such facility.

Table 1.6
Availability of Garbage Collection System

Location	Yes	No	Total
Urban	690	310	1000
	69.00%	31.00%	100.00%
Rural	75	2005	2080
	3.60%	96.40%	100.00%
Total	765	2315	3080
	24.80%	75.20%	100.00%
Source: IDC Survey 2014			

BIRTH ,DEATH AND OTHER CERTIFICATE

Out of 3080, 2363 (76.7 percent) were such respondents who had applied for any of the three certificates– birth, death or senior citizen certificate. The urban-rural divide in this regard shows 77.8 percent urban and 76.2 percent rural respondents having any of the three certificates. Rest 717 (23.3 percent) respondents did not have any of the three certificates.

Table 1.7

Location-wise Distribution of Applicants who Applied for Different Certificate (Birth, Death and Senior Citizen)

Applied for a Certificate	Urban	Rural
Yes	778	1585
	77.80%	76.20%
No	222	495
	22.20%	23.80%
Total	1000	2080
	100.00%	100.00%
Source: IDC Survey, 2014.		

Those who faced problems in getting certificates, generally had to pay bribes to get the same. Some of them (22.79 percent) complained that the process for getting these certificates was lengthy and tedious.

Table 1.8
Problems Faced in Procurement of Certificates (Birth, Death and Senior Citizen)

Location	Paid bribe	Process of getting certificates is lengthy and tedious	Total
Urban	85	55	140
	60.70%	39.30%	100.00%
Rural	247	43	290
	85.20%	14.80%	100.00%
Total	332	98	430
	77.21%	22.79%	100.00%
Source: IDC Survey, 2014.			

SC/OBC CERTIFICATE

The People generally have to face problem for getting the caste certificate. It was substantiated by 15.29 percent of the respondents. Urban respondents reported this in comparatively larger proportion (18.90 percent) than the rural respondents (14.30 percent). These people told that they had to pay bribe to the staff to get the certificates.

Table 1.9
Problem Faced in Getting the Caste Certificates (SC/OBC)

Location	Yes	No	Total
Urban	38	163	201
	18.90%	81.10%	100.00%
Rural	105	629	734
	14.30%	85.70%	100.00%
Total	143	792	935
	15.29%	84.71%	100.00%
Source: IDC Survey 2014			

It appears, therefore, that the respect of the basic civic services, the governance process still had 'miles to go' before the State could achieve a satisfactory level in terms of the Citizens' satisfaction.

2. E-DISHA CENTRES' EVALUATION

The innovative ICT based service delivery mechanisms are expected to curb the discretion of officials and hence reduce corruption in service delivery mechanisms. The functioning of E-Disha centres indicates a much better picture as indicated in a survey by IDC e.g. (table 1.11). 98% report no problem of bribery being involved. The reason seems to be the structured processes and systems involving issue of tokens, fixed days for delivery etc.

E-Disha Centres have been successful in taming the existing corruption in the delivery of services. Only 2% of the beneficiaries claimed that they were asked for bribe by the officials at E-Disha Centres for providing services (Table 1.11).

Table 1.10
E-Disha Centres – Incidence of Bribe

Item/Question	Panchkula		Panipat		Gurgaon		Mewat		Total	
Have you ever been asked for bribe by the employees for providing the desired service?	A.F.	%	A.F.	%	A.F.	%	A.F.	%	**A.F.**	%
Yes	-	-	2	4.2	-	-	2	8.3	**4**	**2.0**
No	51	100.0	46	95.8	78	100.0	22	91.7	**197**	**98.0**
Total	**51**	**100.0**	**48**	**100.0**	**78**	**100.0**	**24**	**100.0**	201	100.0

Source: IDC Survey, 2014.

A.F. Means Actual Figure

Infrastructure at E-Disha Centres

The IDC survey indicated that around 35% of the officials at E-Disha Centres opined that the space provided to E-Disha Centres was not sufficient. About 21% officials stated that the lack of infrastructure was another stumbling block in the working of E-DISHA Centres. Absence of enquiry counters at E-DISHA Centres was quoted as another constraint by 9.52% officials. The issue of lack of staff was also raised by 9% of the officials. Only about 4% of the officials felt that power cuts/absence of Electricity Generators had hampered the working of E-DISHA Centres (Table 1.12).

Table 1.11
E-Disha Centres - Lack of Facilities

Item/Question	Panchkula		Panipat		Gurgaon		Mewat		Total	
Kind of facilities are lacking in E-DISHA Centre?	A.F.	%	A.F.	%	A.F.	%	A.F.	%	**A.F.**	**%**
None	-	-	-	-	16	50.0	7	35.0	**23**	**21.9**
Lack of Staff	-	-	-	-	-	-	9	45.0	**9**	**8.57**
Lack of Space	13	48.14	12	46.15	12	37.5	-	-	**37**	**35.23**
Lack of Infrastructure	4	14.81	14	53.84	4	12.5	-	-	**22**	**20.95**
No Enquiry Counter	10	37.03	-	-	-	-	-	-	**10**	**9.52**
Long power cuts/No provision of Electricity Generators	-	-	-	-	-	-	4	20.0	**4**	**3.80**
Total	**27**	**100.0**	**26**	**100.0**	**32**	**100.0**	**20**	**100.0**	**105**	**100.0**

Source: IDC Survey, 2014.
A.F. Means Actual Figure

Grievance Redress Mechanisms

A major issue across all the services is about the redress of the problems of the citizens who are perhaps not getting the services within the indicated time frame. Even the citizens' charter listed at Annexure I in regard to Panchkula is somewhat vague in this respect. It only asks the aggrieved person to file a complaint with the Deputy Commissioner whom they may not be able to see on the day of their visit. In any case, so many written complaints are received in these offices that it is rarely possible even to track them. There is need to restructure the grievance redress systems to prevent what may be called 'forum shopping' - that is citizens having to adopt multiple channels in the hope that at least one of them will work. This is especially necessary as the basic services are availed of on need basis and unlike water supply and so on, the citizens are interested only in the delivery and generally forget the problems experienced once the relief is provided whether after delay or after having had to pay a bribe or whatever.

Citizen Charters

Citizen charters are not provided in most of the districts. Even Panchkula does not cover miscellaneous services such as Senior Citizen Cards, Dependent Certificate, normal Marriage Certificate, etc. Moreover, even though formal assurance for timely delivery exists at present but random the interaction with the citizens gives a rather negative feedback. Hopefully the Right to Service Act enacted recently will remedy this problem.

We also need to look into the desirability of streamlining of the processes to prevent queue-jumping. Newspapers have pointed out the difficulties and multiple visits introduced only because the system of a token is introduced.

Need for Streamlining RC Delivery

- One day required for getting the registration file, which takes about 4-5 hours.
- Another day for the vehicle inspection: a full day job.
- 3rd day for collecting the token for delivery of the Registration Certificate.
- 4th day for collecting the Registration Certificate.

Source: *Dainik Bhaskar*, Chandigarh Edition 24, January 2012.

It would appear that there is:

(a) Lack of information about the procedures, standards, checklists and grievance redress system;

(b) Unimaginative procedures based on mistrust or suspicion of the bona fides of the citizens;

(c) Every statement has to be supported not only by an affidavit but sometimes an affidavit of the supporting witnesses and/or verification by the public officials;

(d) Indifferent quality of services available at most of the E-Disha centres and perceived inaccessibility of the officials in cases where applications are personally presented and manually handled;

(e) While the fee or what may be called the price in economic terminology is low, however, the transaction costs in terms of the opportunity costs – waiting time, multiple visits etc. are rather high.

While the E-Disha Centres have provided facilities for the citizens and brought some order in respect of the documentation and issue of certificates, etc., the problem of multiple visits

might have been compounded, especially in cases where the authorities competent to issue the certificates (SDM in the case of RC and Tehsildar in the case of caste certificates) are located away from the E-Disha Centres. The problem needs to be resolved. The E-Disha Centres have also brought about a modicum of efficiency in respect of the 36 services handled by them. However, while data is not available, probably only a small proportion of the citizens make use of the services transacted, due to their limited numbers (about 201) and facilities, unlike the other States where CSC (Common Service Centres) or other similar front desk facilities have been set up to provide the facilities almost next door.

Another major problem is that in the singled-minded pursuit of bringing about digitization of the services, the issue of simplifying procedures and processes and minimising transactions costs for the citizens might have been lost sight of. For example, in the case of arms licences, a small fee of Rs. 60/- to Rs. 150/- is charged but that is to be deposited through generating an electronic challan and then the citizen has to visit the Bank with the challan to deposit the fee and then present the application alongwith the receipt to the front desk for issue/renewal. This implies visiting a professional computer shop as the website does not open easily and is difficult for a private person to handle it. Probably, a manual system of accepting this small amount by the receiving desk or the E-Disha Centre may be more convenient for the public, especially when the quantum of money involved is negligible. In fact, this is what the citizens in the E-Disha survey preferred.

The IT department has now initiated a planned programme for online delivery of these services through the existing E-Disha centres by adding about 1000 more CSCs that have been planned to be established. It is proposed to set up 600 CSCs by March 2015 and a minimum of 25 services are likely to be covered. The State digital network will provide the back-end support for these CSCs as well the E-Disha centres. The IT department has also an ambitious project - State Resident Data Base (SRDB) to integrate the data across Aadhar, existing records and so on. It is understood that the CSCs will be outsourced to individual entrepreneurs to be managed by the district IT societies which are already managing E-Disha centres. Hopefully, some of the problems would be resolved once this system is in place.

II

EFFECTIVE SERVICE DELIVERY: DIRECTION FOR REFORMS

The Surveys conducted by the Institute for Development and Communication (IDC) highlighted a number of issues and problems which need to be addressed. While these problems have been expressed by the public through their dissatisfaction with the services or the incidence of bribery, the basic issues are the following:

Distrust

Most of the delivery systems reflect the colonial legacy of distrust for the common people, who are required to get verification by the public as well the government officials. A simple declaration by an applicant is not considered to be enough and the application has to be verified by the public officials. One of the elements of good governance – citizen empowerment-remains only a pious wish.

Transaction Costs

Corruption is probably not a major issue for most of the services but there are other transaction costs – multiple visits, fees, opportunity costs in terms of time, etc. A wage earner may have to forego 3-4 days' earnings just to get one simple certificate of residence. Moreover, in a way, bribery is a negotiating strategy that is resorted to for minimising the transaction costs.

Inequity

The procedures are in a way biased against the rural area applicants who are required to get verification by the public as well the government officials.

Multiple Visits

The practice of multi agency processing leading to multiple visits continues even in the E-Disha Centres for the services where no discretion is involved.

Information Deficit

Checklist of the processes and procedures, standards of services and grievance redress systems are not readily available for these have not been publicized widely on the notice boards, etc. The neighbouring State of Punjab has achieved the objective by printing the list of the documents to be furnished on the back cover of the 'file'.

Lack Of Transparency

Citizen Charters are mostly missing and, even where the citizens charters have been issued, the citizens experience various difficulties in actually getting the services in the suggested timeframe.

Grievance Redress

Lack of clear grievance redress systems generally give rise to 'forum shopping'.

Considering the nature of these services, the following approach has been adopted:

(a) **Service-specific context**

The Categories are not absolute or watertight; further, assessments in regard to the objectives and potential of misuse/risk may also differ. The objectives of public interest for the government agencies and for the citizens assume different dimensions in the case of specific services. Thus, the administrative objectives – risks of misuse, compliance with procedures, use (or otherwise) of discretion can vary from one service to another. The Governments have tended to be somewhat cautious in giving autonomy to citizens in respect of sale and purchase of property whereas for issue of residence certificates, they may be willing to empower citizens. Similarly, individual objectives vary across the services. Issues of transaction costs may be less important than speed of delivery of service in some cases. Issues of fairness and equity similarly vary as also the general governance considerations – transparency, responsiveness and equity. Moreover, each service has different clientele, structure of transactions, customer needs/consumer surplus. A uniform model, therefore, would not be feasible for all services even within a specific category.

Various dimensions of the objectives and priorities and the needs of the stakeholders can only be harmonized if each service is examined comprehensively as a separate module and the service delivery is optimized within the context of that service. *Each specific service needs to be treated independently.*

(b) **Service Delivery-A Contract rather than a Concession**

Service delivery should be viewed as a sort of contract rather than a favour by the public agency. The contract should be communicated through open information/citizen charters listing obligations of the citizens, the obligations of the front desk/competent authority to take the final decision and thus all information

relating to material terms of the 'contract' should be openly available in any case on the website to the public. Any substantive issues relating to the service delivery must not be hidden or in fine print so as to escape the common man's attention.

(c) **Internal Reforms: defining decision making and grievance redressal levels**

We need to focus less on reforms in internal processing, as these are internal administrative issues and citizens are not concerned with the number of people/agencies/stages of processes that are involved. They need to be told only about whom to approach, what their obligations (check list) are, who the competent authority is and the standard of the service they should expect. The focus, thus, is on the obligations of the citizens and the public agencies and speed and quality of service delivery. The main issue in the services handled by front desk (e.g. E-Disha) is that of subsidiarity and suggestions have been made in regard to the delegation of powers for specific services to levels as proximate as feasible to the front desk. *We are strongly of the view that it is pointless to implicitly follow the present practice of limiting decision-making powers to gazetted officers especially where the systems don't provide for any scope of discretion.* One cannot make full use of ICT/IT without abandoning this obsession with rank.

<u>**Accounting for Risk/Misuse:**</u>

One has to trade off ideal enforcement with pragmatic compromise in the interest of the optimum delivery. The well known example is of speed limits imposed on motor vehicles where some leeway is provided in actual practice in many countries. This may be misused but is unavoidable if at all there is to be some semblance of compliance of the regulation by a substantial majority. Moreover, the risk of misuse/wrong issue cannot be controlled simply by multiplying the channels of verification as is common in governments. That only adds to botheration without being a deterrent to the misuse of the service. The more prized a service, the more the competition, and that by itself is a deterrent against misuse. The focus, therefore, needs to be not on more controls, more reports, and more verification but on citizen responsibility and empowerment- self selection coupled with information about services. One simple way to prevent risk/misuse will be to display/put on website of the E-Disha Centres the names of the individuals who

have availed of various services, whether at these centres or off line, for general public information. There is possibly no violation of privacy laws involved in putting these lists on the district web sites.

Compatibility – Offline/ Online Delivery;

Online systems, with back-end integration, may not be feasible in the near future in the whole State. As such proposals for redesigning services need to cover online as well as offline delivery, as it may not be appropriate to wait till the online processes, as envisaged in the e-district projects, are realized.

Single Window/ Single Visit

One issue is that of single window delivery. We believe that single window is not an end in itself and may not be suitable for transactions involving a number of agencies, where ensuring compliance with the processes and the detailed rules and procedures may be difficult for the single window delivery systems which don't have in-house technical or professional support. In such cases, it may be advisable to provide the departmental inputs right at the E-Disha Centres (e.g. transport). *Single visit needs to take priority over single window as citizens generally approach the public agencies not for multiple problems (as while shopping in a supermarket), but for a specific issue at a particular point of time.*

Data Integration

Single window is not the only option for service delivery and there should be healthy competition. It is, however, essential to integrate all the data at a single point.

- **Level playing field for all citizens – rural/urban, the rich and the poor.**

- **Service delivery a contract between the State and the citizen.**

- **Single visit in preference to single window.**

- **Risk of misuse- addressing issues of risk though transparency rather than procedures and controls.**

- **Internal Reforms - Subsidiarity and specifying boundaries of discretionary powers.**

Some major services have been selected and proposals for reforms in line with this approach have been indicated.

III

REFORMS IN RULES AND PROCESSES: SELECTED SERVICES

Following the approach indicated in the previous chapter, some major services affecting common citizens have been taken up in this chapter and specific changes in procedures, rules and processes indicated.

I

<u>Attestation of Documents</u>

Apart from the insatiable appetite for affidavits, there is another area where significant costs are imposed by the present rules and procedures - transactions concerning attestation of various documents (marks sheet, graduation and similar certificates, caste certificates etc.) which need to be produced by a citizen while availing of or desiring to avail of a particular service. In the case of employment for example, copies of experience and educational qualifications have to be filed. Similar in the case for admission in professional institutions. Baring a few exceptions (e.g. passports), most of these require attestation by gazetted officers or notaries, which apart from costs of travel, and marginal costs of attestation (in case of a Notary), also mean the time spent in offices for this purpose. The simplest and obvious way out is to permit self attestation of documents.

II

<u>Affidavits - A Prerequisite for Need-Based Services</u>

Affidavits are required in support of facts given by the applicants for issue of various certificates, (residence etc.). Affidavits are affirmations by the applicant (supported in some cases by third parties). For example, in the case of delayed registration of births upto one year, an affidavit by an applicant is sufficient whereas in the case of income certificates, affidavits of third parties are required. An affidavit, thus, is the most important pre-requisite for most of the need-based services. Generally, affidavits require stamp paper/stamp fee and need to be sworn before a Magistrate or a Public Notary.

The issue of affidavits is relevant not only for services dealt with in the report but also many others as affidavits are prescribed irrespective of whether these are really necessary, to 'pass the buck' to customers. The practice is also prevalent in public utilities services and affidavits may be required for new power connections, water and sewerage

connections/new constructions. Affidavits impose their own cost on citizens - buying stamp paper, locating a deed writer, payment to Notary for attestation and of course the time and efforts consumed in these processes. On the other hand, affidavits have no particular sanctity in law and the function can easily be performed by declarations.

Moreover, one advantage the public agencies have is that they can also impose penal liability for wrong statements in terms of suspension of services (suspension of ration card facilities, disconnection of power supply etc.) if a wrong declaration is made by any consumer. Affidavits need to be replaced by declarations for all services in the public utilities/agencies and instructions and by laws modified.

Self-declaration in place of Affidavit

Affidavit is a declaration and such a declaration is adequate for the purposes of law and attestation by the officials does not appear to be necessary. The applicant/ signatory/continues to be responsible for the statement made. This practice of self-declaration needs to be adopted in all affidavits. This will save a lot of bother and some expense in having to procure stamps/stamp paper which is mostly not available at the place where the affidavit is to be submitted. The Central Government agencies (passport, income tax etc.) have adopted this practice. So far as the legal position is concerned, the issue of a false declaration and action to be taken thereon is adequately covered by the provisions of IPC especially sections 199 & 200.

Liability for False Declaration

Section 199, false statement made in declaration which is by law receivable as evidence

Whoever, in any declaration made or subscribed by him, which declaration any Court of Justice, or any public servant or other person, is bound or authorized by law to receive as evidence of any fact, makes any statement which is false, and which he either knows or believe to be false or does not believe to be true, touching any point material to the object for which the declaration is made or used, shall be punished in the same manner as if he gave false evidence.

Section 200, using as true such declaration knowing it to be false

Whoever corruptly uses or attempts to use as true any such declaration, knowing the same to be false in any material point, shall be punished in the same manner as if he gave false evidence.

Attestation

In cases where attestation is considered necessary, In-charge of E-Disha Centres need to be authorized to attest affidavits instead of having to send them to the Executive Magistrate, thus making the single window also a one-stop window.

There are cases where supporting affidavits of third parties (Sarpanch, Lambardar etc.) are required as evidence before issue of certificates – e.g. income certificates. In these cases also, declarations should be accepted in place of affidavits.

The Government of India have recently requested all the states to take action on these lines and probably no further advocacy is needed in this regard.

The present practice and the proposal are indicated below:-

Services	Practice	Proposals
Affidavit	• Affidavit is required to be attested by Executive Magistrate/Notary.	• Allow self-declaration by the applicant. • In cases where affidavit is considered to be necessary, E-Disha centres should be provided with powers or authorized officials to attest.
Contents of the Affidavit	• No warning or caution for filing wrong declaration.	• The signatory is liable for action under sections 199 and 200 of IPC in case of wrong declaration.
Court fee/stamp	• Not required, it adds to transaction costs/delay, without any compensating revenue considerations.	• Self-declaration will be a part of the application form.
Photograph	• Not required at present.	• The practice of having a photograph of the applicant needs to be adopted, even under the revised procedure of self-declaration for purpose of freezing the identity of the applicant.

From Attestation of the Affidavit to Self-Declaration

- **Allow self-declaration in lieu of affidavit.**

- **Self-declaration to be a part of the application for a service.**

- **Declaration to provide for liability for wrong declaration.**

III

Area/Residence/Domicile Certificates

Various institutions and organizations ask for residence certificates which are mostly needed for the purposes of employment and education. Generally, the certificates are issued on the basis of compliance with the prescribed conditions – e.g. some

institutions may ask for residence certificate on the basis of residence/domicile for the last five years whereas others may be content with a certificate regarding the applicant being 'ordinarily resident'.

Field Reports/Verification

These are required from Municipal Commissioner/Sarpanch and in addition from Patwari and Kanungo. At present, therefore, elected officials as well as revenue officials are required to report in case of rural areas. *Verification by the public officials appears to be unnecessary, as such facts are mostly not within the personal knowledge of the elected/other officials and substantial wastage of time is involved in the applicant especially by the under privileged in contacting (and negotiating with!) the officials.*

Ideally, since the MC's/Sarpanch are not custodians of information about the applicant or do they have any standard means of enquiry, self declarations should be adequate in most of the cases. In practice, public men by nature of their position – which is dependent on the constituent's good will, can rarely afford to refuse on grounds of lack of personal knowledge, and the endorsement by the public men is generally a ritual without much relevance to correctness of the stated facts.

Verification by Government Officials

Patwari and Kanungos who are concerned with land matters, also do not have custody of information regarding residence. The practice of verification by them, therefore, in any case, needs to be discontinued. There is little logic in making the process more onerous for the rural areas, just because revenue officials happen to be available there.

It appears more appropriate to:

(i)   *Ensure proper identification of the applicant,*

(ii)   *Allow any two citizens (including government officials) in place of or in addition to the public officials to provide supporting declarations.*

(iii)   *Ensure proper identification (e.g. UID/EPIC, Ration Card with photo etc.) of supporting citizens; and*

(iv)   *Provide for liability for action in case of wrong declaration.*

Lack of uniformity: Period of Stay for Residence Proof

Different institutions have prescribed different criteria for residence/area certificates. Some even require certificates of residence by birth; others need at least five years proof of residence and so forth. At least within Haryana, all the institutions should follow a common pattern - residence proof based on a two year stay.

Discretion of officers

The systems and processes are routine and non-discretionary. There may, however, be cases where some documents are not available or are inadequate due to unavoidable reasons (e.g. recent shifting of family). In such cases, the applicant may be allowed to lead supportive evidence/witnesses by the competent authority and the case with recommendations referred to the next higher authority for decision. Instructions should provide for scope for discretion at defined levels superior to the deciding authority.

Risk Factors

Wrong issue of a certificate (due to the acceptance of bogus documents etc.) is unlikely as the applicant continues to be responsible for wrong information. Self attestation also means self incrimination. Self-attestation and verification are allowed for Passport and Income Tax matters and there should be no problem in allowing it for these services. The risks can be minimized by displaying the list of certificate such certificates etc. Sheer competitive pressure will lead to reduced risk of misuse, once the list of persons issued various certificates is displayed on the websites of various agencies/departments.

The changes suggested may apparently look problematic but as in the case of affidavits are likely to establish their relevance.

The present practice/instructions and the proposed changes required are indicated below.

Sr. No.	Services	Present	Proposed
1.	**Residence/Area Certificates -** **Application forms**	• As prescribed by the authority (e.g. by educational institutions) or as per the prescribed format.	• Form to be placed on the E-Disha website and should be downloadable. • Hard copy should also be available with the vendors & other concerned offices as at present. • The form must contain instructions and appropriate checklists. Information on check list etc. in clear and user-friendly manner and language.
			• No court fee or other stamp fees should be leviable. Form to be available free, except at E-Disha where a nominal service charge– charge can be levied.
2.	**Documentation or** **Reports – Affidavit**	• Affidavit by the applicant or by the parent or guardian in case of minor. • The affidavit is required to be attested by the Executive Magistrate/ Notary.	• Self-declaration to be allowed. • The declaration should provide for the applicant's responsibility for giving correct information. **("The information given by me in the form/enclosures is true and I am solely responsible for its accuracy and liable for action under sections 199/200 of the IPC in case of wrong declaration/ information").**
	Residence Proof	Attested photocopy by Gazetted Officer or Notary: • Ration Card • Voter Card • School Certificate Only required for rural area certificate)	• Self-attested copies to be accepted.
	Field Reports **a)Recommendations/ Certificate by MC/ Sarpanch/Revenue Staff** **b)Attestation of Originals**	f Required Attestation by notary or Executive Magistrate	• Discontinue verification by the revenue staff. • Discontinue verification by MC or Sarpanch; • Accept supporting declaration by one/two residents of the village or town, subject to proper identification. • Permit self-attestation
	Citizen Charters	• Varies/ not available.	• Citizen Charters – must be in local language • *Contents of the Charter*. • Forms – should be downloadable. • Check list. • Response time - (suggested: same day). • Where to Apply • Complaint system

Recommendations

- **Discontinue verification and reports from public officials or government officials.**

- **Declaration by applicant in lieu of affidavit, field report and verification.**

- **In case third party verification is considered necessary, accept declaration from citizens.**

- **Same day delivery.**

- **Tehsildar/Naib Tehsildar/E-Disha Centre in charge to be the deciding authority.**

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IV

Birth and Death Certificates

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This process is governed by the relevant Act and rules made there under. The certificates do not lead to any direct benefit but may be necessary for obtaining other facilities/ entitlements (passport, as age of proof for admission etc.). As the requirement of certificates may not immediate -at the time of registration thereof -people rarely obtain the copy at the time of registration, even though that is most convenient and can be easily provided by the Local Registrar. People tend to come up with requests for such certificates as and when required, which may be much after the event.

Main Provision of the Births and Deaths Registration Act

The Act provides for appointment of Local Registrars and Sub-Registrars to assist the District Registrar Section 8 (1) (a)} declares it the duty of the household to give intimation but Section 8 (2) also authorizes the government to notify any other agent for the purpose of providing information. Section 12 provides that extracts of entries be given immediately on registration. Section 13 provides for a simple process of registration by the Local Registrar within 21-30 days and with the written permission of the prescribed authority after 30 days. After one year orders of the Executive Magistrate are required and the Magistrate is expected to verify the correctness of the event. Thus upto a period of one year, the process is relatively simple whereas after one year a number of formalities may required to be completed to the satisfaction of the competent authority.

Different States have notified different authorities, such as, Panchayat, Health/Revenue Officials for local registration purposes and for delayed registration. In Andhra Pradesh**,** Mandal Revenue Officer is competent for delayed registration up to one year. Custody of records remains with the Local Registrar up to one year (counted from the end of

relevant calendar year) and after that these are transferred to Executive Officer in case of Municipal Committees and the concerned Registrar in case of Panchayats. In Maharashtra, records after 1996 are digitized. One can search for the registration record; and CFCs (Citizen Facilitation Centres) run through PPP mode, are authorized to issue the certificates. The BDO in rural areas is authorized to make late registration (30 days to one year) whereas the authority for entry of the event beyond that period is the SDM. In Delhi, authorities for registration are the Health Centres in rural and urban areas; proof of birth/ residence and affidavit regarding place, time/date of birth is required in case of delayed registration.

Entry of Names

Another issue is of entries of names. This can only be done within 15 years of the event but due to ignorance or lack of anticipation, people do not come forward to have the entry made and only realize its significance when the need arises, which may be much later. The problem is that generally in Indian tradition, naming ceremony is held sometime after birth and therefore, the process of entry of name is generally detached from the event of birth. The rules need to take an account of this cultural tradition.

Delayed Registration of Births

One major problem relates to entry of birth after a period of thirty days. The law provides that entries can be made by the local registrar up to one year with approval of the district registrar. After one year, SDM is the competent authority. *As the availability of the Chief Medical Officer and the process of the entry is unclear and uncertain, people prefer to wait and approach the appropriate authorities after one year as the process then is much simpler.*

After careful consideration of all the issues, it is recommended as follows:-

Notifier/Local Registrar- ASHA/ANM

In the given structure of local governance in rural areas in Haryana, it may be appropriate to streamline the system and to give authority to the health department personnel for proper coordination. It is felt that the PHC cannot effectively function as a local registrar. The two options are ANM (she is at the sub centre – average population 5000) or ASHA workers-average population 2000. The problem with entrusting the job to the ANM is that her jurisdiction is in terms of population and may not cover with specific

village or panchayat boundaries. ASHA worker's clientele is fixed - whether village or part of the village - and she is supposed to look after precisely the issue of mother and child care and also encourage institutional deliveries. It is felt that a) responsibility for notifying the events of Births *and Deaths can be given to ASHA workers (Section 8(2) (b), ANM's jurisdiction for revenue villages can be defined if required at the local level and ANM declared the local registrars; (C) The birth and death registers can be collected by the PHC in charge and sent to the District Registrar – CMO after one year as per law. This will improve registrations within time, and the ANM's being under Health Department control, proper upkeep and timely transfer of records to the CMO's will be insured.*

Delayed Registrations – within one year

To overcome the problem of rather difficult procedure of registration within one year as compared to registration after one year, as noted above, it is felt that *the local registrar - ANM as suggested should be authorized to make entries with the approval of the PHC in charge who should be notified as competent authority/district registrar only for this purpose. Except for the affidavit as provided under the act, no other evidence should be asked for (misuse is highly unlikely in the case of infants).*

Delayed Registration – after one year of event

There is a likelihood of misuse in the case of adults facing problems in establishing identity and discrepancy in documents and much more care may be necessary in such cases. In case of registration requests received, say within 10 years of birth however misuse is highly unlikely and these are likely to be genuine cases of late registration. It is suggested that for applications received within 10 years of birth, the process applicable to the one year process should be followed without insisting on detailed supportive evidence*.*

Entry of names in time barred cases

The issue of entry of name in time-barred cases needs to be taken up and suitable amendments made in cases where the State Government is competent or the matter maybe referred to the Central Government. *It appears odd that while births can be registered at any time (there is no limitation), the secondary process of entry of names should be subject to limitation of time.* This seems to be a serious anomaly in law. As such, it is suggested that the simpler and secondary process of the entry of name should be permitted without any limitation for reasons mentioned.

Fees

Another issue is of the levy of late fee etc. While these are nominal, it is difficult for the village functionaries to keep accounts and it is *suggested that no fee should be* charged *up to one year* and the notional liability should be carried by the State Government.

Present and proposed procedures and changes to be made are indicated hereunder:

Services	Present	Proposed
Procedure for registration	Can be registered with the notified functionary- by any member of the family within 21 days of birth and within 30 days period, with late fee. In case not registered within 30 days period, local registrar can make entry with the approval of the District Registrar; and in case of delay in registration beyond one year, SDM is the competent authority.	No Fees
Local Registrar		ANM
Notifier	Family	ASHA (for rural areas) to be notified under Section 8(2).
Issue of Certificate	Rules provide certificate to be given immediately by the Local Registrar. Not in practice.	The Local Registrar (ANM as proposed) to ensure that extracts of the entry are given to the family immediately on registration.
Documents required	None in case of registration within 30 days and an affidavit if registration is after 1 year.	30 days to one year: no other evidence; ANM to enter with approval of PHC-in-charge who should be notified for this purpose. After one year and up to 10 years- same procedure as for 30 days to one year- affidavit, no other evidence.

Recommendations

- **Notifier - ASHA**
- **Local Registrar - ANM**
- **Waving late fees – upto one year**
- **E-Disha Centres as the single window for applications for entries and giving copies after one year;**
- **Procedure of registration – one year to ten years – on the basis of affidavit only**
- **Delivery: same day**
- **Electronic records to be maintained in lieu of manual records received from local registrars starting from 1989 by the ULBs/CMO's etc.**

V

Income Certificates

Income certificates are required for various purposes such as:-

(i)   Admissions in educational institutions by EWS (economically weaker sections);

(ii)   Fee concessions etc. in educational institutions;

(iii)   Availing of employment benefits by SCs etc. (exclusion of 'creamy layer');

(iv)   Eligibility of B.C/O.B.C. for educational/other benefits;

(v)   Concessions and entitlements as BPL families;

(vi)   Availing of social security benefits – old age pension, Widow Pension, assistance to children etc.

Practice in other states

In Andhra Pradesh, the income certificate is issued on the basis of the Ration Card, affidavit of Income and attestation/certificate by two government officers. The applicant application indicates details of occupation (business, government or private employee etc.) and monthly/annual income. Tehsildar is authorized to issue the certificate. In Maharashtra the application form requires details – immovable property, land, house, shop and income from these properties separately, as also income from employment/business if applicable – to be provided. The form of affidavit is provided on the appropriate web site and the certificate is issued within 15 days. Affidavit is common for caste, residence and income.

In Delhi the application form requires details of salary, earning members, a supporting affidavit as also a photocopy of EPIC for residence proof. Facilities are available for online filing of application for this as well as other certificates.

Practice in Haryana

Based on the information gathered through interaction with about 4000 respondents from parts of the state of Haryana, it has been reported that these are instances of harassment and misuse due to the problems in the procedures and the criteria for the determination of income levels. There may be some problems of favouritism (or the reverse) due to the involvement of the P.R.Is, but the feedback indicates that the reason is not the change of authority for decision from government to the P.R.Is but a lack of uniformity in the processes and procedures. Moreover, different authorities – social welfare, employment, education, rural development- have prescribed different formats and criteria some of which are somewhat complicated and also have different systems for getting applications/data about income and for verification.

Issuance of Income Certificate is indeed one of the most important documents which can mean, in case of misuse, either wrong inclusion of undeserving or wrong exclusion of deserving persons. There is, therefore, a need to standardise the parameters and criteria for issue of income certificates required by different authorities, for whatever purposes required.

Harmonising the process of issue of income certificates

The process of harmonisation needs to cover the following:

(i) **The contents of the application and information to be provided by the applicant:**

Income sources

Generally, the present application form leaves a lot of gaps in respect of details of income and consequently puts the onus of correctness mainly on the revenue functionaries whose reports are called for in each case before the certificate is issued by the competent authority. These authorities in turn bank upon the reports of Lambardar/Sarpanch in rural areas; MC's report is adequate in urban areas. There is a cascade of support in evidence based on actual ignorance but professed knowledge. *There is a need to modify the application form to put*

the onus of correctness of information on the applicant and also to provide that he/she/non officials recommending the same will be liable for action in case of wrong declaration.

Generally, the form should provide for (a) occupation of the applicant/guardian – agriculture, petty business/trade, employment (Government/Private) and income from each; (b) details of family members (husband/wife/all children), their age/marital status, occupation and income; (c) in case of head of family, information about land holding, shop/house and income if any from these; (d) providing for declaration regarding the correctness of information and liability for prosecution.

The information to be given in standard form of application including the supporting evidence is indicated in the proposed format at Annexure II.

(ii) **Income Statements**

The main problem noticed in regard to the facts related to income is that generally all t h e details are not supplied by the applicant but only that income is less than the eligibility limits. For example in case of old age pensions, the declaration which is a part of the form itself would state that the income is less than Rs. 1000/1500 per month without specifying whether it is Rs. 500 or Rs. 600 and so forth. *Columns of the application form related to income* (standard Form in Annexure A of Chapter 3*) must be filled in and the declarations must state the income precisely, whatever it is, per unit of family.*

(iii) **Definition of family for purposes of income:-**

This is one of the main problems in ascertaining correct income; sometimes three generations are considered to be part of a family including adult children who may be married; for some other purposes family may include even old parents. In the absence of a clear definition of "family", loopholes are left when specific applications are received and scrutinized. It is felt that the family definition for all purposes should include (a) the applicant (b) in case of minor, father/mother of the applicant (c) unmarried children up to the age of 21 years.

Thus "family" should be defined as Head of the family- husband/wife- and unmarried children up to the age of 21 years. All other dependents who are adults/married need to be considered a separate family.

(iv) **Using criterion of income per head**:

Most of the income certificates or concessions which require income certificate have not defined as to whose income is to be taken into consideration – is it individual applicant/his guardian or the family, whatever way defined. For all major economic indicators generally one refers to per capita income. This was the concept used for determination of BPL families till 2002 when it was replaced by the elaborate 13 point criteria. Globally also one refers to one dollar per capita per day as the defining poverty line. The national and state figures of income – average, indicators of inequality- are similarly indicated in per capita terms. Moreover family income has relevance only if related to the family size. The family income of Rs. 1 Lakh for a family of two means something quite different as compared to same income for a family of five. *The criterion of per capita income should be adopted for all purposes for which the income certificates are used*.

The suggestions have to be read together thus implying that the family definition should not cover more than two generations as indicated above and the criteria should be per head or per capita income of the family. This will enable meaningful comparison across eligible families, whether for old age pension or for subsidized rations or for scholarships and so forth.

(v) **Assessing income from agricultural land.**

There is no problem in assessing income from employment or property but in case of agricultural land where net income has to be derived from production and costs, clear criteria are needed. Some research studies indicate net loss from agriculture whereas others calculate net income optimistically at current levels of MSP.

A simplistic view may be to take the annual rental (theka) as the indicator of net income. This approach however ignores the issue of risks associated with giving agricultural land on lease (not getting vacant possession, nonpayment etc.) which are especially relevant for the poor and marginal land holders. *We have consulted experts and feel that 1/3 of the generally prevailing theka for irrigated land (Rs.10000) per acre would be appropriate at the present MSP levels, and the assumed income for unirrigated land should be Rs. 5000. The rate could be suitable revised periodically in line with the percentage increase in MSP.*

(vi) **Fixing Income Criteria**

It has been suggested above that it will be appropriate to go by the definition of family as indicated and to assess family income per head, to enable a meaningful composition for various entitlements and concessions. The issue is what specific but common criterion of income should be used/adopted for scholarships and admissions/subsidized rations/subsidies etc. It is recommended that:-

a) Income criterion should be in terms of family income per head from all sources.

b) Family definition should be head of family/husband (or wife) and unmarried children up to the age of 21 years).

(vii) **Verification/Reports of Public Officials.**

Supporting declarations by two citizens, having proof of identity, should be adequate in place of field verification/affidavits. These should provide for warning in case of wrong declaration (see section on affidavits).

The main changes are indicated as under:

Services	Present	Proposed
Application Form for Income Certificate	No standard format	Form at Annexure II. Similarly, application forms for social security, pensions etc. need to be modified on this basis.
Documents/Reports Required	Report of Lambardar/Sarpanch in rural areas. Report of MC/EO in urban areas. Report of field revenue staff (Patwari/Tehsildar etc.)	Declarations from two citizens: These may be allowed to be accepted in lieu of the field reports.
Competent Authority	SDM/Tehsildar	No change

Recommendations

- **Standard format – Annexure II.**

- **Family definition as indicated.**

- **Adopt criterion of per head family income**

- **Specify criterion for self assessment of income by the applicant in regard to income from agricultural land.**

- **Self-declaration in place of affidavit.**

- **Supportive citizen declarations in place of verification rituals by revenue agency (elected officials).**

- **Delivery on the day of application.**

Note: The guidelines for the BPL families would need to follow the Central Government directions as it passed the subsidy but all other state level resources transfers could be covered by the standard format.

VI

<u>Urban Civic Services - Permissions for Construction and Ancillary matters</u>

The services covered are construction/approvals for buildings and sanitation of water supply, sewerage connections.

Permission/approval for construction/plans

There are common regulations in Haryana which provide for (a) application for construction; required documents mostly are construction plans, ownership proof, copies of plans. (b) prescribing a period – 21 days - for approval of the plan, (c) in some cases providing for intimation about commencement of construction/inspection after completion of plinth area.

The building bye-laws provide for compulsory un-covered area at front and back, detailed regulation for basements, height of floors etc. which in any case have to be compiled with.

The problem with making administrative changes in internal procedures is that it is difficult to ensure that they would be fully and uniformly followed and sooner or later things revert to status quo ante. This has been the fate of most of such innovations (Ahmed Nagar experiment) and what may be required are substantive changes in the rules which

bind all parties and have legal force. In fact, it is understood that there is no compliance in overwhelming majority of the cases in respect of compliance with the schedule for approval of plans – 21 days - and changes in internal procedures are not like to make things better. *The main issue here is that individuals have incentives to seeks short cuts and are not likely to be in sympathy with the public interest directed regulations due to this asymmetry between public safety directed supply-side objectives and private interest in putting the building to use as early as possible. It is also unlikely at least in most of the cases where construction is taken up for self occupation, that individuals will ignore issues of structural safety of the buildings.* The law has to take note of these issues especially of the huge 'consumer surplus' which encourages citizens to seek short cuts in respect of compliance with these regulations, while at the same time ensuring that safety of their family is not jeopardized. The parameters of sanction therefore, for a high rise building taken up by a developer for sale to individuals have to be on a different footing as compared to construction on small plots, with more detailed controls on high rise buildings, and but focus on compliance only with the material building regulations (frontage etc.) in case of others. For example, it appears unnecessary to insist on compliance with minimum dimensions of bathrooms etc., which are difficult to check and unlikely to be deliberately violative of norms – people want to have houses they would live in TO BE comfortable and safe.

Responsibility of the Architects

The regulations do not put any onus on the architect for compliance with the regulations whereas owners who carry the responsibility in law have little knowledge of the details and have to depend on professional advice. The present position is that most of architects are only charging for preparing plans and most of the owners do not even provide for their formal visits to the sites but depend instead on informal payments to get over the difficulties of inspection by officials. In other words, the architects sign the documents for completion without any liability for compliance. *Things may change dramatically if they are held accountable for compliance with the regulations. There is a need to shift the onus of responsibility on the professionals for compliance with the regulations – using 'third party enforcement.*

Inspection during Construction

Provision of spot visits by officials before constructions/mid way should be dispensed with, in case of residential construction on small plots say 1 kanal. There does not appear need for inspection on completion of construction upto plinth level.

The proposal is that certificates should be given without provision of site visits if possible but in any case architect should be primarily responsible for compliance with the rules. To overcome the problem of violations made later by the owner (for which the architect is not liable), that responsibility should be at least carried by the architect till the grant of completion certificate.

Filing of revised plans at the stage of completion

As against the present position, the revised plans should be necessary only where the construction violates specific bye laws/rules and not otherwise. If e.g. somebody wants to construct a bigger bed room and a smaller bathroom than provided in the approved plan and there is nothing in regulations prohibiting the changed size, he/she should be allowed to do so. There is no sense in providing for filing of revised plans if the revised plan is otherwise in consonance with the building bye laws.

The focus in these supply-driven services, therefore, has to be on indirect enforcement through third party-architect in this case enforcement (as for example in the case of external audit of companies – accepted by the Income Tax Department).

Simplifying Rules: Building Regulations & Bye-Laws

Existing Rules / Stages	Present Practice/Law	Suggested Procedures
Sanction for new construction/time	Centralization-. – Scrutiny rarely done (mostly on paper)	Registered architect / draftsman to be - responsible for compliance with rules - Architect certificates to be accepted for three storey buildings upto one kanal (or whatever limit is considered to be appropriate for issue of sanction).
Time for approval	21-30 days; rarely observed in practice.	Time is adequate ;
Mid Construction Inspection	Required at plinth level	To be dispensed with
Post Construction Inspection	Required before issue of completion certificate.	Discontinue in case of three storey building upto 1 kanal (or whatever limit considered appropriate).
Revised Plans	Required even if no material change	Only for material changes – to be specified.
Grant of occupation/ completion certificate	Both certificate required.	Only one certificate should be necessary. Architect certificates to be accepted for three storey buildings upto one kanal for issue. Architect to be liable for compliance of rules. Surprise visits by officials on strictly random basis only for compliance with essential regulations.
Other issues Registration of architects	Process of registration of architects not streamlined not transparent.	A transparent system for registration of architects and laying down qualifications required for different categories of buildings.

Note: - The changes need to be made in consultation with the Association of the Architects, preferably at the State level.

Water and Sewerage Connections

Generally systems differ across different states. Hyderabad Corporation for example has taken the responsibility for providing connections directly. In North India including Haryana, however the practice is to issue sanctions after spot visits by the officials whereas actual physical connection is done by the plumber engaged by the owner. Road fee is collected as a part of the connection fee and the concerned agency is expected to repair the road cutting. The rules are complied with only on paper, spot inspections are rare in practice and agency responsible for repairing road cuts takes time to do so.

As in the case of buildings, one course will to ensure compliance through third party enforcement – i.e. putting the onus of compliance on the licensed plumber and dispensing with the paper provision of spot inspection at the time of connection. Connections need to be given on the basis of a compliance certificate given by the plumber to the owner. Random inspections may be done as a deterrent to plumbers.

It seems that while filing an application, an affidavit is also required to be given in Haryana. As recommended, wherever required affidavits should be substituted by self attestation.

Road cuttings and repair

Possibly one simple solution to delayed repairs of road cuts can be to outsource this service to private parties who may be paid the fee collected or a part thereof based on the dimensions of the road cut (length etc. /material required) calculated on the basis of length and width of road cuts to be repaired (generally the depth of the cut is standard).

Existing Procedures/Stages	Present Practice	Suggested Procedures
Issue of sanction	Site visits by officials an exception and in any case a formality.	Licensed plumbers to be - Made responsible for compliance with rules The department to - Accept their certificates Do away with provision of site visits / inspections in case of new construction.
Time for Approval - Seven days : for processing, site inspection by the department	Site visits by officials an exception (not even feasible)	Sanction for **new connection** for **new approved construction** to be given on the day of application.
Other Issues: Licensing of Architect	Favouritism in the process of licensing.	The process of licensing should be streamlined and competition created to ensure proper services to the consumer.

Summary

Construction/ approvals

- **Registered architect/draftsman to be responsible for compliance with rules.**

- **Architect certificates to be accepted for three storey buildings up to one   kanal   (or some other criterion considered appropriate) for issue of sanction.**

- **Architect certificates to be accepted for three storey buildings upto one kanal for issue of completion certificate.**

- **Architect to be liable for compliance of rules.**

- **Surprise visits by officials on strictly random basis only for compliance with essential regulations.**

- **Revised plans to be necessary only for material – e.g. building line - changes.**

- **Post Constructions inspection before completion certificate issue to be dispensed with.**

Water and Sewerage Connections

- **Water and Sewerage connection to be sanctioned for new approved buildings on the day of application.**

- **Prior site visits to be discontinued.**

- **In case of water supply connections, random visits for checking material violations.**

Need - Based Departmental Services

Motor Vehicles

Various services are covered in detail in the Motor Vehicle Act and Rules. The E-Disha Centres at the District level are providing this facility though the papers are sent physically to the office of SDOs etc. for signature on the License/RC etc. The main bottlenecks and suggestions in regard to different services are indicated below:

Learner's License

This service is being dealt with effectively at the E-Disha Centres.

Permanent Driving Licence

(i) **Proof of Residence**

The list of documents taken in evidence is somewhat erratic and a little more scrutiny may be required to generally ensure that people get licence generally issued only from the place of ordinary residence. It is felt that in all such cases, residence certificate documents (see section on residence certificate) should be made compulsory for all Learners/Driving licences/Renewal. It is expected that most of the applications will be made to E-Disha Centres and the process therefore would not involve multiple agencies of government, and can be handled simultaneously.

(ii) **Conduct of Tests for Driving Skills**

This is one of the main problems causing delay in issue of driving licenses. Adequate staff is not available with transport department/Disha Centres and it cannot cope with the applications received. Apart therefore from fixing dates for tests, certain additional measures may be necessary to supplement the man power for the tests. One option could to authorize the recognized driving training schools for this purpose. The problem with this is that unlike of registration of vehicles which can be entrusted to authorized dealers, this involves application of judgment and specific individuals therefore have to be responsible for the test rather than institutions. *It is proposed that drivers working in government at district/sub division level be empanelled to conduct the tests and paid some honorarium for this*

purpose. The tests could minimize disruption in their work if conducted on holidays. The main requirement would be to provide clear guidelines to these drivers for a marking system for assessment of motor driving ability of applicant. Transport Department can devise guidelines for persons conducting the test.

Registration of Vehicles

(i)   Authorised vehicle dealers should be authorized to issue RC's for new vehicles. Many states including Punjab have already implemented this measure.

Fitness certificate: Public faces a lot of delay and harassment as well as transaction costs (corruption). *The number of MVIs is inadequate and there is no prospect of the deficiency being made up. Authorised service stations need to be approved for the purpose and allowed to charge some fees. They have the proper equipment for testing of vehicles manufactured by companies whose vehicles they are authorized to handle. Guidelines could be given by transport department. Fitness Certificate can to be issued by the competent authority once the fitness verification by the authorized dealer is made available by the applicant. Criteria for such empanelment will of course need to be laid down.*

Recommendations – Motor Vehicles

- **Discontinue practice of 'passing' new non transport vehicles.**

- **Residence Proof - to be asked for issue of permanent driving license.**

- **Driving Test –harness volunteers (e.g. drivers in government service)**

- **Issue of RC- out source to dealers for new vehicles.**

- **Fitness certificate- authorize major authorized service stations to verify.**

Food and Supplies-Ration Cards

The Ration Cards have relevance primarily for the poor who are eligible for concessional food grains but are also in great demand generally due to being acceptable as proof of residence/identity.

Services	Present	Proposed
Documents required	• MC/Sarpanch verification.	• EPIC/Voter List for verification of residence of head of family. • Supporting Declaration by two citizens having ration cards (declaration to include provisions for penal action- see section on affidavits).
Affidavit	• Required to be attested by Executive Magistrate.	• Allow self-declaration on the form itself.

The data needs to be digitized for appropriate analysis at macro and micro levels and an MIS developed based on the data available- number of cards, members, age, and sex etc. for the districts and the state for proper monitoring.

Recommendations – Ration Cards

- **EPIC/ Voter List/UID for verification of residence of head of family.**

- **Allow self declaration in place of affidavit**

- **Supporting Declaration by two citizens having ration cards in place of verification by the public officials**

- **Same day delivery.**

<u>**Miscellaneous Services**</u>

1. **Marriage Registration Certificate**

   The Law requires the following formalities to be completed for issue of the Marriage Certificate:-

   (i) Hindu/Special marriage Application from duly signed by both husband and wife.

   (ii) Hindu/Special marriage documentary evidence of date of birth of parties (Matriculation Certificate). Minimum age of both parties is 21 years at the time of registration under Special Marriage Act.

   (iii) Residential proof of husband and wife.

   (iv) Affidavit by both the parties stating place and date of marriage, date or birth, marital status at the time of marriage and nationality.

(v) Two passport size photographs of both the parties and one marriage photograph.

(vi) Marriage invitation, marriage card, if available.

(vii) Hindu If marriage was solemnized in a religious place, a certificate from the

(viii) Priest is required who solemnized the marriage.

The practice in most of the districts, however, is to ask for evidence which is not compulsory under the rules. This requires, in addition to evidence required under the Law,

(i) Affidavits from parents of the bride and bridegroom.

(ii) Affidavits from public men – Lambardar, Sarpanch, Municipal Commissioner etc. whereas evidence of any citizen is acceptable under Law.

Only formalities as prescribed under rules to be complied with; obligation of producing affidavits of parents should be dispensed with and affidavits from any two witnesses who are residents of the area and have proof of identity should be considered adequate.

Identity Card – Senior Citizens/Freedom Fighters etc.

This service needs to be a one stop delivery and E-Disha Centres should be the only window for issue of such cards. As in Chandigarh, these centres should be authorized to issue after checking the necessary documents (age, proof of residence, entitlement proof) in original, keeping photo copies/scanned copies as appropriate.

• **Powers to the E-Disha to issue I- cards.**

• **Same day delivery for I- Cards**.

IV

TRANSPARENCY AND RESPONSIVENESS

There are two overarching issues which are common to most of the services and also have relevance in other areas. These are issues of information and grievance redress specific to the services and having relevance to governance generally; these are in a way the backbone services relevant to all areas of service delivery and public governance.

It is generally agreed that citizens must be kept informed about various services, standard of delivery and entitlements through appropriate windows and forums in addition to the departmental websites. The information of course is also to be communicated though meetings and pamphlets, even though it may not be possible to communicate these to all the individuals. This is probably also not necessary as a citizen needs information only when required for any specific purpose. The advantage of providing information on the websites is that it is accessible any time and at the convenience of the citizens. Printed information can be lost or misplaced, and memory of information communicated through meetings may fade away.

So far as the issue of complain recording/redress is concerned, as noted, this suffers from the problem of 'forum shopping'-multiple undefined forums. As the channels of redress across the rather elaborate hierarchy – administrative and political- are not clear, people tend to file multiple representations covering the same issues – addressed in some cases simultaneously to the President, Prime Minister, The Chief Minister, Chief Secretary, Deputy Commissioner etc. The problem of 'forum shopping' is compounded as record keeping and tracking of complaints is generally manual and electronic clearing systems for complaints are not yet in place.

Redressal of Grievances

We estimate that about 5 million transactions covering small and major need based services are conducted annually in Haryana. The main services relate to Revenue, Police, Transport, Social Security, Health (Birth & Death Registration), Caste, Domicile Certificates and similar certificates. 36 Services are provided at the E-Disha Centres located at the District and Sub Division Headquarters. In addition, there are specific client based services such as water and electricity supply, taxation (matters concerning registered dealers) and so on. These two sets

of services need to be treated differently for purpose of complaint handling. The e-Sewa Scheme covers complaints but some steps can be taken immediately.

Client Oriented Services

These are services such as water supply, electricity and economic and other regulations, such as HPCB approval from environmental angle and Labour Department's approval/ licence for setting up an industry.

Civic Services: ULB's

The major problem area is urban water supply and other civic services as most of the Municipal Committees, as per the information available, do not have any organized system of attending to these complaints. The urban local bodies (ULB's) need to set up local complaint systems for specific services or if feasible and economical, integrated complaint systems across a number of civic services, as for example has been done in Chandigarh. The ULBs are the third tier of sovereign authorities under the Indian Constitution and it may not therefore be appropriate to seek or plan a common system covering all the ULB's as if they are agencies of the state government; it may also not feasible and may be expensive. The other main requirement is an Ombudsman for the ULBs, who can look into the complaints against inaction or wrong decisions by the apex executive levels in the ULBs competent to handle grievances/civic services.

Need Based Services

So far as generic services, described earlier as need based or contingent services (one may need a birth certificate today and a driving licence tomorrow) are concerned, the situation can only be described as chaotic. Most of the Departments do not even have any designated officers to redress grievances, leading to the problem of 'forum shopping' (copies of the same complaint land at the desk of a number of officials). The problem is compounded by the problem of double jeopardy in many cases. The front desks for example at the E-Disha Centres do entertain applications but depend, as in the case of birth certificates and driving licences, on the health department/transport department, for effective delivery.

Even in the case of single line agencies like Social Security (for Pensions) and S.C. Welfare Department (for scholarship etc.), apart from problems in terms of lack of transparency and simplicity of processes, the departments neither list nor provide clear channels for grievance

and complaint redress. This is also true by and large for departments like Education and Health. Works Departments appear to fare no better.

Role of the District Administration

In the absence of robust departmental systems, the Deputy Commissioner office has become the major cutting edge/front desk for complaints concerning various departments. Government has also reinforced this institution by providing staff support – the District Public Grievance officers and a system of regular meetings to consider and settle specific grievances. In the absence of organized tracking systems, the resdress provided at district level especially in regard to problems of delivery of common citizen services appears to be inadequate.

Right To Service Act: This provides for redress against complaints relating to delayed delivery, against standards notified already. Hopefully minor services and their delivery problems will be addressed through this institution. The system, however, is yet to get settled in Haryana. In fact, the recording and acknowledgment of a complaint needs to be itself notified as a service under this law. There are also a large number of areas of discretionary action which are vital for citizens but may not get covered under the RTS Act.

Proposals for an Effective Grievance Redress System

(i) **PRIs**

As indicated, it is necessary to design systems which take note of the structure of different services - client and need based - for citizens. Utilities like power and water supply deal with huge numbers of regular clients and it is pointless and wasteful to try to cover them under a centralized system. In any case, the Utilities especially power and rural water supply, have reasonably functional grievance systems. In case of civic services, similarly, we need the ULBs to set up or strengthen grievance redress systems for water supply, solid waste management, sewerage and similar other issues. A number of Municipal Corporations have established specific service oriented or generic systems for the public. This choice has to be made by the each MC depending on the clientele, its population and resources. In any case, the system has to be ULB specific and therefore, no statewide network is required for this purpose. This is also the case with the rural panchayats which hopefully would have some system built in as part of the Panchayat Management System financed by the Government of India.

(ii) Departments

A number of agencies and departments deal with specific clientele and activities such as the HPCB – (for environmental approvals), Labour Department, Industries Department etc. which need to have their own simple systems - whether decentralized or centralized - depending on the traffic.

- **Client Services:**

  For <u>client services,</u> concerned agencies/ ULB's should set up appropriate grievance redress systems along with computerization of processes as is being done or under consideration.

- **Departmental Grievance Redress Systems:**

  For other agencies/Departments, Government should ensure that at least one officer each at the district and at the State level is nominated by each agency and that information is made available to the public under the RTI.

- **Grievance Recording at E-Disha Centres:**

  The District E-Disha Centres could function as residual complaint recording Centres for citizens who may find it more convenient than the internet.

Information Services

An appropriate system for providing ready access to information is a pre-requisite for an efficient grievance redress system without which, whatever the system, agency specific or top-down or 'grass root' oriented, may not function effectively or may get cluttered; half the job of complaint redress will be done if this aspect is attended to; many complaints originate from lack of information about rules, procedures and guidelines. Unlike commercial and business operations, it is difficult to centralize the information systems covering a large number of departmental functions and activities, which are transacted at a number of vertical and horizontal levels of hierarchy and the agency or the department appears the most liable forum to devise a redress system suitable for its purposes especially when we keep in view the fact that the Government rules and instructions keep on changing in response to various social and political considerations; it is therefore difficult for a centralized agency outside the department even to keep itself updated with the ever changing state of information.

Streamlining Information Delivery Services:

(a) **Information Disclosure under the RTI Act**

The RTI Act provides an ideal platform for this purpose. The RTI Act provides clear guidelines for providing information but only a few Departments do so. Such information regarding various services needs to be provided on the Departments' websites under the mandatory disclosure provisions of Section 4 of the RTI Act especially regarding:

(a)   Service delivery standards/checklists;

(b)   Citizen Charters including timelines etc., whether or not notified under the RTS Act;

(c)   Officers to be contacted for assistance/information; the department could have at least one designated senior officer, each at the district headquarters and the State level;

(d)   An e-mail contact, address for the public for information/assistance; and

(e)   Telephone numbers etc. of officers authorized to redress complaints at the district and state level.

(b) **Information Desks at E-Disha Centres**

One way to make the information/help systems more accessible to the general public will be to set up at each District E-Disha Centre, an Information-cum-Assistance Desk which can guide members of the public in respect of information/help required in case of services directly handled by the E-Disha Centres as also in regard to services provided by other departments.

- **Disclosure of Information under the RTI:**

    Information and help desks need to be established by different agencies, depending on their needs, and this information should also be available to the public under the RTI Act.

- **Information desks at district E-Disha Centres:**

    The district E-Disha Centres should have Information-cum-Help Desks for services handled there and for any other concerned appropriate.

V

ACCESS TO POLICE SERVICES AND POLICE REFORMS

During the last 30 years, about a dozen Commissions and Committees have been constituted to study the police functioning and to give suggestions for bringing the much needed reforms with the objective of making the police functioning really professional, transparent and accountable. These Commissions have given a plethora of recommendations for improving the police functioning at micro as well as macro level. Some of these recommendations are extremely relevant even in the present context. The recommendations of Justice Malimath Committee, Ribeiro Committee and Padmanabhaiya Committee also delve on these issues at length. The historic judgement delivered by the Hon'ble Supreme Court in PIL filed by Retd. DGP Prakash Singh and others was the culminating point which set in motion the process of reforms and redrafting of the Police Acts and rules by the States. The Model Police Act prepared by an expert committee, circulated by the Govt of India, became the basic format for the States to prepare their Police Acts to implement the changes suggested in the various court verdicts.

The State of Haryana also prepared The Haryana Police Act 2007 to replace the century-and-half-old Police Act of 1861. This Act came into operation in June 2008. It specifies the structural, functional, operational and regulatory aspects of the Police working as also the much debated subject such as police accountability (Chapter VIII Section 59 to 68) besides the role, functions and duties of the Police. The Act also specifies provisions with regard to the creation of Special Security Zones, Special Crime Investigation Units; District Level Special Cells and Sub-divisional Police Stations. From these provisions, it is quite evident that comprehensive changes have been proposed from the traditional Policing given in the Police Act of 1861 that was drafted under the shadow of the colonial mind-set and the normal expectations from the Police.

Situational Analysis

A survey conducted by the IDC indicates the quality of relationships and interaction between the public and the police.

As per table 5.1 more than 50 percent of the urban and 74 percent of the rural respondents the police-public interactions largely confined to the redressal of complaints related to crimes.

Most of the time, this interaction is led by the elected and other local representatives. These representatives act as interlocutor in various disputes and also act as facilitators for delivery of the police services.

Table 5.1
Reasons Cited for Contact with Police

Location	No Answer	Complaint registration	Passport verification/PCC/ Document	Traffic Challan	Being MCs and Sarpanch of village	Total
Urban	2	303	178	67	11	561
	0.40%	54.00%	31.70%	11.90%	2.00%	100.00%
Rural	19	544	118	50	7	738
	2.60%	73.70%	16.00%	6.80%	0.90%	100.00%
Total	21	847	296	117	18	1299
	1.60%	65.20%	22.80%	9.00%	1.30%	100.00%
Source: IDC Survey, 2014.						

Interestingly, in the rural areas a large number of people approached the police to register complaints related to various crimes, while in in the urban areas, the number was more for verification of the documents and traffic challans. Whatever may be the purpose of contact, whosoever was asked about their experience with the police generally answered that their interaction with the police was not pleasant at all. This unpleasantness aspect was mentioned more by the rural respondents.

Table 5.2
Was Interaction with the Police Pleasant? (Opinion)

Location	Yes	No	NR	Total
Urban	59	442	60	561
	10.50%	78.80%	10.70%	100.00%
Rural	58	617	63	738
	7.90%	83.60%	8.50%	100.00%
Total	117	1059	123	1299
	9.00%	81.50%	9.50%	100.00%
Source: IDC Survey, 2014. NR: Not Replied				

Whereas the people generally said that they feel secure due to the police presence in the area, but a significant proportion was having different opinion. They said that even the

presence of the police did not give them any feeling of security and safety. They cited various reasons for their feeling of insecurity and distrust in the police. The people complained that due to political pressure, the police did not work independently. Crime was increasing day by day which generated feelings of fear to their life and properties. In rural areas people alleged that police and criminal has nexus. Respondents insisted that criminals are out of control, drunkard create ruckus and women are not safe even in day time. Police do not render any service readily hence public have to be self vigilant. In rural areas respondents complained that even central control room does not respond whenever they approached. Police is not affable and behave in indifferent manner

Respondents lamented that the police was reluctant in doing their job. More than half of the urban respondents alleged that the police do not lodge the FIR promptly. There was virtually no night patrolling and, as such, the criminals' prowl and strike at their whim. This problem was emphasized more by the rural respondents.

Table 5.3
Is Police Response Prompt to Provide Services? (Perception)

Location	Services	NR	Yes	No	Total
Urban	**Registration of FIR**	26	452	522	1000
		2.60%	45.20%	52.20%	100.00%
	Night Patrolling	12	432	556	1000
		1.20%	43.20%	55.60%	100.00%
	Verification for various purposes	12	434	554	1000
		1.20%	43.40%	55.40%	100.00%
Rural	**Registration of FIR**	17	1107	956	2080
		0.80%	53.20%	46.00%	100.00%
	Night Patrolling	7	200	1873	2080
		0.30%	9.60%	90.10%	100.00%
	Verification for various purposes	16	1136	928	2080
		0.80%	54.60%	44.60%	100.00%
Source: IDC Survey 2014 NR: Not Replied					

Even the services such as verification, permission, etc. were provided was provided very lackadaisically by the policemen.

Generally, inducements in the form of money and gifts had to be offered by the respondents who came in contact with the police to get their task done.

A number of the respondents mentioned that the police took bribe as facilitation fee even for doing genuine work. They further added that the police did not work without inducements. The Police would take bribe even for registering first information report and for undertaking investigation. Bribes were taken even for verifying the documents and for character verifications, the tasks that were required for various official purposes. People bribed police to delay investigation marked against them, for getting favourable comments in the investigation and even for getting their cases closed. Around 70 percent respondents, who came in the contact with the police, mentioned that they had paid bribe to the police to get their work done.

Table 5.4
Bribe Paid to the Police

Location	NR	Yes	No	Total
Urban	1	396	164	561
	0.20%	70.60%	29.20%	100.00%
Rural	22	512	204	738
	3.00%	69.40%	27.60%	100.00%
Total	23	908	368	1299
	1.80%	69.90%	28.30%	100.00%
Source: IDC Survey, 2014. NR: Not Replied				

It can be inferred from the outcome of the Study that the police is an indispensable nuisance for the public. At the same time, despite plethora of complaints against the police, 56 percent of the total respondents in the urban areas and 73 percent in the rural areas, expressed their satisfaction with police service.

Table 5.5
Satisfaction with Police Services (Perception)

Location	Yes	No	Total
Urban	562	438	1000
	56.20%	43.80%	100.00%
Rural	1526	554	2080
	73.40%	26.60%	100.00%
Total	2088	992	3080
	67.80%	32.20%	100.00%
Source: IDC Survey 2014			

Those who expressed their dissatisfaction cited various reasons for the same. They complained about the behavior of the police that was undignified and corrupt. They resented the casual and undignified behavior more rather than corruption. Public complained that the police presence was not visible since there was no patrolling even in the urban areas that was chiefly responsible for the increased rowdyism and crime. The respondents complained that even after the different religious and community groups requested to curb the menace of drugs, the menace of drug addiction was increasing in connivance with the police.

CHALLENGES TO POLICE AND THE PROPOSED REFORMS

1. Police Service Delivery

Presently, service delivery mechanism of the police is perceived to be undignified, delayed, unsociable, incomprehensive and scattered and inhibits the service seeker from approaching the police. On the other hand the police personnel observed that they were overburdened by miscellaneous non-criminal matters. As of now the service-related demands have out-proportioned the crime-related demands. Therefore, for improve the police-public relations, the emphasis has to be on improving the quality of police-public contact. User-friendly (comprehensive to the people from all the socio-economic strata), time bound and single window service delivery can help in improving the overall image of police.

Police Service Delivery: Proposed Mechanism

It is proposed that on-line police service delivery systems may be introduced in all the Single Window Kiosks. The main services to be provided should include: FIR Registration, Copies of FIR, Crime details, List of proclaimed offenders, List of Banks/Petrol Pumps/Money Exchangers, List of Hospital/Schools/Hotels, List of Cyber Café/Marriage Palaces, List of NGOs/Press Reporters, E-Complaint, Complaint Status, Foreigner's Registration, Passport Verification Status and Downloading of the various Forms.

It is recommended to fix some standards for time and quality of services (An indicative model is given below). Citizen Charter should be implemented through the Single Window Kiosks at the district level.

Citizen Charter (Suggested)
Crime-Related Services

Sr. No.	Name of Service	Time Lines
1.	Copies of FIR	On line/immediate
2.	Copies of untraced reports	Against person-after 6 months Against property-after 6 months Economic offence-after 6 months Road accident case-after 45 days Stolen vehicle case- 45 days

Non-Crime Related Services

Sr. No.	Name of Service	Nature/Description of Service	Indicative Time Lines (Days)
1.	Passport Services	Passport verifications Emergency/urgent passport verification	15
2.	Arms Licence Verification	• Verification for new Arms license • Verifications for renewal of Arms license and other services	30 15
3.	Registration of vehicles	• Verification for registration of vehicles • NOC for stolen/recovered vehicles	On line/ immediate 07
4.	Permission for fairs	Permission for fairs/melas/exhibitions/sponsored events etc.	03
5.	Permission of loudspeakers etc.	Permission for use of loudspeakers/orchestras at social functions etc.	03
6.	Issuance of NOCs on setting up of petrol pumps, cinema hall, etc .	NOC with regards to public nuisance, safety	15
7.	Issuance and renewal of licences (Arms Dealers etc)	NOC with regard to public nuisance, safety concerns etc.	15
8.	Police Clearance Certificates	• Service verification, • Character verification, • Stranger Verification, • Tenants and servants verifications, • Other related services.	10 10 30 30 30
9.	Issuance of copy of Miscellaneous documents	Issuance of copy of documents	05

Note: Time Lines to be decided by the concerned department.

2. **Grievance Redressal**

    Democratisation of policing involves institutionalisation of grievance redressal mechanism so that the public perceives policing as responsive and just. Unavailability of Ombudsman, delay, and reluctance to acknowledge and redress public grievance are the major complaints of the public with the from police department.

Grievance Redressal: Proposed Mechanism

It is recommended that a Grievance Redressal Mechanism (District Complaint Authority as prescribed by section 68 The Haryana Police Act 2007) be evolved at the district level to respond to the grievances of the public which might be either against police or otherwise in any matter related with the police department.

- In-charges of these mechanisms should take action in public complaints within one week (in time bound manner). And the acknowledgment may be issued at the time of receipt of the complaints.

- All these complaints should be properly recorded (computerised) and action taken reports should be submitted to the District Level Committees.

- District Level Committees should be comprised of

  o SSP as Ex-Officio chairperson;
  o SP HQ as Convener; and,
  o Three members from the civil side one retired judge from   District   or   High court or Senior Advocate, one member from State/District level NGO, and one expert may be from the field of sociology, criminology or woman studies.

The rules and guidelines for these Committees to deal with the complaints, selection and tenure of the members may be drafted by the Committee of Experts.

3. **Police Stations**

Section 12 of the new Police Act relates to the creation of police stations and qualifications for the appointment of Police Station House Officer and, its Clause 4 suggests the formation of the Police Station Level Community Liaison Groups to aid and advise the police in its functioning.

Police Station, being the first rung of the ladder to provide policing, will have to undergo change at every step with new roles, and service delivery methodologies. Police Stations are

the nerve centres of policing. Unfortunately, service delivery at the cutting edge level has not been the main focus of police reforms. There is a spatial disconnect as the citizens feel that in the police stations, they might be 'detained, physically assaulted, insulted and coerced to pay bribes'. This kind of perception, poor management practices, lack of accountability and transparency, and prejudiced response have contributed to the underreporting of crime besides many other distortions.

Police Stations Functioning and Proposed Reforms

Keeping these avowed objectives in view, the following parameters have been identified for the Police Stations reforms;

A. The first parameter is to strengthen internal accountability and also make police directly accountable to the citizens who they are mandated to serve.

(i)   The internal accountability systems will check politicisation of the police at the cutting edge level. The internal accountability of the police station in-charge and others to law, hierarchy and the civil society has to be made operational. This entails restoration of the hierarchy, performance-based incentives, posting and transfers, and insulation of the police from external partisan interference.

(ii)   Direct accountability to the citizens shall provide enough space to dispel the fear and distrust about the police and transform the alien police stations to people's police stations. In other words, provide the citizens an avenue to express their opinion about the police and/or register their complaints against the police promptly and time bound appropriate redressal.

B. The second parameter is to build police station capacities to maintain law and order and ensure that police services meet the community needs.

Police Stations to be equipped in terms of human resource, equipment and technology to function as per the local specificities. For instance, in Kurkshetra, all the police stations to be equipped to cater to the religious pilgrimage tourism; police stations located on the National and State Highways to be equipped to meet the needs of mobile population; in places dominated by sports infrastructure, the police deployed will meet the needs of the sportspersons and the spectators, etc.

C.   Third parameter is to put in place institutional mechanism to make **police stations responsive** to the needs of the vulnerable groups, underprivileged sections and citizens'

needs and demands. The need is to institutionalise methods to cater to the needs of gender, dalits, migrant workers, children etc. The area being sensitive and capable of rousing public angst requires prompt unbiased and adequate response.

D. Fourth parameter is to make police service delivery transparent through institutionalisation of community-policing. And, also to put in place monitoring mechanism, social audit and regular citizen feedback system.

Proposed Up-gradation of Police Stations' Infrastructure

- Immediate plans need to be worked out to provide buildings for the Police Stations and equip them as per the current requirements. As a first step in this direction, the Police Stations in the dilapidated conditions need to be repaired immediately.

- Most of the Police Stations should be located in new buildings. The police station space has to be re-engineered to give them community orientation, provide space for efficient management systems, victim relief centres, dignified detention cells and accessible police service delivery.

- Facilities for the visitors like respectable sitting arrangement, drinking water, waiting rooms for the visitors, communication rooms, separate washrooms for women, and parking need to be ensured.

- More humane conditions for the detainees are ensured which are in tune with the recommendations of National Human Rights Commission and verdicts of the courts.

- Proper space allocation for the staff and office infrastructure, living and working conditions for the staff at the Police Station level need comprehensive attention as these factors affect their morale and efficiency directly.

- Computerization of record-keeping-Initiatives undertaken in this direction need fine-tuning and integration with the national network grids and State network grids. Inter-departmental communication issues also need to be addressed comprehensively. The National Crime Record Bureau -supplied packages such as CIPA and CCTNS be integrated for intra and interdepartmental operations to be in tune with the E-Governance Policy of the department.

- Vehicles for SHO and staff for daily duties.-In order to face the hi-tech criminals and e-offenders, the mobility, communication, forensic kits and weaponry of the policemen at the Police station level needs comprehensive improvement. A

Committee be set up to assess the logistic requirements of the Police at the police station level and its recommendations consolidated for equipping the force as per the requirements, especially quick arrival in the rural areas in the event of any likely breach of law and order.

- Forensic Kits: Future of the Police in the country lies in extensive forensic applications as the tech-criminals are far ahead of the Policemen in the use and abuse of technology. Police Station, being a base unit, will accordingly have to be equipped with the gadgets and devices for effective sealing and coverage of the scenes of crime, lifting, preserving and transmitting evidence for expert reports.

Setting up of new and re-demarcation of the Existing Police Stations

In the Haryana Police Act, Section 12 stipulates that the State Government may, on recommendation of the Director General of Police, create, by notification in the Official Gazette, as many police stations and outposts as may be deemed necessary in a police district, duly keeping in view the population, area, crime situation and the workload in terms of law and order and the distance to be covered by the inhabitants to reach the Police Station.

Recommendations

- The existing police stations should be made functional rather than creating new police stations. If due to security reasons, new police stations have to be created, the criteria of one lakh population coverage may be taken as the basis.

- The conventional criteria may not suffice to meet the citizen needs like tourism, migration, traffic density and/or locational specificities like historical place, heritage site, national and state highways and other strategic locations, and/or nature of crime like terrorism, ethnic conflicts, social violence. It may be more appropriate to set up police stations that would be commensurate with the citizen needs, locational specificities and nature of crime.

Capacity Building of Police Stations

(i) Police Stations should be categorised on the basis of predominant activity other than the general functions it performs.

These activities can be categorised as location and event specific, such as, tourism, sports, religious symbols and strategic locations, national and state highways, old inner

city, NRI population locations, crime specific such as cyber crime, drug-related crimes, human trafficking, economic offences, etc. For instance, there may be a need to create intelligence and counter-intelligence units in some of the Police Stations. Protective, detective, defensive, reactive and interceptive capabilities of the police stations need to be enhanced by way of equipping the personnel with suitable tools, tactics and gadgetry to deal with heinous crimes, caste violence and gang wars.

For ensuring traffic enforcement and road safety particularly on the national highways, state highways and district roads, the police stations have to be equipped with trained human resources, specialised equipments, such as, recovery vans, cranes, speed radars besides ambulances equipped with life-saving gadgets etc.

And, in view of the rapid urbanisation and changing lifestyles, 24-hour urban police stations may have to be, accordingly, restructured with manpower, tools and technologies to meet these additional responsibilities.

(ii)   These police stations should be equipped with corresponding technology, trained human resource, information bank and other essentials.

(iii)   Special training to be organised to cater to specialised activities like tourism, religious pilgrimage, diversity sensitivity, traffic accidents etc.

(iv)   Malkhanas in police stations are a major source of pilferage, misappropriation and theft of not only costly items deposited as case property but also for promoting drug abuse through the sale of narcotics confiscated by the police authorities. A regular custodian of the case properties has to be appointed for each Thana who should be an NGO. This will also improve the conviction rate since the production of case property is very crucial for the success of the related cases.

Human Resource Management in Police Stations

Redeployment of staff should be undertaken as per the needs of the area. New recruitment should be made in the context of making police properly equipped with technological resource. Mere recruitment of the constables to increase their strength may not suffice the need of modern day policing.

Recommendations

•   In concurrence with The Haryana Police Act; Section 12; clause (3) which prescribe a crime investigation unit of appropriate strength, a dedicated team of 1 SI/ASI, 1 H.C.

and 2 constables may be deputed for conducting the investigation work in the police station.

- • A Proportionate Gender Representation in the police has to be institutionalized.

- • Deployment of the police station staff for the 'security of individuals' must be discontinued forthwith. A Security Board be constituted to scrutinise the genuine security needs of the concerned individual and to allow the level of security.

Posting and transfers of SHOs and other staff

To make the police accountable and service delivery efficient, stability of the tenure is an important factor. The instability of tenure adversely affects the delivery of justice.

Recommendations

- • SHO's tenure should be fixed as per the Haryana Police Act.

- • The tenure can be extended as per the specialized requirement of the police stations catering to NRI population and tourists and the police stations predominantly dealing with cyber crimes and drug-related crimes.

- • Regular performance audit of the SHO's work should be conducted.

Introduction of internal citizen-centric accountability mechanism may be considered.

Police Station Administration

(i) **System of Reporting/FIRs**

One problem, however, is the inconsistency in the recording of FIRs in the case of cognizable offences apart from the substantive problem of recording of reports/complaints especially against the mighty and the powerful. The public generally is inclined to believe that the recording of FIRs is not done properly and promptly even though the law requires the authorized officials to take note of the information/report in this regard, irrespective of the mode of communication. The first priority, therefore, is to ensure that all the police stations and the officials deployed therein follow uniform standards and comply with the law in recording FIRs.

Recommendations

- • Liberal DDR entries and registration of crimes.

- The assumption that higher the reported crime rate, more inefficient the policing requires to be re-examined. Rather, it is worthwhile to measure the performance in terms of the ratio between petty crimes and heinous crimes. If this ratio shows increasing trend, it means that the people are reposing greater confidence in the police for the redressal of their grievances. Performance of police should be measured not in terms of the number of crimes registered, but the ratio between the severe and petty crimes over a period of time.

(ii) **Disposal Rate: Need to Streamline and Monitor**

(a) There are studies which show that a large number of cases which are either not reported to the police or not registered by the police.

(b) There are large number of complaints which are reported, but not registered. Is there a way to check this discretion and make it more transparent? Or, is it because these complaints are resolved through non-formal justice mechanisms? Are these mechanisms judicious and follow the rule of law?

(c) Is there a scientific and uniform criteria in place to drop cases at the investigation stage? Or, are there other factors like inefficiency, external stimulus, political compulsion which cause stunting of the justice delivery mechanism.

(d) Further, in large number of registered and investigated cases, chargesheets are not filed. Is it because the investigation process is tardy, inefficient and compromised? Or, is it because of the systemic checks to avoid harassment? The process certainly questions the legitimacy of the delivery of justice, which is often termed as tardy, inefficient, partisan, hence, unjust. Not only this, the disposal rate, particularly in the case of vulnerable sections of society, is low. Efficiency in the disposal of cases relating to these special crimes may be measured in relation to the disposal of cases of general crime.

Recommendations

Constitution of Dedicated Cadre for Investigation

The disposal rate is a measure to know the percentage of cases investigated to the total cases meant for investigation (including pendency) in a year. As investigation is a specialised activity, a dedicated cadre may be constituted.

Efficiency Management

A comparative statement of the average time taken by the investigator to complete the investigation (crime categorywise) to be prepared for every police station. Further, there is a need to monitor the chargesheeting rate by calculating the percentage of cases chargesheeted to the cases in which investigation was completed.

Monitoring Mechanism

An Inspecting Officer for the police station to prepare a monthly report on the number of challans submitted in the court, and the number out of these that were submitted within the prescribed time.

Networking with Professional Support

An institutional system in the Police Station be set up to provide linkup with the experts in auditing, banking, criminology, revenue, forensic science, etc.

4. Community Participation In Police

Clause 4 of Section 12 of the Police Act, 2007, suggests the formation of police station - level Community Liaison Groups to aid and advise the police in the functioning. To promote community participation the system of incentives should be organically built into police administration. It is proposed that a state level community policing medal/disc should be instituted. This should be based on the performance of the kiosks. The performance measure must have built-in mechanism of improvement in the working of the Single Window Kiosks.

A minimum quota of one percent (within 10 percent limit) for merit promotion be reserved for excellent performance in the field of community policing from the rank of constable to head constable, head constable to ASI, ASI to sub-inspector, S.I. to Inspector.

VI

CONCLUDING OBSERVATIONS

An attempt has been made in the previous chapters to indicate the general direction of reform in the delivery of need-based services. A number of services, that are availed by a large number of citizens, have been selected for indicating the specific reforms required (Chapter III). Special attention is needed in the case of pivotal services of information and grievance redress; these have been dealt with in Chapter IV. Issues about police have been addressed in Chapter V. Services like issue of licences – pesticides, brick kilns and issue of medical certificates do not concern the general public; and, as such, have a specific and limited clientele. These also need application of complex rules and procedures, and exercise of discretion and judgment and can be left with the departments. However, the departments must develop and display citizen charters for the specific services on their websites as well as at the E-Disha Centres for information of the general public.

Major directions of reforms are indicated below:

- **Three S's: Self-Attestation, Self-Declaration and Self-Certification**: Basic services are unlikely to evoke perverse incentives; there is no exclusion, so, there is little likelihood of misuse. In case of competitive services, transparency and information, – display of details of the beneficiaries, is the key. In any case, self-certification includes verification by witnesses/neighbours known to the applicants. There should not be any requirement of verification by the public officials who generally have neither the incentive nor the information to be able to verify for innocuous services, such as, residence certificates, where the risk of misuse is minimal and the consumer surplus is not high. The question as to which services should be liberalized as suggested is a matter of judgment.

- **One-stop one-visit**: Even at the cost of some risk and misuse, the remedy should be sought in *ex-post* action rather than *ex-ante* prevention measures designed to prevent misuse. This is what is done for crime and violation of various regulations and common services should not be subject to excessive controls at the delivery stage.

- **Trust, the foundation of service delivery design:** Of course, there has been and will be some misuse due to the relaxed systems of scrutiny and acceptance of citizen statements at the face value. We are confident that it may be no more, or may be

even less, than under the present stipulations that are insisted upon for verification. The solution, as in case of crime and other violations, is strong *ex post* action/penalties, rather than *ex ante* gate - keeping practices. Government could, if so desired, have some randomized controlled trials (RCTs) – with outcomes in one district with new rules, being compared with another governed by the earlier rules.

- **Additional Services:** Many services are not covered in the E-Disha Centres and, thus, need to be adopted under e-Sewa Scheme/at E-Disha Centres. Examples are Senior Citizens Cards, Dependent Certificates, Marriage Certificates and a large number of other miscellaneous certificates and approvals required by the citizens.

- **Focus on Service Modules rather than transactions:** There is a tendency to add to the numbers to boost the coverage. A ration card may involve issuance, addition of members, change of address, etc. Similarly, a birth certificate matter may be about the entry of birth, entry of the name, correction, etc. Each of these major services should count as one unit or module, as the basic records are the same and no new data is to be generated. Fee structures for the citizens availing these services should take note of this aspect.

- **RTS Act:** The services should, as far as possible, be covered under the RTS Act with specified time lines.

- **Information and Grievance Redress**: Core services and the recommendations made need government attention.

- **E-Disha Centres can be service providers for other departments for (a) RTI applications (b) Complaint recording (c) Information to public.**

- **Establish District E-Disha Information cum Complaint centres.**

- **Provide RTI/ other information on sector services widely and freely**

Delegation: Unless appropriate delegation is given to the front desks to issue various certificates, much of the reforms will amount to nothing. For example, if birth data is digitized, it can be made available to the front desks, – at least to the E-Disha Centres at the districts, so that they can issue certificates at their level. There is little discretion or expertise involved in such cases. If need be, an HAS officer can be stationed at the centre to approve and sign the certificates on behalf of the departments, such as, health (birth and death certificate), and Tehsildar/SDM for residence/domicile/caste certificates.

PANCHKULA DISTRICT

The citizen – centric services at a glance

The district authorities have issued a Citizen Charter for dispensing 44 services to the district residents within the prescribed timeframe. Hereunder is the Charter at a glance.

Sr. No.	Service/Plan	Documents required	Designated Officer	Time limit for delivery	Appellate Authority	Time limit (working days) for disposal of complaint.
1. Passport and Arm Licencing Branch						
1.	New Arms License	1. Application form ADM 2. Police Report form 3. Challan Form 4. Affidavit for Permanent Residence 5. Photo copy of Ration Card 6. Payment of last electricity bill 7. Arm Certificate of Homeguard 8. Character Certificate from SDM 9. Chulha and House tax payment certificate 10. N.O.C/Loan/Recovery 11. Report of concerned Tehsildar 12. Copy of photo ID proof for new arm license List of license fees 1. N.P.B Revolver/Pistol – Rs. 100/- 2. N.P.B Rifle Rs. 60/- 3. 12 Bore DBBL – Rs. 40/-	District Magistrate	New arm license has to be issued within a week after getting report from Police department within one month.	District Magistrate	Within a week

2.	Renewal of Arm License	1. Application 2. Affidavit 3. Challan 4. Ration Card 5. Copy ID proof 6. Chulha and House tax payment certificate 7. Payment of last electricity bill 8. N.O.C for Renewal List of fees 1. N.P.B Revolver/Pistol – Rs. 150/- 2. N.P.B Rifle Rs. 90/- 3. 12 Bore DBBL Gun – Rs. 60/-	District Magistrate	New arm license to be issued within a week after getting report from Police department within one month.	District Magistrate	Within a week
3.	New Passport/Renewal of Passport/Minor passport related service	1. Prescribed form 2. Fees (i) Rs. 1000/- for Renewal for Adults. (ii) Rs. 600/- for Renewal for Minor. 3. Certified Copy of permanent residence proof. 4. Certified copy of Date of Birth. 5. Seven Passport size Photographs	Regional Passport officer/City Magistrate	File has to be dispatched to RPO Chandigarh within three days after getting from S.P. Panchkula within three weeks. Passport has to be issued within one month of request (Total duration required 3 months)	Regional Passport officer/ City Magistrate	Within a One week
4.	Issuing License for kerosene oil storage	1. Application form 2. Copies of the map of proposed land Fees Rs. 150/- through Challan.	District Magistrate	Two months	DM/City Magistrate	Within a One week
5.	Renewal of License for kerosene oil storage	1. Application form 2. Copies of the map of the proposed land	District Magistrate Jhajhar	Two months	DM/City Magistrate	Within a One week
6.	License for storage of crackers.	1. Application form 2. Copies of the map of the proposed land	District Magistrate	Two months	DM/City Magistrate	Within a One week
7.	Renewal of License for storage of crackers.	1. Application form 2. Copies of the map of the proposed land	District Magistrate Panchkula	Two months	DM/City Magistrate	Within a One week

	2. Miscellaneous Branch Executive Officer, City Magistrate, Panchkula, Phone No. 2568311					
1.	Character verification for Job.	Two copies of Character Certificate along with photographs from the concerned departments.	District Magistrate	After getting report from SP/DIG/ CID, sent within2 days to the concerned department.	District Magistrate	
2.	Permission for Jaloos, Shobha yatra, Ramlila, Circus, Magical shows events etc.	Only application	District Magistrate	Permission granted within 2 days after receives NOC from SP, SDM, Fire Department.	District Magistrate	
3.	Renewal of licenses for Cinema/Video licensing	1. Application 2. Original license 3. Challan fee.	DM/City Magistrate	After getting NOC from SDM, DETC, PWD, Fire Officer, C.E. Inspector, License is renewed within a week.	District Magistrate	Within a One Month
4.	To run Printing press/Newspaper press	1. Application 2. Affidavit 3. Residence proof/Ration Card	1. Registration officer of India concerned with News Papers at the level of govern-ment New Delhi. 2. Home Depart-ment Haryana		District Magistrate	
5.	Character Certificate	1. Application 2. Affidavit 3. Ration Card 4. Court fees	DM/City Magistrate	After getting report from S.P. Certificate will be issued within 2 days.	City Magistrate	Three days

3.	Peshi Branch					
1.	Regarding Parole 1. Regarding the release on parole/ furlough of the persons who have been confined in different jails due to punishment in different cases.	1. Form of _____ (*jamanatnama)* which is made available to the relatives of prisoners by the office. 2. Proof of Identify of witnesses which are witnessed by concerned Tehsildars.	District Magistrate	1. For sending enquiry report within 21 days. For sending jamanatnama within 3 days.	District Magistrate	Same Time
2.	Court Marriage U/S 5 and 15 of Special Marriage Act.	1. Application 2. Affidavit 3. Age proof 4. Residence Proof 5. Marriage Fee: Rs. 20/-	Marriage Officer	30 days	Deputy Commissioner	One week
4.	**Copy Branch**					
1.	Copies of Different civil Revenue court orders/ decisions copies of other related documents Court Fees Rs. 25/- per page Rs. 3/-	Application form has to be given with one rupee court fees on prescribed form.	District Revenue Officer,Panchkula	General copies in five days and Urgent in 24 hours / one day	District Revenue officer/D.C.	Two days
2.	Pending and final Intkal/Court fees	-do-	-do-	-do-	-do-	-do-
3.	Demarcation Intkal/Court fees	-do-	-do-	-do-	-do-	-do-
4.	Jmabandi Misal Hakiyat/court fees	-do-	-do-	-do-	-do-	-do-

5.	Khtouni/ Measurement Khtouni copies	-do-	-do-	-do-	-do-	-do-
6.	Khasra Paimaish field Sajra Pamaiesh Khasra and Mussavi etc.	-do-	-do-	-do-	-do-	-do-
7.	Copy of Takseem (Partition)	-do-	-do-	-do-	-do-	-do-
8.	Naksha Chahat per Kuwa	-do-	-do-	-do-	-do-	-do-
9.	Building map etc.	-do-	-do-	-do-	-do-	-do-
10.	Miscellaneous and land chakbandi record.	-do-	-do-	-do-	-do-	-do-
5. Complaint Branch						
1.	Complaints received at Public	Application form	DM/DC	After getting the complaint it has to be given to concerned department immediately to get the comment of the department on the complaint	Complainant can contact to DC or DDPO/City Magistrate/ if complaint not disposed of within 15 days.	15 days
2.	Monthly Meeting of District public relation and grievance redressal committee.	Application	President Nominated by govt is the Hon'ble Minister in office.	Complaint is disposed of at the same time during the monthly meeting. If unable to dispose of at that time, complaint remain kept pending till next monthly meeting.	In case complaint is not disposed of Hon'ble Minister, City Magistrate, DDPO can be contacted	Within a One month

3.	Miscellaneous complaints	Complaints received daily in the office are sent to the concerned department for comments and action.	DC/ City Magistrate	After receiving the department's comments, complaint is disposed of within two days by this office.	DC/District Development or Panchayat officer has to be contacted in case of no solution of complaint within time limit.	After receiving the department comment, complaint has to be removed within two days
4.	Removing illegal Possessions	Application regarding illegal possession has to be sent to concerned department	DC/ City Magistrate	Orders have to be given to concerned department to remove the illegal possession within 15 days	Police support has to be provided to the concerned officer department and if he faced any difficulty in removing illegal possession. If the action of removing illegal possession is not possible, suggestion about court case has to be given.	One month

6.	**Sadar Kanungo Branch**					
1.	Inspection of Record in Revenue Record Room	Application with court fees	District revenue Officer/Superintendent	Within Seven days from request	1 Deputy commissioner 2 District Revenue Officer 3 City Magistrate 4 Superintendent	As per convenience, same time.
2.	Help in case of Fire	After getting Report from Revenue, Patwari, Kanungo C.R.O and S.D.M	District revenue /Superintendent	Demand as per receipt of amount from govt.	Deputy commissioner	As per the amount received from govt. after the enquiry.
3.	Disposal of complaints related to Revenue Staff and Records	Complaint Application	District revenue Officer/ DC	Immediately after inspection	Deputy commissioner	
7.	**H.R.C.**					
1.	Inspection of registered map, Wasika will registered before year 1983	Branch application on the prescribed.	District revenue Officer/Superintendent	3 days	District revenue Officer/ Deputy commissioner	Seven days
2.	Issuing of copy of will, Wasika registered before 1983	Court fees	-	-	District revenue Officer/ Deputy commissioner	
8.	**Development Branch**					
1.	Complaints regarding Water and Electricity	Application on plain paper	District Development and P.O.	Immediately	Deputy commissioner	One week

2.	Grants	CM, Minister, MP and from any other to district development P.O.	District Development and P.O.	Immediately	Deputy commissioner	One week
9. Local Bodies Branch						
1.	Disposal of General, Public complaints related to the Municipal Corporation/Munici pal Council	Application on plain paper	City Magistrate	3 days	Deputy commissioner	two week
10. Establishment Branch						
1.	Complaint of Public against the officers/ employees in the offices. DC or Sub-Division and Tehsils.	Application on plain paper	City Magistrate	3 days	Deputy commissioner	two week
11. Nazart Branch						
1.	To dispose of applications for receiving/disposing of arms by concerned heirs of the deceased arms licence holders whose arms/ammunition are deposited in the store (*malkhanas).*	Application on plain paper.	City Magistrate	3 days	Deputy Commissioner	2 weeks

2.	To dispose of general complaints regarding contractors of left out contracts in the court compound.	Application on plain paper.	City Magistrate	3 days	Deputy Commissioner	One week
3.	To grant permission to work as a Typist in the court compound.	Application on plain paper.	City Magistrate	3 days	Deputy Commissioner	One week

12. District Revenue Account Branch

1.	Disposal of complaints regarding loan (flood/drought)	Application on plain papers.	DR.O.	3 days	Deputy Commissioner	One month
2.	Residential plots to landless persons in Rural Areas	Application on prescribed proforma alongwith certified copy of Ration Card.	DR.O.	3 days	Deputy Commissioner	One month
3.	Disposal application regarding the compensation to victims of natural calamities.	Application on plain paper	DR.O.	3 days	Deputy Commissioner	1. Decision in one month. 2. Payment as availability of budget.

ANNEXURE II

PROPOSED FORMAT OF APPLICATION FOR INCOME CERTIFICATE

(Common for all services)

1. Full Name of the applicant_____.

2. Name of the Father/Husband/Guardian _____.

3. Age of the Applicant _____.

4. Number of family Members _____.

5. Complete address of the Applicant _____.

6. Purpose for which income certificate is applied for _____.

7. Details of immovable properties of family.

    a. Lands _____.

       Village_____, Extent _____.

       *Annual Income from Land _____.

    b. Details of house owned.

    c. Details of Shop(s) owned.

    d.   Details of annual income from house and shop mentioned above _____. e.

         Details of other income if any.

8. Transport:- Tractor/ One/Two wheeler, owned if any_____.

9.   Annual family income from employment _____.

10.   Annual family income from business _____.

11. Total Annual income of the family$^+$ from all sources _____.

12. Per capita annual income of the family _____.

TM   * Rs. 10000/- for irrigated & Rs. 5000/- for unirrigated land – per acre.

     + Definition of family: Head of family/ husband or wife, unmarried children up to the age of 21

     years.

Declaration

I hereby declare that the details furnished above are true and correct at the best of my knowledge and belief. In the event that any of the details are proved to be false I am liable for action under Sec. 199 & 200 of the Indian Penal Code.

Signature of the Applicant

Supporting Declarations by Citizens (1)

This is to certify that I personally know – who has applied for income certificate and is residing at address given. I hereby declare that the details by him/her above are true and correct to the best of my knowledge and belief. In the event that any of the details are proved to be false I am liable for action under Sec. 199 & 200 of the Indian Penal Code.

Signature of the Citizen

Identified by   **Name & Address**

Supporting Declarations by Citizens (2)

This is to certify that I personally know - who has applied for income certificate and is residing at address given. I hereby declare that the details by him/her above are true and correct to the best of my knowledge and belief. In the event that any of the details are proved to be false I am liable for action under Sec. 199 & 200 of the Indian Penal Code.

Signature of the Citizen

Identified by   **Name & Address**